

**ET2050 Draft Final Report**  
**Scientific Report**

**VOLUME 11**  
**POLITICAL PATHWAYS**

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February 28<sup>th</sup> 2014

# ET2050

## Territorial Scenarios and Visions for Europe

**Volume 11**  
**Political Pathways**

IGEAT-ULB

28/02/2014



This report presents a more detailed overview of the analytical approach applied by the project. This Applied Research Project is conducted within the framework of the ESPON 2013 Programme, partly financed by the European Regional Development Fund.

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## 1. Designing Political Pathways for the TeVi<sup>1</sup>

The purpose of the Political Pathways proposed in this paper for the European Territory in 2050 is to provide a framework for action for achieving the 2050 TeVi and meeting the associated targets.

Building policy orientations is a very demanding exercise, which entails having an accurate and thorough **knowledge** of current issues affecting the European territory, as well as a clear **vision** on what should be achieved.

The ET 2050 project has provided very insightful contributions in these two fields:

- With a set of scenarios defining various possible evolutions for the European territory by 2030 and 2050, the project gives a very concrete and differentiated picture of what Europe could look like by 2050, depending on the policy agenda adopted. The main conclusion of this modelling work is that one of the best directions to follow in order to achieve a global equilibrium of the European territory is to support **a stronger development of small and medium sized cities as well as macro-regional integration**. The conclusion of this scenario-modelling work is also that a re-designed European governance is needed in order to achieve such an equilibrium.
- On the other hand, the project has provided crucial insights on what should be the future of Europe by 2050. With the support of participatory activities during the project lifetime, including specific events about the design of the Europe 2050 TeVi, the project has provided a consolidated Vision for the European territory in 2050. Complementary to the scenario-modelling work, this consolidated TeVi has provided a set of policy guidelines based on both the quantitative analysis and the participatory activities. Those guidelines address various policy issues, which are closely connected to the conclusions of the scenario modelling work. A key-conclusion of these guidelines is that **a more balanced development of the European territory should be achieved by 2050**. This entails reconsidering the various components of the European settlement pattern (i.e. global cities/ metropolitan areas, polycentric areas, compact cities, “rurban” regions, rural areas) their mutual relationships, their interconnection through various transport and communication networks, and the scope for joint and balanced territorial development strategies harnessing the specific endogenous potential of these various components.

The conclusions of **both** the scenario-modelling work and the vision design process involve important consequences for the territorial governance of Europe and **entail a definition of specific political pathways** that should be followed in order to achieve such a European territorial development by 2050.

The political pathways provided below build on the conclusions that IGEAT have drawn from the scenarios and the TeVi alike.

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<sup>1</sup> TeVi stands for « Territorial Vision »

**Our purpose is to provide political pathways (1) mainly linked to the TeVi produced by the project, (2) associated with targets and (3) which relate to the current policy context as appropriate.**

**Our method is based on the definition of objective-oriented policies** related to a set of issues and associated guidelines identified in the consolidated version of the TeVi. Our aim is to provide concrete tools for action conducive to the implementation of the TeVi. For each guideline defined in the TeVi, we have identified various relevant issues. Tackling these involves pathways, i.e. a series of actions geared toward specific objectives.

**Our approach proposes a shared framework for each action field of the TeVi implementation. This framework involves four basic elements: guidelines, issues, objectives and pathways (GIOP).** This provides a well-structured picture of the policy agenda associated with the TeVi.

**The guidelines themselves have been grouped into five key policy orientations (KPO):**

**[KPO 1]** *Open Europe: closer ties between the EU, its neighbours and the World*

**[KPO 2]** *Inclusive Europe: a revisited social model*

**[KPO 3]** *Intelligent Europe: a creative knowledge economy*

**[KPO 4]** *Green Europe: a model of environmentally friendly development*

**[KPO 5]** *Plural Europe: a polycentric and geographically differentiated development, a cooperative style of territorial and maritime planning*

**A series of guidelines, issues, objectives and pathways (GIOP) are associated with each KPO.** This combination of KPO and GIOP provides a global framework for action designed to support the application of the TeVi 2050.

**Figure 1** presents the “KPO / GIOP tree”, i.e. the mutual relationships between pathways (P) to follow to meet specific objectives (O) defined to tackle issues (I) associated with the guidelines (G) set out in the TeVi. A set of GIOPs is defined for each KPO.

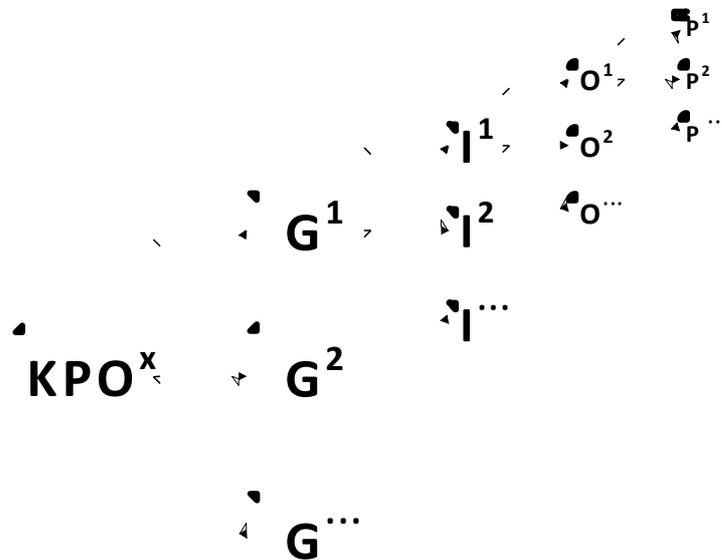


Figure 1 – The KPO-GIOP Tree

**These pathways have been defined to make the implementation of the TeVi as coherent as possible.** At this stage, the exercise merely contributes to the integration of the ET2050 project results. This framework and the associated targets may also be used to monitor the evolution and the efficiency of the policies carried out to achieve the goals set out in the TeVi.

**The sections below spell out the framework defined by unfolding the various GIOP series identified in relation to each KPO.** These sections provide materials to fuel future debates on policy orientations and the development of tools for action in order to achieve the goals defined in the TeVi and support the future development of Europe towards 2050.

For each Guideline (G), a table has been elaborated, in which the relevant issues (I), objectives (O) and pathways (P) are presented in the first three columns. As one of the main purposes of the TeVi is to provide guidance about the best way to achieve EU territorial cohesion, it was also deemed appropriate to add in the table a fourth column where relevant EU policies likely to contribute to a given pathway are specified.

**The last section of the document focuses on the territorial aspects of the pathways identified by synthesising key territorial aspects of each KPOs.**

2. [KPO 1] Open Europe: closer ties between the EU, its neighbours and the World

- G 1.1 – Europe is a part of a multipolar yet balanced globalized world

ISSUES	OBJECTIVES	PATHWAYS	EU POLICIES
Global cities reinforced in trade and services	Avoid excessive polarisation on mega-cities	Reinforcement of global connections for small and medium sized cities Facilitating joint global promotion and networking activities	Cohesion Idem (European Territorial Cooperation ETC)
Europe is shaped by heavy trends converging at the global scale in the areas of trade and energy markets	Reduce the competitiveness gap between continents	Coordinating major economies on financial sector regulation	
	Save energy	Setting compulsory environmental standards	Environment, The European Strategic Energy Technology Plan (SET Plan)
		Supporting technological progress in renewable energy	Research and Technological Development (RTD), Energy
		Improving energy efficiency	Energy, Environment
Emergence of a governance at global scale	EU remains a key player in the definition of global rules and in the management of global challenges	Fostering cooperation between a wide range of stakeholders at an interregional scale on key challenges. Broad consultative processes including large number of jurisdictions and addressing global economic and environmental challenges.	Common Foreign & Security Policy (CFSP) Environment Maritime policy
	Develop public awareness about the fragility of the planet and resource depletion while prompting a worldwide mobilization of people	Fostering a dialogue between key stakeholders in order to define mandatory worldwide environmental standards	CFSP / Environment
	Set up a world-wide efficient governance	Creation of the <i>World Environment</i>	CFSP / Environment

	system on environmental issues	<p><i>Organization (WEO) with extensive powers and financial resources</i></p> <p>Establishment of a World Court of Justice to enforce obligations on recalcitrant states notably on environmental issues</p> <p>Development of specific funds to help poor countries facing environmental challenges</p>	CFSP / Environment
			Development cooperation



3. [KPO 2] Inclusive Europe: a revisited social model

- G 2.1 - Transforming the social model of development

ISSUES	OBJECTIVE	PATHWAYS	EU POLICIES
Due to population ageing, 35-40 % of regions are affected by a reduction of their labour force	Make the elderly more active and healthy	Revision of the pension system by allowing citizens to adopt flexible retirement schemes Development of health policies and services benefiting to every citizens	Social policy, European Innovation Partnership on Active Ageing and Health Human health (TFEU <sup>2</sup> , art 168)
The potential for economic growth depends more on the quality than the size of the workforce	Human capital development: increase the education level	Considerable investments in the modernisation of the education system	Education
A relative higher level of cognitive skills is required also in the less knowledge intensive services.	Create of a wide range of diversified jobs in eco-industries and in personal service sectors across Europe.	Fostering the development of the creative (innovation), the green (eco-techs), and the personal economies (services)	Cohesion
Compared with other regions in the world (e.g. USA), the residential mobility of the EU labour force is low	A more fluid transnational labour market in Europe.	Coordination of the social protection systems, portability of pension rights and incentives to learn foreign languages Substantial progress achieved in mobility policies at the EU and national levels with more flexible labour and housing markets	Social policy, Education, Vocational Training

<sup>2</sup> Cf. TFEU = Treaty on the Functioning of the European Union

<p>Migration to and within Europe is widespread and helps compensate the decrease of the working population.</p>	<p>Set up an overall migration policy framework.</p>	<p>Cooperation between the EU and the members of the Schengen area in consultation with some other non-EU countries to regulate the reception of selected migrants, focusing on qualified immigration of varied geographical origins and diversified inside Europe</p>	<p>Common policy on asylum, immigration and external border control (TFEU Art. 67 §2)</p>
<p>Mobile Internet, Cloud technology and flexibility/ubiquity of work change the way of living by disconnecting people from a single place for their activities and increase residential mobility</p>	<p>Improve the access to mobile technologies by a long term strategy on technologies</p>	<p>Fostering innovation in mobile technologies to render it accessible to every citizens in Europe Free, safe and healthy Internet access to everyone and everywhere in Europe</p>	<p>EU Digital Agenda</p>
<p>Social interaction: innovations in the field of electronic media and ICT help people to be more active in communities while raising public awareness about unfairness and injustice around the globe</p>	<p>Encourage people to engage in active citizenship</p>	<p>Education and cultural programmes for every citizens, everywhere in Europe enabling them to improve their quality of life and their open-mindedness</p>	<p>Education, Culture, European Energy Dialogue</p>

4. [KPO 3] Intelligent Europe: a creative knowledge economy

- G 3.1 – The European economy is based on *qualitative growth*

ISSUES	OBJECTIVE	PATHWAYS	EU POLICIES
Technology induced changes impact the economic landscape, allowing decentralised industrial production, more flexible workflows, and learning opportunities	Take full advantage of the technology induced changes to improve the geographic distribution of economic activities	Technological and data policies enabling the development of an Internet based system of production  The "Internet of Things", with the spread of sensors (motion and temperature detectors, level indicators, smart meters, etc.) enables the gathering of huge amounts of data about the real world and the sharing of this data through the cloud.	RTD
Ecological sustainability is an integral part of the industrial system in 2050.	Foster the development of eco-design industries with an appropriate policy	Diffusion of the eco-design industry paradigm in order to increase the resource productivity and the product quality while creating jobs and reducing pollution  Fostering research and action in the field of social innovation and behavioural change	Industry  RTD
The EU social economy matters. The social dimension of the economic transition proved critical to preserve prosperity and well being in Europe.	Make the whole economy increasingly operate with the contribution of the social sector.	Upgrading of statistical accounting frameworks and indicators to better illustrate and monitor the social sector contribution to economic development and sustainability (including the use of more specific indicators to measure the benefits they produce beyond GDP)	RTD

<p>The productivity of knowledge assets and knowledge-based activities are a key factor of global competitiveness</p>	<p>The global trade in services grows faster than trade in goods. Most services exported on the global markets are knowledge-based.</p>	<p>Developing the knowledge economy by encouraging specific initiatives in this field and sustaining specific projects</p>	<p>RTD</p>
<p>New form of globalisation based on the internationalisation of value chains within regional clusters of countries, and in particular in three main "vertical" regions on the globe: (1) North and South America, (2) Europe-Middle East-Africa, (3) Far East Asia and Australia</p>	<p>Develop a triangle of growth between Europe, the Middle East and Africa based on cooperation in the energy sector and a joint transition to a low carbon economy</p>	<p>Developing the EUROMED policies with specific agreements in energy production and designing a broad framework of action/monitoring towards a low carbon economy</p>	<p>CFSP/ Neighbourhood policy/ Energy</p>

5. [KPO 4] Green Europe: a model of environmentally friendly development

- G 4.1 – Transformation of transport and energy industries and infrastructures through increasing use of smart technologies

ISSUES	OBJECTIVE	PATHWAYS	EU POLICIES
<p>Instead of an increasing grid for transport, less roads and rail infrastructure has become necessary thanks to higher precision transport and automatic braking systems</p>	<p>Optimise transport efficiency throughout Europe</p>	<p>Development of pay-as-you-use transport systems, technological improvement of transport/traffic/logistic management. Transport industries encouraged to invest in transport efficiency considered at a broad scale and not only at the scale of the personal vehicle.</p>	<p>Transport</p>
<p>Various environmentally-friendly solutions have been developed in virtually every transport mode</p>	<p>Radical progress towards sustainability in the transport sector, including 60% reduction of GHG emission</p>	<p>New sustainable fuels and propulsion systems                      Development of green freight (rail, sea and inland waterways) corridors.                      Completion of a multimodal TEN-T and HST networks throughout Europe.                      Core air and sea hubs connected to the rail network and, where possible, the inland waterway system.                      GIS improved management of transport and of infrastructure.                      Financial incentives to manage pollution                      Encouraging the integration of environmental costs in prices</p>	<p>Transport, Environment, RTD                      Transport, TENS                      Transport, TENS                      Transport                      Transport                      Environment</p>

<p>Energy intensity (energy consumption elasticity in relation to GDP) has decreased due to more service-oriented economies and increased resource and energy efficiency in production and consumption. Carbon intensity (GHG emissions elasticity in relation to energy consumption) has also decreased thanks to improved technology</p>	<p>Low carbon economy. Take up the challenge of decoupling resource use from economic growth,</p>	<p>Achievement of the 2050 Energy Roadmap objectives with a strong transition to a model based on higher capital expenditure and lower fuel costs</p>	<p>Energy, Environment, SET Plan</p>
<p>There is scope for better complementarity between various energy sources and for integration of the energy networks</p>	<p>Promote solidarity and complementarity in the area of energy generation and transport</p>	<p>Energy Solidarity Pact between European countries to ensure the complementarity of energy sources and the cohesive development of the infrastructures needed to ensure the interconnection of electricity and gas grids</p> <p>Connecting supply networks to a more optimized European generation system, designed to integrate peripheral countries</p>	<p>Energy, TENS (TEN-E), Neighbourhood policy</p>
<p>The physical, social, economic and environmental assets of several categories of European regions are variously impacted by the effects of climate change</p>	<p>Cope with climate change, in particular the effects of global warming</p>	<p>Strict norms prescribed and enforced by the WEO to mitigate the effects of global warming, in close consultation with the relevant authorities in the various continents.</p>	<p>Energy, Environment</p>

<p>(sea level rise, more frequent river floods, heat, etc.) Southern Europe but also the Benelux coasts and, to a lesser extent, France, the British Isles and Norway have been seriously affected</p>		<p>EU common climate strategy to cope with climate change adaptation, including the provision for a solidarity mechanisms between the North and the South of Europe and the enforcement of new directives (e.g. about land regulation) to harmonise aspects that will influence the vulnerability of the different regions (e.g. not to allow any more to built houses in dangerous places)</p>	<p>Environment</p>
<p>Impact of land use planning on climate change</p>	<p>Manage land use planning at various scale to tackle the impact of climate change</p>	<p>Common EU policy and appropriate policy steps at the regional and local levels, with particular regard to land-use planning, in rural and urban areas alike</p>	<p>Cohesion, Environment</p>
<p>Urban sprawl is unsustainable.</p>	<p>Promote the sustainable city paradigm to guide the elaboration of integrated strategies tailored to specific circumstances</p>	<p>Smart growth city policy: no more net land taken for new urban areas in most of the large metropolitan areas, with a stabilization of the population and a saturation of available space</p>	<p>Cohesion, Environment</p>

- G 4.2 – The environmental values are widely shared across Europe, especially the “living within the limits of the planet” paradigm

ISSUES	OBJECTIVE	PATHWAYS	EU POLICIES
Risks of rising environmental inequalities between European territories	Right to a quality environment recognised as a basic right for all European citizens	The right to a quality environment is included in the EU Chart of Fundamental Rights.	Environment
Stronger impacts of climate and environmental change on EU's economy	Implement a strong EU environmental policy	Sustainable management of resources (such as raw materials and minerals, energy, water, air, land and soil) together with the necessary protection, valuation and significant restoration of biodiversity and the ecosystem services it underpins are key priorities of the EU environmental policy	Environment, Common Agricultural Policy (CAP) (agro-environmental measures)

- **G 4.3 – The ecosystem resilience is a core policy issue: the management of waste, water resources and biodiversity are key priorities**

ISSUES	OBJECTIVE	PATHWAYS		EU POLICIES
The management of waste becomes of central importance	Apply the “managing waste as a resource” principle all over the EU.	Setting tools for the elimination of landfills and illegal shipments	Environment	Environment
The objective set out by the European Commission in its “Blueprint to Safeguard Europe’s Water Resources” was not met in 2015	Develop an ambitious integrated strategy to secure an acceptable level of availability and quality of water resources in the EU	Development of an efficient system to prevent waste generation, and to maximise reuse and recycling	Environment, Cohesion	Environment
Rising pressure on biodiversity, limited progress made towards the establishment of the Natura 2000 network	Reinforce the protection of biodiversity	A new strategy “Natura 2050” approved and implemented to protect, value and appropriately restore the EU biodiversity and the ecosystem services it provides	Environment	Environment

6. [KPO 5] Plural Europe: a polycentric and geographically differentiated development, a cooperative style of territorial and maritime planning

- G 5.1 – The European territorial structure is balanced and polycentric, and territorial integration makes borders vanish

ISSUES	OBJECTIVE	PATHWAYS	EU POLICIES
<p>In 2050, the share of Europe's urban population in the global total has shrunk considerably, even if the trend toward more urbanisation still characterises Europe itself (around 85% of the European population live in an urban area)</p>	<p>Counter-weight the metropolisation process by fostering networks of interlinked small and medium sized cities. These networks represent highly effective polycentric metropolitan regions in several parts of Europe</p>	<p>Developing efficient transport systems between small and medium sized cities; supporting technological, social, environmental and governance drivers shaping the urban-rural living conditions; developing the necessary territorial investments.</p>	<p>Transport, Cohesion</p>
	<p>Organise the European Territory pattern in different levels of functional areas : A) global cities and large metropolitan areas, B) polycentric areas, C) compact cities, D) evolving "rurban regions" (a legacy of the late 20<sup>th</sup> century), E) rural areas</p>	<p>The "European Territory settlement pattern" becomes a strategic picture of a EU polycentric and balanced model, based on morphological and functional criteria (density thresholds, commuting travel time thresholds, connectivity with other urban hubs, complementarity of services of general interest available). The different levels are defined for policy coordination purposes, as well as to inform decisions to be made on (European) investment priorities associated with various EU policies with a territorial impact</p>	<p>Cohesion, CAP</p>

	<p>Implement consistently the polycentric paradigm of European territorial development, especially in less central areas.</p>	<p>In less central areas: specific support to capital-cities and other cities to rebalance the territorial structure of the continent; in more central areas: development of strong networks between small and medium sized cities counter-weighting the metropolisation effect of global gateways cities</p>	<p>Cohesion</p>
<p>Emergence of strong macro-regions and smaller "Euregios".</p>	<p>Promote effective territorial integration, make borders vanish. Fully activate cross-border links and cooperation</p>	<p>Completion of missing cross-border links in the TENS improving physical connectivity between cities. Widespread support to tangible cooperation projects focusing on specific issues of relevance for territorial integration Development of permanent thematic networks to harness synergies between territorial cooperation projects addressing similar issues; constant support to long-term cross-sector territorial integration strategies in macroregions and Euregios,</p>	<p>TENS Cohesion Cohesion</p>

- G 5.2 – The European population concentrates in eco-cities, surrounded by well-developed rural areas

ISSUES	OBJECTIVE	PATHWAYS	EU POLICIES
<p>Emergence of a European smart, sustainable and inclusive eco-city model. Cities are places of high social progress with a high degree of social cohesion, platforms for democracy, cultural dialogue and diversity; places of green, ecological or environmental regeneration; places of attraction and engines of economic growth</p>	<p>Widely promote the compact city model/imperative</p>	<p>Promote a compact settlement structure and combat urban sprawl throughout Europe by supporting various initiatives in the real estate development/building sector, by educating key stakeholders to new city models</p>	<p>Cohesion, Environment</p>
		<p>Support high density urban development in strategic nodes and along public transport lines</p>	<p>Cohesion, Environment</p>
		<p>Forego further development elsewhere, and promote progressive ecological restoration of low density residential areas inherited from 20th century urban sprawl</p>	<p>Environment</p>
		<p>Strictly protect the blue-green infrastructure and be more flexible in zones dedicated to economic activities and residence</p>	<p>Environment</p>
<p>Transform profoundly the metabolism of cities</p>	<p>Develop social mix in cities, social cohesion and Inclusiveness</p>	<p>Promote an efficient circular metabolism through minimized waste and emissions and maximized recycling;</p>	<p>Environment</p>
		<p>Promote social mix in neighbourhoods and at school through all appropriate means (e.g. small public housing operations in the urban fabric or appropriate mix of more and less profitable operations in planning permissions delivered to private developers)</p>	<p>Cohesion, Social policy</p>
<p>Transform the mobility dynamics within cities</p>	<p>Transform the mobility dynamics within cities</p>	<p>Irrigate residential areas with public transport and slow traffic (pedestrians/cyclists) infrastructure while</p>	<p>Transport, Environment</p>

		reducing car traffic speed and land take	
	Adopt a holistic model of sustainable urban development	Integrate policies vertically (between decision-making levels), horizontally (between sector policies) and geographically (transcending administrative boundaries, e.g. those of municipalities) while deeply involving citizens	Cohesion
	Reinforce the relationship between the city and its agriculture hinterland	Development of local food supply for cities	CAP
	Implement an energy efficient city programme	Integrate policy of energy saving throughout Europe based on the renovation of the urban fabric and the renewal of transport system	Energy, Cohesion
Various less accessible remote areas of eastern and southern Europe have remained more "agrarian" and experience little diversification of their economy.	Catalyse the economic recovery of remote areas	A proactive support to "Services of General Interest (SGI)" contribute to economic recovery; a proactive rebalancing of the (often too monocentric) settlement pattern, combined with an improvement of the accessibility and a diversification of the rural economy	Competition (including state aid rules)
		Investment in the "New Rural Economy (NRE)", like tourism, local trade and products but also manufacturing and service industries more directly associated to bio-resources and organic agriculture	Cohesion, CAP, Tourism, Environment
A greater territorial diversity has been induced by climate change: wetter Northern Europe, and dryer	Seize the opportunity of a larger food supply/production made possible by climate change. Protect the productive capacity of Europe's rural areas as a valuable resource	Support a high quality, productive and environmentally friendly agriculture	CAP, Environment

<p>Southern Europe. Decline of the productive capacity of agricultural land in the world, but increase of this capacity in northern Europe; specific natural areas such as the Arctic, mountain areas and islands face new challenges</p>	<p>Tackle key environmental issues related to specific territories using as paradigm the 'place based approach'</p>	<p>Targeted policy steps to tackle issues specifically faced by areas with geographic specific features, in particular the Arctic, mountain areas, and islands; more broadly, the focus of EU funding support should be better tailored to the specific needs and potentials of the various territories in Europe.</p>	<p>Cohesion, Environment</p>
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- G 5.3 – The potential for economic development of the seas is immense, but it should be harnessed sustainably

ISSUES	OBJECTIVE	PATHWAYS	EU POLICIES
<p>The maritime potential of the European seas should be properly exploited, and the related challenges tackled, as recommended in the Blue Growth strategy (2012). Together with other instruments of the EU policy – Integrated Coastal Zone Management, the Integrated Maritime Policy (mostly focused on maritime transport), and Maritime Spatial Planning, the implementation of the Blue Growth strategy may dramatically improve the maritime governance.</p>	<p>Reinforce the international regulation of the sea</p> <p>Manage the land-sea continuum</p> <p>Promote trans-boundary cooperation on maritime issues</p> <p>Coordinate structured maritime cooperation and land-use planning of coastal regions ; set a framework for the conservation of fish stocks and coastal/marine biodiversity</p> <p>Take advantage of opportunities arising in the seven Outermost Regions (ORs) and Overseas Countries and Territories by harnessing the potential of their immense maritime space and technological change improving their accessibility</p>	<p>Reinforcing common actions carried out by the WEO and the EU, consolidation of the law of the Sea, establishment of a binding legal framework included in all sea governance arrangements.</p> <p>Elaboration of a joint strategy of harmonious and sustainable development of the land-sea continuum, incorporated in the EUTeCoS and monitored on an on-going basis.</p> <p>Close collaboration between sector-based (Transport, Energy and Fisheries) and horizontal policies (such as Integrated Maritime, Environment and Regional policies)</p> <p>Integration of Maritime Spatial Planning (MSP) into the existing planning systems, to tackle the main coastal and maritime issues (fish stocks depletion, loss of biodiversity, etc.)</p> <p>Specific EU structural assistance to the development of the blue economy (e.g. modernisation of fisheries and exploitation of submarine resources)</p>	<p>CFSP, Common Fisheries Policy (CFP), Maritime policy</p> <p>Environment, Maritime policy, Cohesion</p> <p>Transport, CFP, Environment, Maritime policy, Cohesion</p> <p>CFP, Environment, Maritime policy, Cohesion</p> <p>CFSP, CFP, Environment, Maritime policy, Cohesion</p>

- G 5.4 – A multilevel governance fostering the links between every parts of Europe

ISSUES	OBJECTIVE	PATHWAYS	EU POLICIES
Six main governance levels have emerged: the global, supranational (or "EU"), macroregional, national, cross-border and regional/local levels	Coordinate/integrate the approaches of these six governance levels	Elaboration of a reference multi-level governance framework	
Steadily closer cross-border and transnational cooperation takes place between EU regions/countries and those located in proximity of the EU territory.	Encourage the development of integrated macroregional strategies on key issues	Territorial cooperation groupings are supported to engage in the elaboration and implementation of a Joint Territorial Integration Strategy (JTIS), which deals with a wide variety of issues: water resource management, nature conservation, mobility / transport, city networks, R&D networks, etc.	Cohesion
	Support the development of cooperation projects in macroregions	The bulk of the macroregional budget expenditure is allocated to cooperation project subsidies, contributing to territorial integration. Strategic investments support the territorial integration process especially those needed by major infrastructure projects funded by loans and resources raised through financial engineering operations.	Cohesion
	Secure complete achievement of the mobility freedom within the EU.	The whole EU is a wide Schengen area. The European citizens, as well as the immigrants after legally crossing the EU external borders, are free to move through the whole EU territory without passing any border control	Internal market <sup>3</sup>

<sup>3</sup> Cf. TFEU, Article 26 free movement of goods, persons, services and capital

<p>It is well recognised that different territorial and governance levels have more or less relevance depending on the specific challenges and objectives they have to address</p>	<p>Proximity cross-border territorial cooperation in "Euregios" becomes commonplace at every internal and external border of the EU</p>	<p>The territorial integration of Euregios is framed by JTIS formally adopted and catalysed by the development of specific platforms mobilising a considerable number of people, associations, NGOs, public or semi-public bodies and the corporate sector. High efficiency of the multilevel governance system</p>	<p>Cohesion</p>
<p>Subsidiarity is regarded as a golden rule throughout Europe and its practical implications have been clarified, in particular the allocation of competencies between the different government/governance levels .</p>	<p>Establish a new coordination framework for all the EU policies with a territorial impact in Europe</p>	<p>Specific support to projects aiming at the promotion of subsidiarity and the clarifications of its practical implications at all levels in Europe</p>	<p>Cohesion</p>
<p>Define and promote a new paradigm (akin to the "place-based" approach) of regional policy to reduce persistent inefficiency (underutilisation of resources resulting in income below potential in both the short and long-run) and persistent social exclusion (primarily, an excessive number of people below a given standard of incomes and other features of well being) in specific places</p>	<p>Elaboration and formal approval of an "EU Territorial Cohesion Strategy (EUTeCoS)" providing a coordination framework for all the EU policies with a territorial impact. In line with the subsidiarity principle, the EUTeCoS implementation is mainly up to bodies of the state, macroregional, cross-border, regional and local levels.</p>	<p>Supporting the assimilation of the concepts of "territorial diversity" and "endogenous potential"; elaborating new territorial cohesion indicators and targets, the latter providing minimum thresholds of income and, more importantly, of access to other welfare standards and public amenities (e.g. health care, education, etc.)</p>	<p>Cohesion</p>

## 7. Towards Territorial Pathways

This document aims at clarifying the political consequences of the Territorial Vision 2050 designed in the ET2050 ESPON project by identifying political pathways to achieve.

Based on the consolidated version of the Vision, it suggests five key policy orientations embedded in a set of guidelines for action, objective and pathways to achieve these latter. It also provides the specific connections with current EU policies.

Those five key policy orientations (KPO) are:

- [KPO 1] **Open Europe**: *closer ties between the EU, its neighbours and the World*
- [KPO 2] **Inclusive Europe**: *a revisited social model*
- [KPO 3] **Intelligent Europe**: *a creative knowledge economy*
- [KPO 4] **Green Europe**: *a model of environmentally friendly development*
- [KPO 5] **Plural Europe**: *a polycentric and geographically differentiated development, a cooperative style of territorial and maritime planning*

Those pathways provide a framework for action that build a multidimensional territorial objective: (1) achieving a territorial equilibrium at the European scale, (2) empowering small and medium size cities in the management of their resources, (3) reinforcing network between cities and remote areas and (4) improving macro-regional integration.

The political pathways defined involve an *issue-oriented* governance that builds transversal policies managing specific objectives and impact a range of current EU policies differently. For instance, the main areas for action identified are:

- The Cohesion policy
- The Environment policy
- The Common Foreign and Security policy
- The Transport policy
- The Energy policy
- The Neighbourhood policy

The pathways provide also a crosscutting focus on the territorial issues involved by the TeVi . Indeed, the territorial dimension affects every KPOs:

- **KPO 1 Open Europe** by its focus on the relations between Europe and the other spatial entities in the world (countries, continents) places the emphasis on the complex relations linking global cities to the rest of the world. KPO 1 supports the achievement of a more balanced territorial pattern for Europe by identifying a set of pathways reinforcing the position of small and medium sized cities. KPO 1 supports also the development of new dynamics of cooperation at a macroregional scale in order to manage common issues with a territorial impact (such as in the EUROMED area or along the Arctic route).
- **KPO 2 Inclusive Europe** despite its focus on the transformation of the social model introduces the territorial and spatial dimensions as keys for the structure of the European society to become: the widespread intensification of the European population's mobility strongly interacts

with changes in settlement patterns, education, new mobility strategies, related technologies and culture.

- **KPO 3 Intelligent Europe**, in its spatial and territorial consequences, directly relates to a knowledge-based economy: the dematerialized economy of the Intelligent Europe is based on specific technological developments, notably on mobile technologies supporting the development of flows of information, of goods and of people throughout Europe.
- **KPO 4**, by defining political pathways for a **Green Europe**, involves specific territorial policies in the field of transport and energy management, IT governance of transport and energy, the mitigation of the territorial impact of climate change, the development of new policy tools in urban planning to tackle environmental issues as well as the management of city metabolism, ecosystem services and biodiversity.
- **KPO 5 Plural Europe**, focusing on the future of the European territory, proposes a set of pathways supporting the achievement of a polycentric and geographically differentiated development of Europe. As a crosscutting KPO it impacts widely on various aspects of EU policies, especially in the field of transport, cohesion, common agricultural policy, environment, social policy and economy. This KPO is geared towards a specific model of territorial development defining functional urban areas (FUAs), their hinterland and the city networks they belong to as core components of the European Spatial Planning strategy for 2050.

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The ESPON 2013 Programme is part-financed by the European Regional Development Fund, the EU Member States and the Partner States Iceland, Liechtenstein, Norway and Switzerland. It shall support policy development in relation to the aim of territorial cohesion and a harmonious development of the European territory.