

Driving a just Twin Transition

*EUKN Policy Lab for France and Poland, 10 October 2023
Report*



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Authors: Anne Vranken, Livia del Conte.

Layout: Livia del Conte

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About the EUKN

The European Urban Knowledge Network (EUKN) EGTC is the only independent EU Member State driven network in the field of urban policy, research and practice. As a strategic knowledge partner, it supports its members through tailor-made services such as Policy Labs on contemporary urban topics. The EUKN has been closely involved in the establishment of the Urban Agenda for the EU and the global New Urban Agenda, and has been actively supporting further development of these strategic agendas through events, research, and expert analysis. The EUKN Secretariat, located in The Hague, is responsible for the overall coordination and operations of the network.

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Introduction

Over the past years, the green and digital transitions have been on top of political agendas across the globe. On the one hand, the green transition aims at achieving sustainability and combating climate change. On the other, the digital transition seeks to harness emerging technologies while empowering citizens, and private and public sectors. Both transitions have the power to radically transform societies and economies. They are thus linked in a Twin Transition, generating both positive and negative impacts on each other. The use of digital technologies (e.g. smart grids) can, for instance, allow for better management of environmental resources. But the increased use and scope of digital technologies can also come with high environmental costs as they consume resources and energy and generate waste.

The EUKN partnered up with its members Poland and France – represented by the French Agency for the Territorial Cohesion and the Polish Ministry of Development Funds and Regional Policy – and organised a joint Policy Lab on the topic. The aim was to understand what the Twin Transition is about – mapping existing practices, doubts, and gaps – and to explore how to steer it in an integrated way, considering not only the green and the digital, but also the just and the productive dimensions of cities.

The French Embassy in Poland was the fourth partner of this Policy Lab, creating a bridge with the Eco-Miasto Initiative (read more in the green box) as well as its final conference, which took place one day before the Policy Lab. As highlighted in the welcoming speech of the Embassy's representative, this Policy Lab reflected the bilateral strategic partnership between France and Poland, while aligning with the European

The Eco-Miasto Initiative

A joint Initiative of the French Embassy in Poland and UNEP/GRID-Warsaw, Eco-Miasto was launched in 2013. Since then, it has been focusing on promoting sustainable urban development in Polish cities and beyond.

Eco-Miasto operates mainly as a competition for Polish local governments, which are invited to present their forerunner projects in various categories related to sustainable urban development. In 2023, the Eco-Miasto initiative celebrated its 10th years anniversary. For this edition, the categories selected for the competition were: (1) Waste, circular economy, (2) Green and blue infrastructure, (3) Sustainable mobility and (4) Energy efficiency, renewables, air quality.

Commission's priorities and the designation of 2023 as the year of skills to support the green and digital transition.

Thanks to the great contribution from experts, and two panel discussions focused on 'Securing the inclusion of inhabitants and local businesses along the transition' and 'Developing green and digital infrastructures in a fair and inclusive way', the Policy Lab served as a collaborative platform for France and Poland – to understand fundamental challenges associated with the Twin Transition, map best practices, and identify pathways of change and common goals.

[Read more](#)

National approaches

France

In France, driving a smooth Twin Transition is becoming more and more a high priority. To strengthen France's role as a global leader in the digital and ecological transition, the national government is engaged in designing and promoting strategic policies. These include the plan '[France Green Nation](#)', introduced by President Emmanuel Macron in 2022 and operational since 1 January 2023. The plan is in line with the European Green Deal's objectives and its overarching goal is to make France carbon-neutral and a leader in green energy.

Another key initiative is the ongoing digitisation of French public services, using the '**Public Platform**' model. Already applied to the French health sector, this model is now being extended to the ecological transition. It envisions the state as a platform, providing infrastructures to both civil society and the private sector, and flexibility on how to use them. All public services and information are consolidated into a single accessible platform, and citizen engagement is encouraged through designated channels for feedback, suggestions, and complaints related to public services and policies. The objective of this model is to enhance government efficiency by fostering optimised partnerships with the private sector.

To implement the 'Public Platform' model systematically, with an eye on the ecological transition, six areas of work have been identified:

- Analyse and plan for a more sustainable and efficient mobility.
- Reduce energy consumption in housing and streamline citizens' processes for home renovations.

- Improve the quality of soils and food production.
- Preserve biodiversity. This includes predicting water supply, managing crises, risks, coastlines, forests, addressing plastic pollution in oceans, as well as protecting biodiversity in urban development.
- Measure the environmental cost of consumption.
- Deploy renewable energies efficiently to produce clean energy.

Each area of work should develop its own 'Public Platform', to divide responsibilities between the public and private sectors. The challenges related to the six areas of work span beyond national borders, as they can be found in nearly all European cities. This calls for more international exchanges to foster international collaboration and achieve shared goals.

France recognises that an effective and just green transition is unattainable without incorporating the digital dimension. However, digitalisation comes with risks and limitations that need to be considered (e.g. responsible and ethical management of data). The challenging objective is thus to maximize the benefits of the Twin Transition while mitigating its risks.

Poland

The Covid-19 crisis, economic and societal challenges, as well as the expanding urban population in Poland, have amplified the need for digital solutions and prompted the country to redirect its cities towards a Twin Transition. At the national level, this transition is guided by the **National Urban Policy (NUP) 2030**, adopted by the Polish Government in 2022. This strategic document underscores Poland's comprehensive approach to city development.

It outlines future challenges, proactive solutions to address them, and six key objectives – including more green and digital cities.

The NUP 2030 recognises the aim for an integrated approach, providing clear rules and guidelines to fulfil such integration. A case in point is the greening rule, underscoring that any green initiative should incorporate digital aspects to strengthen synergies between these two. The emphasis on integration extends to other rules related to accessibility, participation, cooperation, urban policy creation, and



Picture 1: Priorities of the Polish National Urban Policy 2030. Source: Policy Lab presentation by Poland

circular principles.

The NUP 2030 operates as a horizontal policy, involving multiple Ministries (e.g. Ministry of Digitisation and Ministry of Climate) in its implementation.

The most tangible outcomes of this strategy are visible at the local level. Besides various projects initiated by Polish cities on air quality monitoring, and the development of digital maps for green areas and trees, a few other examples are:

- **The Partnership Initiative of Cities** (the so-called Polish URBACT) enables collaboration among networks of Polish cities to tackle common urban challenges. An example is the Green-City Network, which brings Polish cities together to address environmental issues.
- **The Klimaton for Cities**, is a project based on the cooperation between IT developers and selected Polish cities, supported by the Polish Ministry of Development Funds and Regional Policy and Polish Development Fund (PDF). Thanks to this project, ad-hoc digital solutions are developed to address green challenges identified by cities. Including, for instance, the monitoring of water and sewage, but also of mobility and public transport.
- **The Human Smart Cities project**, whose main objective was to use intelligent solutions to create the liveable city for which its inhabitants share responsibility and actively take part in its creation. The collaborative approach has resulted in the development of various eco-solutions, contributing to smart urban management.

Unraveling the Twin Transition with foresight

Keynote speech by Kathrine Jensen

Competence Centre on Foresight, Joint Research Centre, European Commission²

When delving into the Twin Transition topic, it's crucial to acknowledge the numerous ongoing crises challenging our world – military aggressions, food security, climate change, and environmental degradation among others. As Europe is striving to achieve its green and digital ambitions, the constant uncertainties and disruptions can be great obstacles. A promising way out is to focus on the future, incorporating foresight into the policymaking process.

Foresight is not about predicting a single correct future but rather exploring various possibilities – so-called scenarios – to be better prepared for the future. Foresight is a participatory and transdisciplinary field that values collective intelligence, and that allows shaping the future by anticipating its challenges.

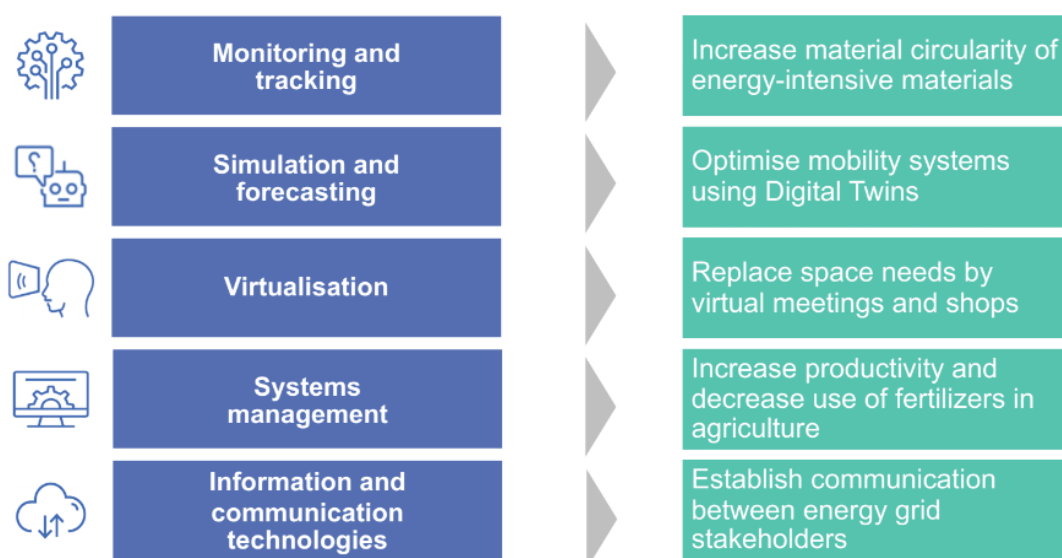
The JRC Competence Centre of Foresight produces annual strategic foresight reports to inform

policymaking processes. The keynote speech was built on the annual reports from 2022 and 2023 and was followed by a discussant expert-reaction.

Towards a green and digital future

The 2022 report, 'Towards a Green and Digital Future', delves into the Twin Transition topic using a foresight approach. It explores synergies between green and digital transformations, investigating how they can reinforce each other.

The digital transition is an organic process driven by societal demands and technology availability. The report groups existing technologies into five clusters, mapping how each of them is functional to the green transition (see picture 2). This matching exercise highlights that digital technologies can do more than optimise: they can fundamentally change the way we operate for sustainability.

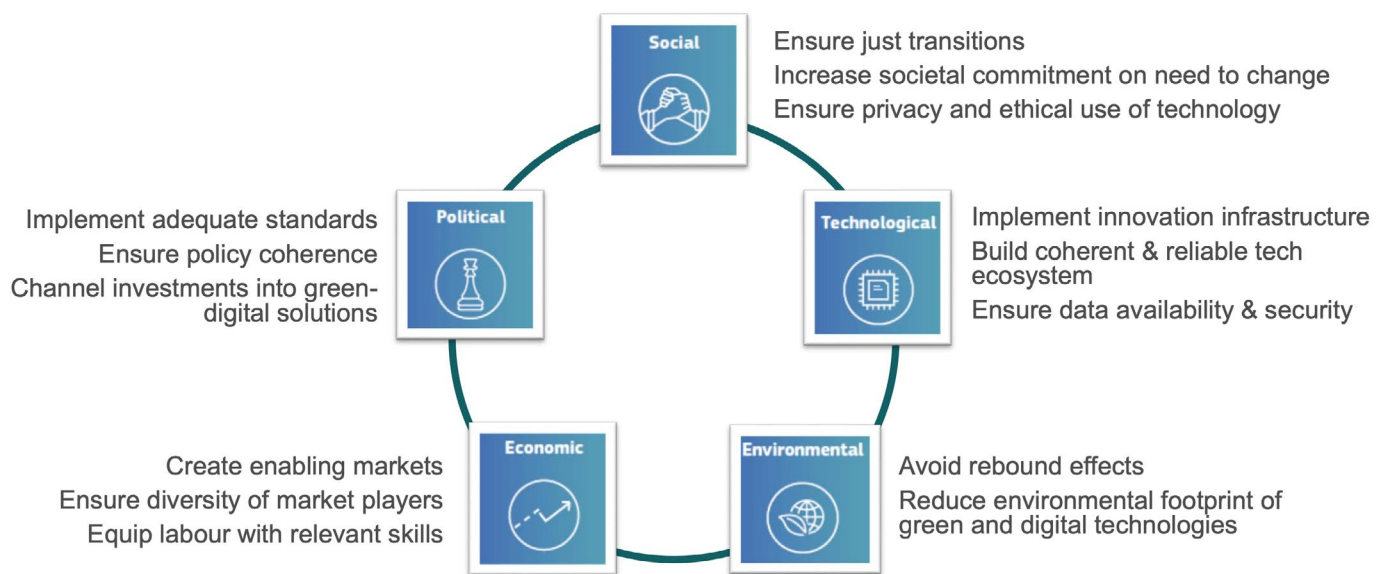


Picture 2: Mapping of how clusters of existing technologies are functional to green objectives.

Source: Policy Lab keynote presentation

A crucial element of the green transition involves minimising the environmental footprint of EU industries. Therefore, the 2022 report identifies the five most polluting but critical industries of the EU: (1) agriculture, (2) building and construction, (3) energy, (4) energy-intensive industries, and (5) mobility and transport.

Ten case studies, two for each of these five industries, were selected for the research. Contextual factors – meaning both barriers and enablers for the green and digital transition – were investigated across the 10 case studies. This analysis led to the identification of practical key requirements for a successful Twin Transition. These were grouped across social, technological, environmental, economic, and political factors as presented in picture 3.



Picture 3: Key requirements for a successful Twin Transition. Source: Policy Lab keynote presentation

Towards a fair and sustainable Europe 2050

The 2023 report, ‘Towards a fair and sustainable Europe 2050’, looks at the Twin Transition from a broader perspective, exploring how to engage in multiple transitions toward a more sustainable future. More specifically, the report presents four foresight scenarios envisioning how Europe would look like in 2050 if climate neutrality is met.

To show the range of possible futures, each scenario explores different trade-offs between social and economic aspects and main actors of change. In each of the scenarios, climate neutrality has been met thanks to the push of different actors:

- **Eco-States:** thanks to top-down, policy-driven transition with strong support for sustainability goals.
- **Green-Business Boom:** thanks to a market-driven push for sustainability, with challenges like high costs, scarcity, and unreliable supply chains.
- **Global Eco-World:** thanks to citizens, who drive the transition due to government inactions.
- **Greening through Crisis:** thanks to society, that facing continuous environmental, climate, and geopolitical crises, embraces sustainability for independence and security.

The researchers highlight that the future would be probably a mix of these four scenarios, as all actors will be involved in moving towards a more sustainable future.

Reaction from Justyna Przywojska, Associate Professor, Lodz University

Professor Przywojska endorsed the keynote presentation, adding some suggestions on how to deliver a just Twin Transition:

- The approach should be **people-oriented**, with more research focused on social sustainability.
- Consumers have a key role in driving **behavioural change**. The public should be well-informed, educated, and engaged in the Twin Transition. Urban environments should create favourable conditions for consumers to change their behaviour. Blaming individuals for choosing cars over public transport, for instance, may not be effective if the latter is unreliable or inaccessible in certain areas.
- Decision-makers are urged to adopt a **holistic perspective**, considering the interplay between the economy, environment, institutions, and more.
- **Collaborative governance** is vital for gathering knowledge and identifying effective solutions.
- **Funding** remains crucial for implementing costly transition plans, with due consideration for spatial inequalities.
- If digital innovation benefits are unevenly implemented and distributed, communities can be harmed. This must be addressed through **responsible governmental action**.
- The **human-centred approach** is the most promising strategy to overcome barriers faced by inhabitants in implementing green and digital solutions.

The study further investigates the transition pathways towards these four scenarios, to identify strategic areas of intervention. These are:

- **A New Social Contract** – related to addressing the problem of widening inequalities in Europe and promoting well-being as the economy's guiding metric. The aim here is to diminish the emphasis on material wealth while reclaiming the notion of well-being, which is based on strong societal relations, community, and a sense of belonging.
- **Governance for sustainability** – closely tied to public finance, this area of intervention relates to the financial needs generated by an aging society and by the investment required to support the Twin Transition.
- **People and Economy** – This area focuses on promoting sustainable lifestyles and developing the necessary skills for people and businesses to actively engage in the transition.
- **Global perspective** – taking a broader view, this area is about ensuring resources for the Twin Transition while concurrently advocating for global partnerships to facilitate successful transitions on a larger scale.

Including inhabitants and local businesses along the transition

If steered properly, the Twin Transition can unlock the creation of cities that are not only green and digital, but also just and productive. In this sense, securing the inhabitants' inclusion along the transition process is key. This requires policies that are both targeting skill development and accompanying awareness raising within cities. The **first panel discussion**¹ focused exactly on this topic – bringing together experts from Poznan, Nevers, and the ANCT to provide perspectives on the inclusion of inhabitants and local businesses along the Twin Transition. Interventions are summarised below.

Poznan

To develop Poznan CityLab, the city drew inspiration from the Vienna Smart City model. The CityLab serves as a place to identify and address diverse needs, and it manifests as a physical space as well as a virtual reality.

To determine the Lab's purpose and needs, Poznan engaged a variety of stakeholders, including local companies, civil servants, NGOs, city council representatives, academia, and citizens. Challenging the notion that only one district should test innovative solutions and technologies, Poznan transformed the entire city into a smart district, where various solutions are tested depending on the different needs.

¹ Experts of the first panel discussion were: Olga Dzieciatkowska, Specialist for Digital Projects, Digitalization and Cybersecurity Office, Poznań City Hall; Sandrine Cochet, Responsible of the Digital and Innovation strategy, City of Nevers; Pierre-Louis Rolle, ANCT, Director for Strategy and Innovation

Examples of projects where Poznan City Lab was involved are:

- **University of Success** : The project, launched by the Digital University Foundation, focuses on preparing underprivileged women for employment through training programs. Participants undergo a one-year-long job preparation, coupled with psychological support. The project actively involves various companies to promote inclusivity.
- **Micromobility**: Within the CityLab, discussions on micromobility brought attention to the diverse societal perceptions. Poznan tackled this issue by gathering residents' input through a (digital) questionnaire, fostering compromise and understanding. Collaboration with scooter distributors and blind associations highlighted specific risks, emphasising the need for careful management of this type of mobility. Recognising the government's role, the Lab stressed the importance of educating and informing citizens about these services and internal processes.



Picture 4: Educating Poznan inhabitants on micromobility. Source: Policy Lab presentation by Poznan

- **Smart City Poznan App:** Developed in collaboration with over 20 entities, the Smart City Poznan App serves as a tool for citizens to report issues to city services. Understanding the challenge residents face in navigating city services, especially knowing the right contacts, the app is designed to be user-friendly. Especially dedicated to the elderly, the app includes features such as notifications about workshops, activities, and a digital guide. Additionally, the app empowers citizens to vote on future projects initiated by the Lab.

Nevers

Since 2014, digitalisation has been a core element of Nevers public policy. The objective is to make digitalisation an asset, accessible to all and environmentally friendly. Nevers was indeed the first mid-size city awarded with the **label ‘ville numérique responsable’** (digital & environmentally sustainable city). To keep the label, the city needs to respond to specific objectives and be environmentally conscious while steering the digital transition. Nevers emphasises the importance of data sovereignty, green data centres, and collaborating with start-ups for innovative solutions. These efforts address concerns about the potential demand for rare materials and energy consumption in the digitalisation process.

To fulfil its goal and make digitalisation accessible, Nevers provides the community with the needed digital tools. It also supports those who most need it in familiarising with the tools, focusing on individual and collective guidance through workshops and digital advice. Supported by the national level (ANCT), Nevers initiated a program where four agents reach out to users to enhance their digital competence with the goal of making them digitally independent through education.

Education comes also through language and vocabulary. This is why the city of Nevers refrains from using terms like ‘waste’ but refers to it as the ‘future’. By working on communication campaign and

vocabulary choices, Nevers aims to raise awareness and provide tools for people to understand waste revaluation and circular economy.

Nevers partnered up with the **private sector** to develop common projects that are sustainable, inclusive, and respectful of the environment. This partnership translates the need for cooperation with local partners and ensures universal access to digital tools.

France

The French National Agency for Territorial Cohesion (ANCT) is a public agency that started operating in 2020. Its goal is to support local communities and their projects in various domains such as employment, mobility, digital skills, and environmental transition. To reach its goal, one of the ANCT’s ambitions is to create public digital infrastructure.

During the Covid-19 pandemic and thanks to the financial support received from the EU, the ANCT established **digital councils** throughout France with a focus on digital skill enhancement. Launched under peculiar circumstances, this initiative will remain in place until 2027. Educating people on how to use digital solutions has remained a high priority for the ANCT.

Besides establishing digital infrastructures, and equipping communities with the needed skills, the ANCT ambition is to collect and provide **high-quality data**. This poses financial challenges, but it is also challenging in terms of data protection, GDPR compliance, and cybersecurity. Moreover, staff members of administrations may be hesitant to handle data due to the novelty and responsibilities associated with the task. Digitalisation processes, however, go beyond national borders. They require active exchanges across countries, as well as standards and guidelines provided by the European level. For this matter, while leading the EU Council Presidency in 2022, France published a [declaration calling for a ‘European initiative on digital commons’](#).

Developing green & digital infrastructures fairly

Green infrastructures offer solutions for climate challenges in cities by harnessing the power of nature and increasing green areas. The development of digital infrastructures, on the other hand, can help create inclusive cities by bridging gaps between social groups. If not planned fairly, however, green and digital infrastructures can incentivise the creation of non-just cities. Experts of the **second panel discussion**² built on this dilemma, exploring how an attentive development of green and digital infrastructures is required for a just Twin Transition. Interventions are summarised below.

Dunkerque

Responsible for 21% of the greenhouse gas emissions in France, Dunkerque has great responsibility to improve air quality and work towards a green transition – not only for itself but also for the country. Since 2021, the urban community of Dunkerque transitioned from a smart city approach to a comprehensive strategy. Known as **‘smart and sustainable territory’**, this strategy focuses on four objectives:

- Enhancing citizen-territory relations through simplicity, responsiveness, and transparency.

- Using digitalisation to foster citizen participation and inclusion.
- Leveraging digital tools for the economic development of the territory (e.g. decarbonisation of industries).
- Using digital solutions to facilitate the transition towards sustainable energy and environmental practices.

The strategy translates into practice in many ways. Water consumption, for instance, is monitored closely with digital systems. Waste management has also been digitalised. The connectivity allows monitoring of waste collectors and bins, and enables tracking of inhabitants’ recycling habits. This digital approach has led to a 30% reduction in collectors’ journeys, contributing to efficiency and sustainability. Additionally, citizens can use an app to trace waste collectors, fostering transparency and building trust in the waste management service.

The **digitalisation efforts** extend also to mobility services, with buses being monitored through geo-localisation. This allows citizens to know their exact departure times and the available capacity. Moreover, to promote a sustainable and efficient mobility service, Dunkerque has decided to provide free public transport for all its inhabitants.

Overall, Dunkerque’s commitment to innovation and sustainability is evident through its strategic use of digital technology, addressing environmental challenges and enhancing quality of life for its inhabitants.

2 Experts of the second panel discussion were : Jean-François Montagne, Vice-President Urban community of Dunkerque; Andrzej Łazęcki, Director of the Department of Municipal Economy and Climate, Krakow’s City Hall; Jan Jelinek, Deputy Head of Urban Policy and Strategies Unit, Czech Ministry of Regional Development; Inian Moorthy, International institute for applied system analysis (IIASA), Co-principal investigator of the Urban ReLeaf project

Krakow

Krakow is one of the [100 cities selected](#) by the European Commission to become climate-neutral and smart by 2030. To meet this ambitious goal, there is a need for **innovative policy approaches**, able to strengthen synergies between different urban sectors. Krakow is now mapping linkages between those different sectors, to identify strategic areas that should be changed to leverage maximum impact.

The city prioritises practical solutions that could benefit residents' lives directly. In this respect, digital infrastructures play an important role. They facilitate communication between inhabitants and the local government, enabling efficient receipt and processing of information, and ensuring concerns are addressed. Initiatives include providing information on public transport positions, monitoring sewage systems to warn about floods, and conducting a stocktake of trees to evaluate their benefits and maintenance costs.



Picture 5: Public life in Krakow's main square. Source: Unsplash

To build these infrastructures fairly, it is important to **rely on data** and not on individual interests. Krakow is therefore building its digital infrastructures with the support of three key actions: collecting data through sensors, building databases and the potential capacity for data processing, and employing digital twin technology to monitor city developments and respond in real-time.

Czechia

The journey to develop the **Czech Smart Cities strategy** began in 2015. At first, efforts were mostly centred around transport, but after a few years the focus was broadened. The strategy, launched in 2022, encompasses all major fields of sustainable urban development and is centred around three main areas: People and Communities, Local Economy, and Environment and Quality of Life, with Resilience as a cross-cutting and overarching goal.

In Czechia, many small towns lack fibre cable connections, making 5G a viable option for developing innovative projects. EU funds, particularly the Recovery and Resilient Plan, have made it possible for Czechia to strengthen its commitment towards 5G projects. These projects are challenging to design, certainly for small cities, but they can generate valuable insights to improve public services.

Data protection and the prevention of cybercrimes were mentioned as critical challenges when steering a digital transition. The EU has an important role to play in this regard, but coordination between national and local entities is also crucial. Projects involving citizens data must adhere to high standards of data protection. Notably, many 5G mobile broadband technologies are developed by non-European companies. The adoption of such technologies necessitates robust safety backups to safeguard data integrity and security. This underscores the importance of stringent measures to protect citizens' data.

Urban ReLeaf

Urban ReLeaf's mission is to explore the potential of inclusive citizen science to support just Twin Transition across cities. The team is developing methods that enable public contributions in support of research. (e.g. by co-identifying local issues, co-collecting and analysing data, and ideally collaboratively solving problems).

The Horizon Europe-funded project started in January 2023, with local-level policy analysis and data ecosystem mapping. These activities helped identify data gaps to be addressed by citizen science methods. The next challenge will be to promote collaboration between local communities and public authorities to help fill these data gaps and support greening policies. The project ends in 2026, delivering solutions that are fit for purpose and that can be brought into operational workflows across local municipalities.

There are six Urban ReLeaf pilot cities: Dundee, Utrecht, Riga, Mannheim, Athens and Cascais. Two examples of how citizen science will be used in pilot cities come from:

- **Athens:** Here, the Urban ReLeaf project is tackling the absence of comprehensive data on public trees. The project facilitates the creation of a tree registry, combining satellite data with public contributions for mapping and potentially caring for trees.
- **Utrecht:** Contrarily to Athens, data about trees and green spaces are systematically collected in Utrecht. What the city is lacking is subjective information on people's experiences and how they feel, use, and behave in green areas. To fill this gap, the project will create a mobile app to gather information on thermal comfort and perception, involving also vulnerable groups.



Picture 6: Trees in Athen's public space . Photo credits: Municipality of Athens

[Read more](#)

Key takeaways

Integrated policymaking

The Policy Lab outlines the urgency for decision-makers to adopt integrated approaches, considering the interplay between economy, environment, technology, institutions, and more. Especially in the context of the Twin Transition, holistic and integrated policies are key. They can encompass aspects related to both green and digital transformations, leveraging on their interconnectedness to maximize positive impacts and prevent potential conflicts. As shown by the Polish NUP 2030 or the Czech Smart City Strategy, the importance of integrated approaches is increasingly recognised by policymakers as they embed holistic visions in their strategies. In the road towards climate neutrality, however, Krakow calls for more innovative policy and synergetic approaches.

Collaborative governance

Steering a just Twin Transition comes with complex challenges. These require cooperation and coordination across all governmental levels as well as horizontally, within each level. As emphasised in the Policy Lab, ecological and digital challenges do not stay within national borders. This is why the 2022 French EU Council Presidency published a declaration on the 'European Initiative on Digital Commons', promoting exchanges across countries. Public-private partnerships are also good ways to reinforce cooperation, leveraging strengths of both public and private sectors to achieve common goals. In the case of Nevers, the establishment of a public-private partnership helped the city to ensure universal access to digital tools. Collaborative governance – intended as a combination of vertical, horizontal, cross-border, and public-private cooperation – is key to facilitate knowledge exchanges, use resources and expertise effectively, and identify integrated responses.

Human-centred approach

For the Twin Transition to be just, human-centred approaches are needed. They prioritise well-being and inclusion of individuals, recognising that the success of the Twin Transition is dependent on its positive impact on people's lives and that no one should be left behind. This means a strong focus on education, empowering inhabitants with the necessary green and digital knowledge to actively engage in the transition, like the city of Nevers did. Education can foster digital literacy, encourages behavioural changes that align with sustainable practices, mitigates social exclusion, and prevents social resistance against green and digital policies. The Urban ReLeaf project goes a step further, advocating for citizen science to fill data gaps and involve communities in the research process, with the aim of co-creating solutions.

Foresight for future-proof policymaking

A strong Policy Lab's message is that, by adopting a foresight approach, policymakers can best anticipate challenges and shape the future accordingly. This is especially true in the current context, where countries are striving to achieve climate neutrality and digital ambitions, but where constant disruptions are hindering their processes. By mapping future scenarios and emerging trend, foresight can anticipate potential disruptions and encourage policymakers to take proactive measures. Applied to the Twin Transition, foresight allowed the identification of synergies between green and digital transformations, and of key actions to bring the Twin Transition forward.

