ESPON

ET2050
Territorial Scenarios and Visions for Europe

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VOLUME 11 – Political Pathways
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Part 1 - First approach to the Political Pathways

- **Main Axis of the first approach**

Based on the consolidated version of the Vision presented in Volume 15, we have defined, in a first approach, five key policy orientations embedded in a set of guidelines for action, objective and pathways to achieve these latter as well as 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.

- **Method: Designing Political Pathways for the TeVi[1]**

The purpose of the Political Pathways proposed in this first approach 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

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[1] TeVi stands for « Territorial Vision »

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.

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.
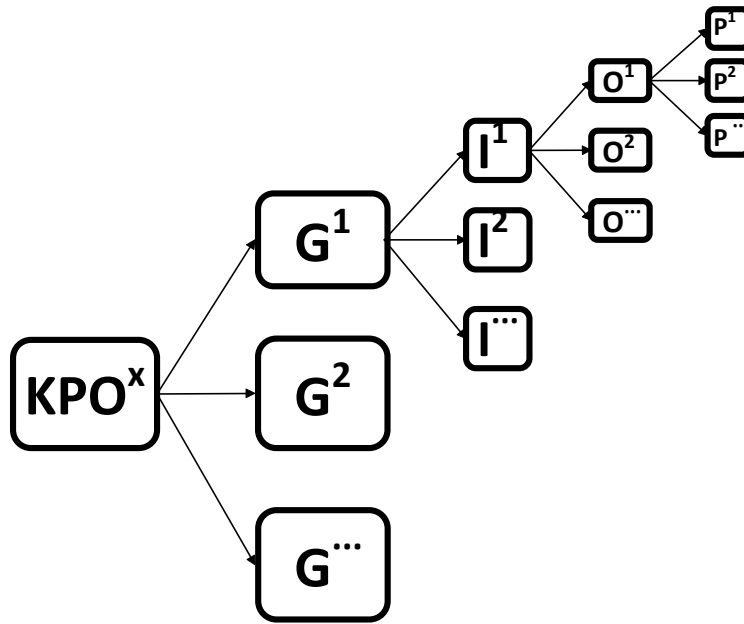
Figure 1 — The KPO-GIOP Tree

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.

Annex 1 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.

[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	Cohesion
		Facilitating joint global promotion and networking activities	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 *World Environment*	CFSP / Environment

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

G 1.2 – The EU has been enlarged beyond 28 member states

ISSUES	OBJECTIVE	PATHWAYS	EU POLICIES
Management of the neighbourhood policy	Foster cooperation with neighbouring countries	Development of a specific cooperation policy amongst the EUROMED area	Neighbourhood policy
		Full implementation of free trade agreements in Trans-Mediterranean trade	Common commercial policy (foreign trade)
		New enlargement procedures or ad hoc agreements with specific countries on the management of some common issues, especially in the dealing of the EU's energy transition challenge	Neighbourhood policy
		Neighbouring policies leading to the development of sustainable democracies able to join the EU	Neighbourhood policy
		Construction of new Mediterranean links (e.g. Gibraltar fixed link)	Transport, Energy, TENs (including energy networks)
		Development of major infrastructures connecting the EU with Eastern Europe, Russia and the Middle East	Transport, Energy, TENs (including energy networks)
	Enhanced cooperation on transport policy	Reinforcement of the WEO role	CFSP / Environment
The opening of a new route to Far East Asia in the Arctic Sea due to climate change involves new economic opportunities and new environmental risks	Strong regulation of the Arctic route	Strong navigation monitoring	Transport, Maritime policy
		Treaty signed by the riparian countries to put their territorial claims on hold	CFSP

[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	Social policy, European Innovation Partnership on Active Ageing and Health
		Development of health policies and services benefiting to every citizens	Human health (TFEU [2], 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	Social policy, Education, Vocational Training
		Substantial progress achieved in mobility policies at the EU and nationals levels with more flexible labour and housing markets	
Migration to and within Europe is widespread and helps compensate the decrease of the working population.	Set up an overall migration policy framework.	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	Common policy on asylum, immigration and external border control (TFEU Art. 67 §2)

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[2] Cf. TFEU = Treaty on the Functioning of the European Union

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	Improve the access to mobile technologies by a long term strategy on technologies	Fostering innovation in mobile technologies to render it accessible to every citizens in Europe	EU Digital Agenda
		Free, safe and healthy Internet access to everyone and everywhere in Europe	
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	Encourage people to engage in active citizenship	Education and cultural programmes for every citizens, everywhere in Europe enabling them to improve their quality of life and their open-mindedness	Education, Culture, European Energy Dialogue

[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	Industry
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.	Fostering research and action in the field of social innovation and behavioural change	RTD
		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 measures the benefits they produce beyond GDP)	RTD

The productivity of knowledge assets and knowledge-based activities are a key factor of global competitiveness	The global trade in services grows faster than trade in goods. Most services exported on the global markets are knowledge-based.	Developing the knowledge economy by encouraging specific initiatives in this field and sustaining specific projects	RTD
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	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	Developing the EUROMED policies with specific agreements in energy production and designing a broad framework of action/monitoring towards a low carbon economy	CFSP/ Neighbourhood policy/ Energy

[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
Instead of an increasing grid for transport, less roads and rail infrastructure has become necessary thanks to higher precision transport and automatic braking systems	Optimise transport efficiency throughout Europe	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.	Transport
Various environmentally-friendly solutions have been developed in virtually every transport mode	Radical progress towards sustainability in the transport sector, including 60% reduction of GHG emission	New sustainable fuels and propulsion systems	Transport, Environment, RTD
		Development of green freight (rail, sea and inland waterways) corridors.	Transport, TENs
		Completion of a multimodal TEN-T and HST networks throughout Europe.	Transport, TENs
		Core air and sea hubs connected to the rail network and, where possible, the inland waterway system.	Transport
		GIS improved management of transport and of infrastructure.	Transport
		Financial incentives to manage pollution Encouraging the integration of environmental costs in prices	Environment

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	Low carbon economy. Take up the challenge of decoupling resource use from economic growth,	Achievement of the 2050 Energy Roadmap objectives with a strong transition to a model based on higher capital expenditure and lower fuel costs	Energy, Environment, SET Plan
There is scope for better complementarity between various energy sources and for integration of the energy networks	Promote solidarity and complementarity in the area of energy generation and transport	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	Energy, TENs (TEN-E)
		Connecting supply networks to a more optimized European generation system, designed to integrate peripheral countries	Energy, TENs (TEN-E), Neighbourhood policy
The physical, social, economic and environmental assets of several categories of European regions are variously impacted by the effects of climate change	Cope with climate change, in particular the effects of global warming	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.	Energy, Environment

		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)	Environment
(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			
Impact of land use planning on climate change	Manage land use planning at various scale to tackle the impact of climate change	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	Cohesion, Environment
Urban sprawl is unsustainable.	Promote the sustainable city paradigm to guide the elaboration of integrated strategies tailored to specific circumstances	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	Cohesion, Environment

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
		Development of an efficient system to prevent waste generation, and to maximise reuse and recycling	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	Integrated management of water resources included by Euregional and macroregional authorities as a key-component of their territorial cooperation strategies in transboundary river basins	Environment, Cohesion
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

[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
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)	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	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.	Transport, Cohesion
	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 20th century), E) rural areas	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	Cohesion, CAP
	Implement consistently the polycentric paradigm of European territorial development, especially in less central areas.	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	Cohesion

Emergence of strong macro-regions and smaller "Euregios".	Promote effective territorial integration, make borders vanish. Fully activate cross-border links and cooperation	Completion of missing cross-border links in the TENs improving physical connectivity between cities.	TENs
		Widespread support to tangible cooperation projects focusing on specific issues of relevance for territorial integration	Cohesion
		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,	Cohesion

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

ISSUES	OBJECTIVE	PATHWAYS	EU POLICIES
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	Widely promote the compact city model/imperative	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	Cohesion, Environment
		Support high density urban development in strategic nodes and along public transport lines Forego further development elsewhere, and promote progressive ecological restoration of low density residential areas inherited from 20th century urban sprawl	Cohesion, Environment
		Strictly protect the blue-green infrastructure and be more flexible in zones dedicated to economic activities and residence	Environment
	Transform profoundly the metabolism of cities	Promote an efficient circular metabolism through minimized waste and emissions and maximized recycling;	Environment
	Develop social mix in cities, social cohesion and inclusiveness	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)	Cohesion, Social policy
	Transform the mobility dynamics within cities	Irrigate residential areas with public transport and slow traffic (pedestrians/cyclists) infrastructure while reducing car traffic speed and land take	Transport, Environment

	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

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	Tackle key environmental issues related to specific territories using as paradigm the 'place based approach'	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.	Cohesion, Environment

G 5.3 –The potential for economic development of the seas is immense, but it should be harnessed sustainably

ISSUES	OBJECTIVE	PATHWAYS	EU POLICIES
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.	Reinforce the international regulation of the sea	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.	CFSP, Common Fisheries Policy (CFP), Maritime policy
	Manage the land-sea continuum	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.	Environment, Maritime policy, Cohesion
	Promote trans-boundary cooperation on maritime issues	Close collaboration between sector-based (Transport, Energy and Fisheries) and horizontal policies (such as Integrated Maritime, Environment and Regional policies)	Transport, CFP, Environment, Maritime policy, Cohesion
	Coordinate structured maritime cooperation and land-use planning of coastal regions ; set a framework for the conservation of fish stocks and coastal/marine biodiversity	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.)	CFP, Environment, Maritime policy, Cohesion
	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	Specific EU structural assistance to the development of the blue economy (e.g. modernisation of fisheries and exploitation of submarine resources)	CFSP, CFP, Environment, Maritime policy, Cohesion

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[3]

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[3] Cf. TFEU, Article 26 free movement of goods, persons, services and capital

	Proximity cross-border territorial cooperation in "Euregios" becomes commonplace at every internal and external border of the EU	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.	Cohesion
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	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 .	High efficiency of the multilevel governance system Specific support to projects aiming at the promotion of subsidiarity and the clarifications of its practical implications at all levels in Europe	
	Establish a new coordination framework for all the EU policies with a territorial impact in Europe	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.	Cohesion
	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	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.)	Cohesion

Part 2 - Second approach to the Political Pathways: a stronger focus on territorial dimensions

Following the methodology developed for the first approach to the Political Pathways and the final options made in the Territorial Vision, the Pathways have been narrowed and focused on a central guideline: *Making Europe Open and Polycentric.*

On this basis, the various KPOs and GIOPs have been redesigned and redistributed in three dimensions: Policy Aims (PA), Policy Options (PO) and Pathways.

- PA1: *Connecting Europe Globally*
- PA2: *Promoting co-development with Neighbouring regions*
- PA3: *Unleashing regional diversity and endogenous development as a mean to reduce regional disparities*
- PA4: *Supporting a balanced urban structure*
- PA5: *Sustainable management of resources*

- **First policy-aim: Connecting Europe Globally**

Opening up European markets to global competition and promoting global sustainability. The progressive opening of the European market to global competition, in parallel to the opening of other world markets to Europe, will create fair and sustainable development for all if the higher social and environmental European standards are gradually adopted by the rest of the world. European larger metropolis need to reinforce their role as a global cities.

Integration of transport and telecommunication networks at all scales. The integration of information and communication technologies together with the electrification of transport systems should enhance networks interoperability. Global connectivity through maritime routes and intercontinental air services is a critical development condition, as well as local and regional connections to transnational European corridors. The decentralisation and geographic specialisation of intercontinental gateways would bring a net benefit to the European economy by reducing travel time and transport operating costs, also contributing to territorial cohesion

Intelligent energy networks connecting decentralised renewal energy sources. To reduce European energy dependency and increase economic efficiency, an intelligent grid covering Europe north-south, integrating renewal sources -wind in the north and solar in the south, together with other conventional sources such as hydroelectric. Intelligent energy networks will provide for more decentralised production and consumption, and be fully interconnected to facilitate more diversification of sources as well as cost reduction and price harmonisation across Europe.

Policy-options

The Single Market for network industries to be completed needs sustained political, regulatory and anti-trust enforcement, investments and entrepreneurial effort to develop technologically advanced and interoperable infrastructure networks.

International agreements to liberalise intercontinental aviation and deep-sea, telecommunication and energy networks, are linked to the gradual implementation of social and environmental quality standards.

Opening up European markets to global competition and internalising environmental costs in planes and vessels may facilitate a more geographically balanced distribution of hubs and gateways across the European territory.

An intelligent electric grid has to be developed connecting decentralised energy renewal sources, assuring energy provision and reducing costs.

Continuous development of the Internet as the primary communications infrastructure of the Digital Age: the 'Internet of Things' and the 'Internet of Services' as the central growth engines of Europe as a knowledge-based society.

Migration flows from Neighbouring countries and the rest of the world to/from Europe are necessary giving the shrinking working population in Europe, as well as the growing world-wide demand for more skilled specialised jobs. The adequate management of in/emigration require for a much stronger European common strategy.

Pathways towards Connecting Europe Globally
The aim is providing efficient transport, energy and telecommunication networks to European cities and regions to make possible for them to valorise their own assets at European and at global scale.

The main political actions will be focused on completing the Single Market with the further liberalisation and harmonisation of the markets for network industries, internalising the environmental costs, supporting technological and management innovation as well as planning infrastructure extensions and progressing in the cooperation and integration with Neighbourhood Countries, North-America and the rest of the world.

The responsibility of the political actions lies mostly on European institutions and in international institutions (e.g. specialised United Nations agencies) as well as in large private corporations in the sectors involved. Local and regional institutions have the responsibility to develop consistent development strategies linked to their enhanced connectivity, as well as to assure the interconnections of local and regional networks with European and global networks.

In the short and medium-term, policies should favour the completion of the Single European Market, give more coherence to infrastructure planning at all scales and gradually remove the costs of non-Europe in the internal market for network industries.

In the longer-term, policies should open-up European markets for network industries to global competition and internalise environmental costs as effective measures to enhace efficiency.

- **Second policy-aim: Promoting co-development with Neighbouring regions**
Linking transport, telecommunication and energy networks between Europe and Neighbouring regions. Links between European and Neighbouring countries transport, telecommunication and energy networks need to be further developed. Trade and traffic across de Mediterranean, Middle East and Eastern countries will continue grow and global gateways emerge in Neighbouring countries. Beyond infrastructure provision, markets for network industries should also be gradually integrated.
Supporting cross-border integrated development. Co-development strategies will combine the huge market dimension and R&D capabilities of Europe with the energy, qualified labour and strategic access to Sub-Saharan Africa of the South shore of the Mediterranean, as well as Eastern Neighbourhood. Cross-border areas in the West and

East Mediterranean, along Eastern borders, have to become priority areas for co-development.

Policy-options

Trans-European Transport, Energy and Telecommunication Networks extensions to the neighbouring countries are indispensable to promote economic integration as well as a co-development strategy targeting cross-border zones.

Integrated plans for strategic areas located on cross-border zones may be indispensable in areas with high potential.

Selected economic and social infrastructure investments are necessary to open up the logistic, industrial, agricultural or touristic potentials of these zones, as well as establishing sound cross-border cooperation to reduce unnecessary competition and induce more specialisation.

Beyond infrastructure, markets for network industries may be integrated. European policies have to encourage the participation of Neighbouring countries into European programs.

Establishment of free trade agreements linked to the gradual implementation of higher social and environmental standards, as well as democratic values in regions they are missing.

Pathways to promote co-development with Neighbouring regions
The aim is further integrating Europe and Neighbouring countries, reducing the economic gap and valorising join development opportunities.

The main political actions will be focused on enlarging the European Union, deepening the market integration of Neighbouring countries in general, linking and further developing transport, energy and telecommunication networks and giving priority to the integrated development of strategic cross-border areas.

The responsibility of the political actions lies mostly on European institutions and in international institutions (e.g. specialised United Nations agencies) as well as European countries and regions having borders with Neighbouring countries.

In the short and medium-term, policies should favour the gradual market integration, economic infrastructure investments and co-development plans for strategic cross-border zones.

In the longer-term, policies should be addressed to deepening market integration and enlargement.

- **Third policy-aim: Unleashing regional diversity and endogenous development as a mean to reduce regional disparities**

Sufficient accessibility to open up local and regional potentials. Sufficient access to transport, telecommunication and energy infrastructure is necessary not only to make a given territory attractive to exogenous investments but mostly to increase the productivity of endogenous activities. For less developed rural regions, industrial and technologic activities linked to agriculture, tourism, renewable energies, natural resources and cultural heritage, are important assets for a more diversified economic

development. Empowering local and regional governments is always a necessary pre-condition.

Universal access to services of general interest. The access to services of general interest is essential to improve social capital and development opportunities, as well as good enough welfare conditions for all Europeans. In sparsely populated and less developed rural regions, it is also a precondition to maintain a certain number of inhabitants. Therefore, innovative management strategies need to be adopted to make this provision financially sustainable.

Policy-options

Economic synergies between endogenous activities, networks of SMEs, and foreign investments can become a development priority.

Economic infrastructure investments need also to rise local productivity, not just attract foreign direct investment.

Infrastructure investments need to be valorised by spatial development plans defined together with citizens and local companies, promoting community-led development.

Innovative management technologies are required to make financially sustainable the access to quality health services, education and welfare conditions for all Europeans.

More sophisticated and efficient formal cross-border cooperation mechanisms need to be implemented to make territorial integration feasible.

Good territorial governance is a necessary precondition for development. Empowering local public administrations is decisive to create sound, business-friendly development environments.

European Cohesion policies should be more sensitive to the macroeconòmic situation.

Pathways to unleashing regional diversity and endogenous development

The aim is to provide equivalent development opportunities among European regions. This entails taking appropriate positive discrimination steps towards less well-off regions.

To achieve this goal, main policy steps include the enhancement of the endogenous regional development potential, the improvement of regional infrastructure endowment, and the provision of an adequate level of services of general economic interest, especially in sparsely populated and less accessible areas. Targetted policy steps have to be successful to tackle issues faced by areas characterised by a specific permanent geographic or demographic handicap, such as islands, Arctic, remote (including ultraperipheral) or mountain areas.

The responsibility for policy action is shared between local/regional authorities and higher level authorities (i.e. member states and the EU). While mobilising all the relevant key-players in their respective region, t*he* former have to conduct an on-going analysis of the challenges they face and their specific related needs. In line with the principles of the place-based approach, and account taken of the availability of financial means, the latter have to provide an appropriate framework to fund, supervise and adapt the local/regional development operations.

In the short and *medium-term,* Structural and Cohesion Funds have to be further reformed and better coordinated with Agricultural Funds to promote investments rising open endogenous development.

In the longer term, cities and regions will develop integrated territorial development plans as a basis for intraregional cooperation and coordination of European sectorial policies.

- **Fourth policy-aim: Supporting a balanced urban structure**

Reinforcing Secondary city/regions as engines of growth. Europe has a relatively large number of cities and metropolitan regions enjoying a central position at global level in a variety of sectors and activities. European secondary cities must become places of attraction and engines of economic growth, with a high degree of social cohesion, platforms for democracy and cultural diversity and places of environmental regeneration. To maintain their global relevance, European global metropolises have to adopt growth strategies based on decentralisation and networking with other cities and regions.

Smart and inclusive revitalisation of cities. The quality of European cities lies in promoting inclusive neighbourhoods and mixed land-uses, avoiding spatial segregation and protecting cultural heritage. European cities are complex and have heavy historical inertias, making change and regeneration slow, and difficult. Investing in public spaces and public facilities is critical to improve the quality of European cities. The development of new information and communication technologies allow for the implementation of smart urban management technologies that may have a decisive impact improving the quality of European cities.

Integration of functional urban regions. More advanced institutional cooperation mechanisms need to be implemented to make territorial integration feasible, especially in large metropolitan areas.

Policy-options

Through the implementation of intelligent urban management systems, particularly in the fields of transport and energy management, European cities may become economically more efficient and will increase their environmental quality, reducing noise and pollution. By a deconcentration of public investments from capitals and a decentralisation of responsibilities, cities can be encouraged to improve their business environments and form networks at regional scale that allow them to improve their performance in European and global scale

By supporting strategic plans for territorial cooperation, moving from historical conflicts to jointly developing cities common assets territorial cohesion may be greatly improved.

Cities can be supported to strictly protect the blue-green infrastructure, and be more flexible in zones dedicated to economic activities and residence; irrigate residential areas with public transport and slow mobility for pedestrians and cyclists infrastructure while reducing car traffic speed and land take.

European territorial policies should avoid that European cities grow with dispersed and discontinuous urbanisation, fragmented in segregated o exclusive zones connected to specialised networks.

Instead of further concentrating population and activities, it is by networking with other European metropolises and Second Tier Cities at national level that European global metropolises have to reinforce their competitiveness at global scale.

Pathways to towards supporting a balanced urban structure

The aim is reinforcing secondary cities, all over the continent, as well as achieving a more networked development of the system of European cities, at regional and continental level, enhancing their world-wide influence.

Main political actions have to be focused on the promotion of a model of sustainable city reconciling prosperity, social welfare and environmental friendliness for each European city. City networking between metropolises and also between these and secondary cities, geared towards a synergetic model of sustainable economic development.

The responsibility for policy action lies primarily with local and regional authorities, including groupings of such authorities in metropolitan areas. National and EU authorities also have a critical role to play in their allocation of economic infrastructure investments.

In the short and medium-term, the urban dimension of the Cohesion policy is further developed including support to smart regeneration, including the renewing of neighbourhoods*.*

In the longer-term, a consistent and formal system of cooperation between, and within, the European urban areas will beset up, involving metropolitan areas, cities/towns and their rural hinterland. The relevant policy steps are primarily taken at the level of functional areas, beyond administrative entities.

- **Fifth policy-aim: Sustainable management of resources**

Protecting strategic land from urbanisation. Most European cities have to grow avoiding urban sprawl by favouring high density urban development in strategic nodes and along public transport lines. Land is a scarce resource in many parts of Europe, the most urbanised continent. There is a need both to protect land to be urbanised, for strategic and/or ecological reasons, to induce more compact urban settlements and to promote the progressive ecological restoration of low density residential areas inherited from 20th century urban sprawl.

Sustainable management of natural and cultural landscapes. The European territory is made of a diversity of places, from oceanic islands, isolated mountain areas, sparsely populated inner regions and density populates coasts, to global metropolises and small historical towns. The valorisation of the cultural heritage and the quality of the landscape, including aesthetics, are essential economic assets to make urban rural places more attractive for people to live and work, particularly for creators and entrepreneurs. Sustainable agricultural practices must be promoted throughout Europe, including both sufficient income levels and good stewardship of the land. At European scale, a green infrastructure network stimulating biodiversity and ecosystem services should be developed.

Policy-options
The acquisition of land, and other mechanisms to protect strategic land from urbanisation may be included into Structural and Cohesion Funds as a possible allocation of the investments. Agricultural Policies (Pillar II) is redefined towards rural development and natural preservation and better integrated with Structural and Cohesion Funds.

Subsidies to production can be reduced in favour of objectives such as landscape management, ecologic production, more self-sufficiency and access to local markets.

Integrated rural development plans outside the agricultural sector may promote tourism, improving commercial chains between producers and consumers, and promoting bottom-up public-private initiatives, at National and European level.

The decline of the agricultural areas in the late twentieth and early 21st century allows a restructuring of the rural areas and provides the possibility to create a green infrastructure throughout Europe, stimulating biodiversity and ecosystem services

Productive agricultural soils and high quality nature are -protected from urban development through strict planning, as well as cultural landscapes. Well-functioning ecosystems and the protection and enhancement of cultural and natural heritage must be considered as conditions for long-term sustainable development.

The valorisation of cultural landscapes and management of the attractiveness of a given place always requires reinforcing local partnership. Landscape enhancement depends on citizen's active involvement, as well as proper formalisation in planning regulations that can be encouraged and promoted by institutions at European.

Integrated Coastal Zone Management may contribute to improve maritime governance. The international governance environment may be greatly improved. The UN WEO may establish a legally binding legal framework which is included in all sea governance arrangements

Mitigation and adaption to Climate Change can be included in urban and regional development plans, particularly in relation to the resilience of existing infrastructure, together with investment programs.

Pathways to sustainable management of natural and cultural resources

The aim is to protect and enhance natural assets and manage ecosystem services in a sustainable manner, both in more urbanised and less urbanised areas.

Main political actions that have to be taken are the reduction of uncontrolled urban sprawl and promotion of more compact urban development, with well-planned urban and peri-urban environments and good accessibility, minimising negative impacts of soil sealing or uncontrolled development in pristine natural areas causing habitat fragmentation, as well as the reduction of highly productive agricultural soils. Special attention should be given to the protection of land under urban stress in sensitive areas, such as on the borders of existing cities and in the coastal zones. The establishment of a network of green infrastructure with reforestation and the reclamation of agricultural land is necessary in both more and less densely settled and/or depopulating regions. Overall, land-use and territorial development measures are indispensable for mitigation and adaptation to Climate Change.

The responsibility of the political actions lies both with the European institutions and the local institutions. International collaboration in the management of ecosystem services, which include river basin management and flood control, air quality, carbon sequestration and food and bio-energy production.

In the short and medium-term, European Structural and Cohesion, as well as Agricultural Funds are reformed favouring landscape and ecologic planning and management, as well as promoting public investments to buy strategic land under urbanisation stress.

In *the longer-term,* a Green Infrastructure Network is developed linking Nature 2000 areas together with areas protected for strategic purposes. Plans for Natural Protection and Management are adopted.

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