

The *EIB Group, National Promotional Banks and Institutions*, and National Transition Planning: Towards a More Coherent Framework

EXECUTIVE SUMMARY

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Europe has the public financial institutions needed to help finance its transition, centred on the European Investment Bank Group (EIB Group)¹ and National Promotional Banks and Institutions (NPBIs). The bigger challenge is turning national ambitions into a pipeline of investable projects: shifting to a net-zero, resilient economy requires substantially more investment and a more coherent delivery framework. National Energy and Climate Plans (NECPs) provide a solid foundation, but often fail to translate national targets into clear, bankable project pipelines. Strengthening the quality of NECPs and making better use of the complementary strengths of the EIB Group and NPBIs can help close this gap. Building on each NPBI's strengths, while reinforcing existing cooperation tools such as portfolio guarantees, coordination platforms and transition-planning assessment tools, can help turn national plans into investable projects.

For the full analysis and detailed recommendations, download our report, *The EIB Group, National Promotional Banks and Institutions, and National Transition Planning: Towards a More Coherent Framework*, published October 2026, from <https://www.e3g.org/publications/eib-group-national-promotional-banks-institutions-transition-planning/>

¹ The EIB Group comprises the European Investment Bank (EIB) and the European Investment Fund (EIF). This report uses "EIB Group" when referring to the whole Group and "EIB" when referring to the Bank specifically.

Both the EIB Group and NPBIs are central to financing Europe's transition. **By 2025, nearly 60% of the EIB Group's financing supported green projects, surpassing its 50% target under the first phase of the Climate Bank Roadmap (CBR).**² The second phase of the CBR (2026–2030) commits the EIB Group to doubling annual climate adaptation finance to €30 billion.³ The role of the EIB Group extends beyond financing: it connects national transition priorities with EU policy objectives, provides technical support to project preparation and implementation, and works with NPBs to advance national priorities and shared European goals.

NPBIs have a front role to play in this effort and have become key channels for financing national climate and energy projects.⁴ They know the national context and partners and are best placed to support financing the national objectives of the transition. Our report looks at four NPBIs, namely KfW (Kreditanstalt für Wiederaufbau, Germany), Caisse des Dépôts et Consignations (CDC, France), Cassa Depositi e Prestiti (CDP, Italy) and Bank Gospodarstwa Krajowego (BGK, Poland). These are among the EIB Group's largest beneficiaries and co-financiers, with the capacity to originate substantial investment pipelines. Their approaches to embedding transition objectives within their mandates differ, reflecting the diversity of the NPBI landscape across Europe. This diversity is a strength: it allows NPBIs to respond to national circumstances while drawing on their respective institutional and market expertise.

Translating national ambition into investment is not a matter of capital alone. **It also depends on how clearly national transition plans articulate what is to be financed, and on how readily the EIB Group and NPBIs can use them to identify and prepare projects.** NECPs set out Member States' targets, policies and measures, signal long-term commitments to investors, and provide a reference point for EIB Group and NPBI financing. But alignment is necessary, not sufficient, as both apply their own project-level tests. This report examines how the EIB Group and NPBIs engage with NECPs and cooperate to translate national transition priorities into concrete investment opportunities, and how existing planning, financing and cooperation instruments could be used more effectively to do so.

² EIB, 2025, [The European Investment Bank Group 2025 Activity Report. Powering Europe](#)

³ EIB, 2025, [EIB Group to accelerate and simplify green investment, boosting European competitiveness, energy security and tech leadership](#)

⁴ European Commission, 2025, [The Role of National Promotional Banks and Institutions \(NPBIs\) in the Implementation of UN Agenda 2030 in Europe](#)

NECPs should become more operational investment planning tools

NECPs are set by national governments, and the EIB Group and NPBIs engage with them mainly as a reference point to screen and align their financing and programming decisions. They can nonetheless influence the content of the plans through technical advice, project preparation support, sector expertise and regular dialogue with the European Commission and Member States, with the EIB Group also acting as strategic advisor, sector expert and bridge between EU policy and investment execution. **This gives the EIB Group an important role in informing policy design and implementation, even where formal responsibility for setting national policy remains with national governments and the Commission.**

NECPs provide a strong foundation for more practical investment-planning instruments, but important gaps remain. Interviews showed that they often describe technologies in broad terms, without the sectoral volumes, timeframes and deployment pathways needed to build credible investment pipelines and contain cross-border inconsistencies. Engagement between the Commission, national governments and financial institutions also remains largely top-down, relying on ad hoc bilateral contacts.

Shorter, more usable NECPs, with clearer sectoral volumes, timeframes and cross-border consistency, would provide financial institutions like the EIB Group and NPBIs with a shared and more credible reference point for building investment pipelines. Improving the quality of NECPs should be accompanied by a more structured dialogue between the European Commission, national governments and financial institutions. **A dedicated forum, combined with a more systematic bottom-up channel, could allow the EIB Group and NPBIs to feed project-level evidence and implementation experience back into national planning.** This would help connect political targets with the practical conditions required to deliver them.

The binding constraint is bankability, not capital

Financing capacity is not the primary constraint to transition investment. **The binding constraint lies instead in the supply of bankable projects: those that are not only aligned with national and EU policy, but also adequately structured and de-risked, with a viable investment case for financial institutions.** Inclusion in a national plan is therefore necessary but not sufficient, and neither the EIB Group nor NPBIs will finance a project that fails to meet these conditions, however much capital they have available.

Where NECPs lack the detail needed to build a pipeline, the technical assistance and project preparation support provided by the EIB and NPBIs becomes a core channel of engagement between financial institutions and national authorities. Much of this support already exists, through instruments such as ELENA (European Local Energy Assistance),

JASPERS (Joint Assistance to Support Projects in European Regions) and the InvestEU Advisory Hub. Rather than creating new instruments, the challenge is to ensure that existing support is accessible to a wide range of promoters and NPBIs, available at the scale the transition requires, and directed where bankability gaps are greatest.

PATH could be leveraged to inform the ambition and operability of NECPs

The EIB Group's PATH framework assesses corporate transition plans, not national ones, and individual assessments remain confidential. However, aggregated and anonymised sectoral findings could give national governments and the Commission **bottom-up technical evidence on where NECPs' ambition, granularity or investment signals fall short**. Through a dedicated forum for dialogue, this would allow the EIB Group and NPBIs to feed project-level evidence back into national planning. The EIB Group is already investing significant efforts to develop methodologies, transition assessment frameworks and tools for engaging with companies. The focus, therefore, should be less on establishing new tools and more on **how existing approaches can be scaled up, shared more widely and integrated into national investment planning in cooperation with NPBIs**.

Cooperation between the EIB Group and NPBIs works best when built on complementarity

The EIB brings large-scale financing, low-cost funding, a high capacity to bear risk and cross-border expertise. NPBIs offer deep knowledge of local markets, close government and business ties, and strong capacity for delivering projects on the ground. **Cooperation adds the most value where these strengths meet a clear financing or implementation gap**. Differences in mandates, risk appetites, funding models and programme architectures mean there is no one-size-fits-all model, and instruments such as the InvestEU Member State compartment are used selectively. **Cooperation works best when tailored to each NPBI's comparative advantage**. The two roles are not mutually exclusive: effective implementation typically combines NPBIs' proximity to local markets and project origination with the EIB Group's expertise on financing structures, EU priorities and cross-border sharing of knowledge.

Risk-sharing instruments, particularly portfolio guarantees and counter-guarantees, offer the greatest potential to expand NPBI lending and support investments too risky for private finance alone. Blended structures combining grants, guarantees and loans are especially relevant in clean hydrogen, battery manufacturing, industrial decarbonisation, climate adaptation and the circular economy, where the EIB's risk capacity and signalling effect can be combined with NPBIs' market proximity.

Coordination platforms and PATH tools should be demand-driven

Existing coordination platforms involving the EIB Group and NPBIs can enhance coherence in financing the transition, but only where they address a genuine gap without adding complexity. They should focus on concrete pipelines, carry strong national ownership, be visible and accessible to stakeholders, and be led by the institution best placed to deliver the platform's objectives. The EIB Group's role is to complement rather than replace national coordination structures by **facilitating the exchange of experiences, methodologies and investment solutions across Member States.**

The PATH framework itself could be made available to NPBIs on a modular, demand-driven basis. Given differences in mandates and existing frameworks, a single common standard could duplicate tools already in use by NPBIs. An opt-in approach, potentially via the European Long-Term Investors Association (ELTI), would allow NPBIs to adopt specific PATH components where they add value. The second phase of the EIB Group's CBR, running to 2030, offers a timely opportunity to act on these findings, as does the upcoming cycle of NECP updates.

Taken together, these findings point to a question of coherence rather than of institutional design. Europe already has the public banks it needs; the task is to connect them more deliberately to national planning, so that plans shape finance and finance, in turn, sharpens plans. The second phase of PATH, rolling out within phase 2 of the EIB Group's CBR, is a timely moment to do so.

ABOUT E3G

E3G is an independent think tank working to deliver a safe climate for all.

We drive systemic action on climate by identifying barriers and constructing coalitions to advance the solutions needed. We create spaces for honest dialogue, and help guide governments, businesses and the public on how to deliver change at the pace the planet demands.

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