



**INNOVATION
AND SMART
SPECIALIZATION
FORUM**

MAY 18TH

Partnerships for Regional Innovation: A new approach for territories that want to go beyond the S3 enabling condition

Dimitrios Pontikakis, European Commission, Joint Research Centre

Lessons from Smart Specialisation (S3)

Achievements of Smart Specialisation

Large take up

- **185 strategies** driving over **60bn EUR** of research and innovation funds

Changed ways of thinking

- Focused attention to territorial needs and lengthened policy horizons

Participatory governance

- Stakeholder participation in the design and implementation of most strategies

Room for improvement

Persistent silos in government and lack of synergies

- Calls for multi-level, multi-portfolio analysis; new ways to work across government

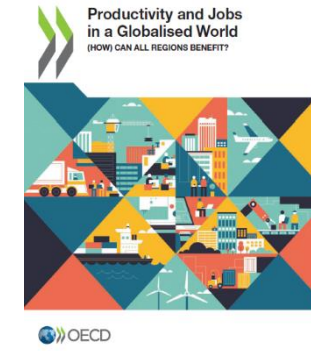
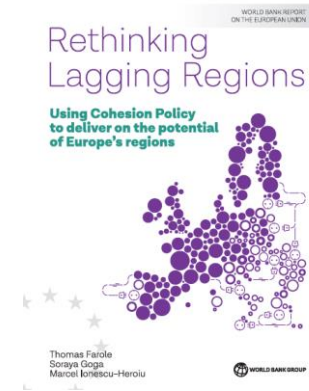
Weak governance capacities in lagging regions

- Strengthen capacities and introduce reforms

Single-fund (ERDF) and single-instrument (project funding) strategies

- Develop fuller policy *mixes*, coordinate with non-innovation funding, harness demand

Challenges for lagging (low-growth and/or low-income) regions



- Industrial decline and mass emigration
- Structural change: low-productivity agriculture/tourism
- Weak tradable sectors; Investment barriers
- Lacking scale-efficient production and business innovation
- Societal and environmental challenges
- Large infrastructure gaps / massive resources mobilized to cover them for the green and digital transitions

Pressing need to develop *production* (in addition to innovation) capabilities

→ *Problem*: no framework available for full-blown industrial policy!

Need to re-discover planning capabilities

Saturn V: world's most powerful rocket

- Dependent on massive network (est. 400,000 people*)
- Network disbanded since early 1970s
- Humanity has **since lost** heavy-launch capability
- No point using old 'blueprint' – world moved on

Industrial transitions

- Lost capability for long-term, large-scale social action
- Climate emergency: Non-negotiable deadlines, Massive coordination task
- No point reviving 20th cent. industrial policies - world moved on

[*https://www.theguardian.com/science/2009/jul/02/apollo-11-back-up-team](https://www.theguardian.com/science/2009/jul/02/apollo-11-back-up-team)



Transformative innovation policy going mainstream?



The screenshot shows the STIPCOMPASS website header with the logo 'STIPCOMPASS INTERNATIONAL DATABASE ON STI POLICIES | MOIP' and navigation links: 'Explorable dashboards', 'Policy learning Hub', and 'Methodology'. The main content area has the heading 'Welcome to the OECD Mission-Oriented Innovation policies online toolkit' and a paragraph: 'This explorable guide helps policy makers design and implement Mission-oriented innovation policies. With the support of policy makers and building on partnerships with selected institutions, this toolkit aims to become the reference platform for all those who set up, implement or research and advise on mission-oriented innovation policies.' Below this are two buttons: 'Explorable dashboards' and 'Policy learning hub'. On the right, there is a vertical image of a city at night with a network overlay.

Why a toolkit on mission-oriented innovation policies?

Faced with mounting societal challenges of unprecedented scale and scope, several governments experiment a new policy approach that consist in joining efforts, resources and



The right moment

- Urgency to address **climate change** while leaving no one behind
- Secure **Europe's position** in the economy of the future
- Confluence of maturing trends:
 - Deep global **transformations in socio-technical systems**;
 - Return of **industrial policy: EU competitiveness through sustainability**;
 - **Production capabilities** at centre stage – not just about innovation
 - New scientific paradigm of innovation: **system-level innovation and transformative innovation policy (“Frame 3”)**;
 - JRC experience with **Smart Specialisation (regions)** and **RRF (countries)**.

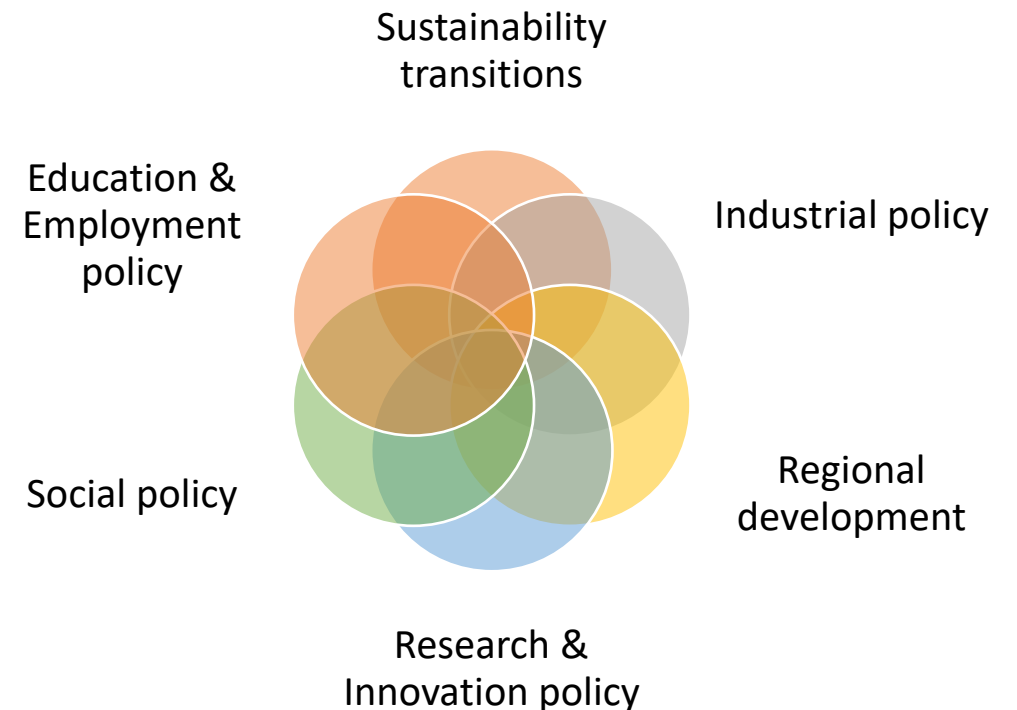
A European Green Deal
Striving to be the first climate-neutral continent



What are Partnerships for Regional Innovation?

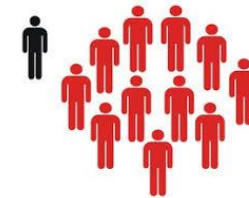
A new strategic approach to innovation-driven **territorial transformation**, linking **EU priorities** with national plans and **place-based** opportunities and challenges

- **Impact-based partnerships** for sustainability transitions that create economic, social & environmental value
- Participatory **governance framework** in support of forward-looking policy
- **New ways of working across government** departments and levels focused on solving territorial challenges



Objectives of PRI

- Deliver **effective solutions to pressing societal challenges within defined timeframes**
- Use resources in ways that **generate co-benefits for the economy, society and environment**
- Draw **linkages across multiple policy domains, exploit synergies and address tensions**
- **Reform, revise and complement policy and regulatory instruments** to improve coordination and amplify impact



The PRI approach

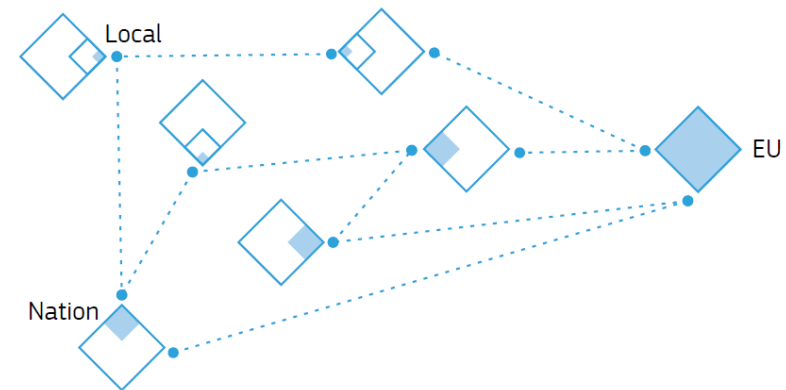
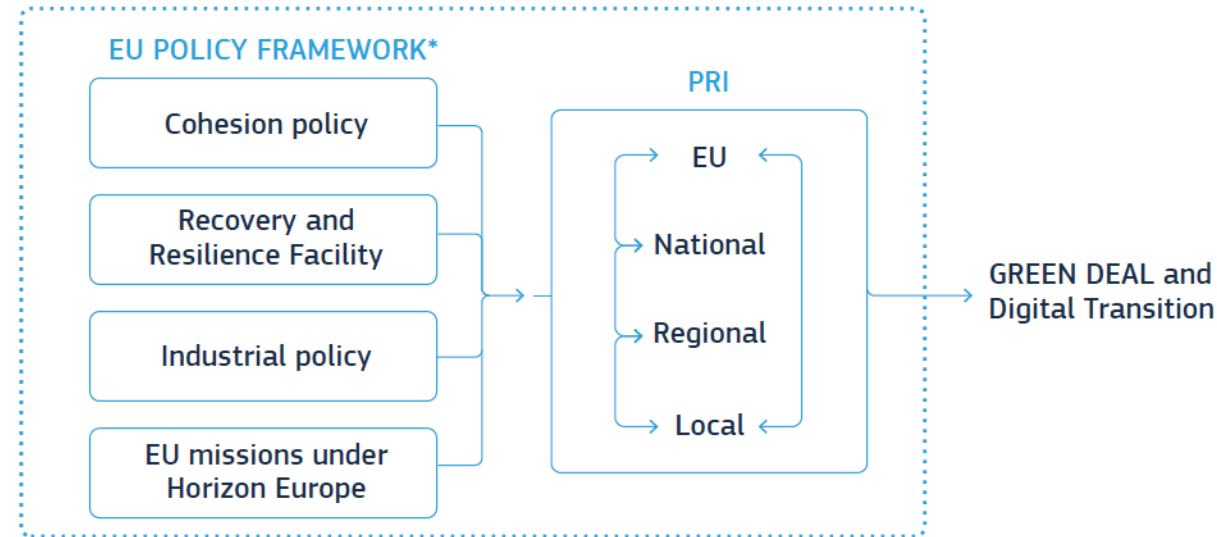


- 1. A Strategic Policy Framework**, repurposing existing strategy(-ies) and laying the foundation for dynamically planning action in the following two ‘building blocks’
- 2. An Open Discovery Process (ODP)** allowing engagement and path co-creation with variable sets of stakeholders also by working backwards from desired societal outcomes.
- 3. A Policies and Actions Mix** mobilising additional instruments to publicly-funded projects, including private sector co-investments, to achieve the desired outcomes

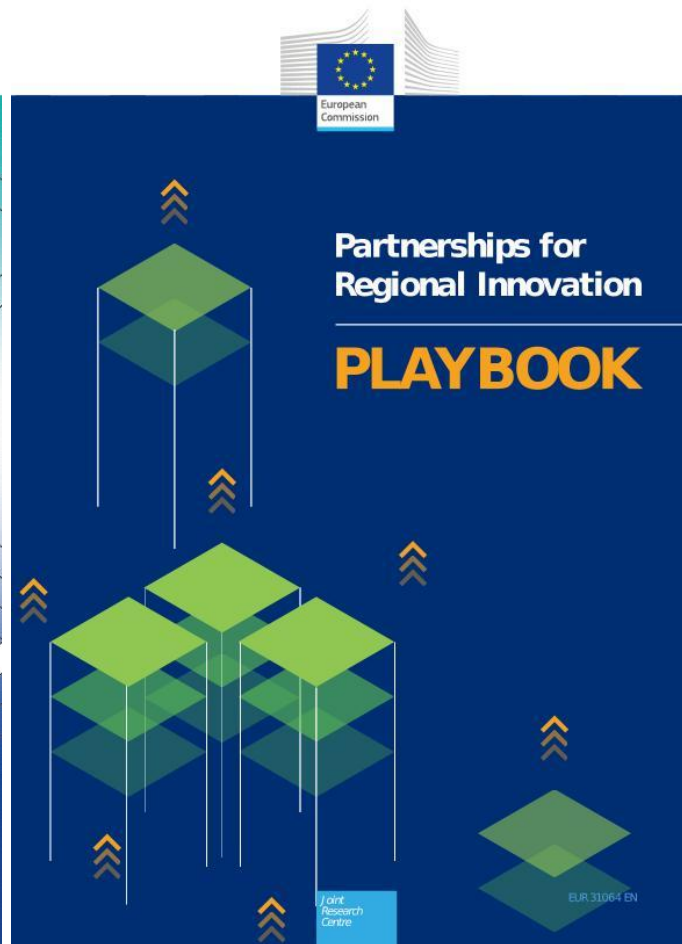
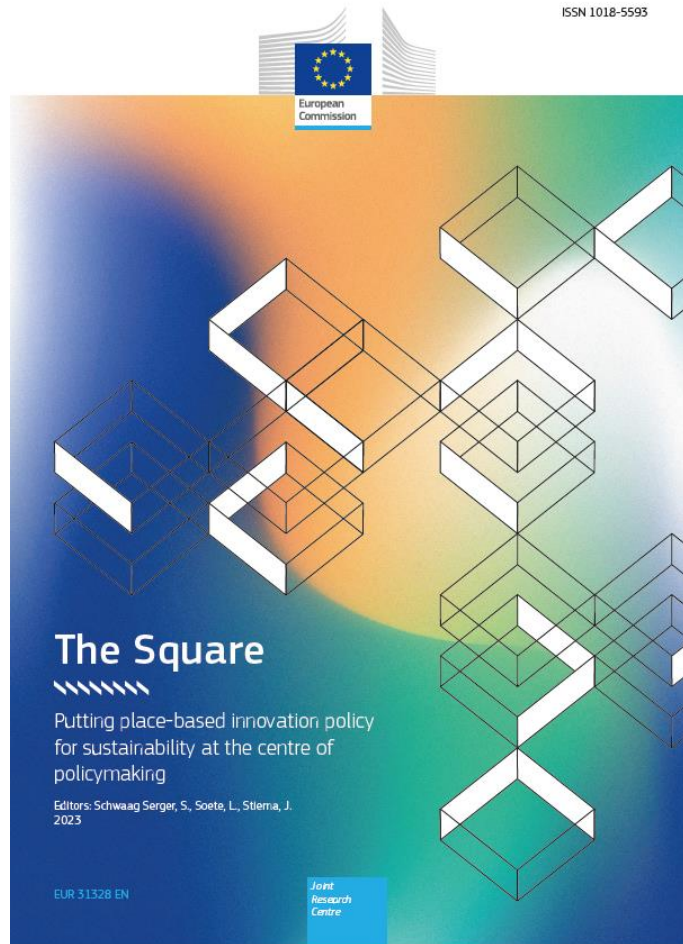
PRI and Smart Specialisation Strategies (S3)

PRI goes beyond S3 in the context of both the green and digital transition:

- *S3 is limited to ERDF innovation funds*
- *PRI considers other essential policies for transformation (e.g. energy, transport, environmental, demand side policies, skills, regulation)*
- *Partnerships are broader (beyond STI actors)*
- *Transformative Innovation Policies are designed as policy mixes or portfolios of projects/instruments.*




From science to practice



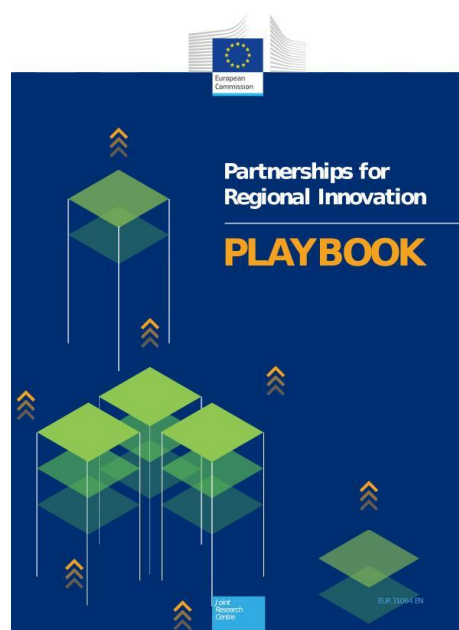
Coesão Territorial ✓

@coesao_pt

No evento “Parcerias para a Inovação” em Bruxelas, destacámos a importância da inovação, da especialização inteligente e da cooperação no desenvolvimento sustentável e resiliente de todas as regiões da . Uma iniciativa da @EU_Commission e @EU_CoR. #partnerships4innovation #EU



5:04 PM · Mar 28, 2023 · 479 Views



LEVELS OF GOVERNMENT Regional, National, European	LEVELS OF RESPONSIBILITY Promoter, Developing innovation strategies	GOALS Strategy design, Stakeholder engagement	COMPETENCES Think systemically, Values for sustainability, Work with others, Be creative
<h3>5 European start-up village forum</h3> <p>Purpose: To promote entrepreneurship in rural areas Use: To identify local problems and create sustainable multiple value</p> <p>On 30 June 2021, the European Commission set out a long-term vision for the EU's rural areas. The vision identifies several areas of action towards stronger, connected, resilient and prosperous rural areas by 2040. The vision recognises the role of innovation to help tackle challenges and reap opportunities for wellbeing and growth in rural areas and includes a specific flagship action on research and innovation for rural communities. The European Start-up Village Forum is part of this flagship action.</p> <p>The Forum complements knowledge exchange and cooperation activities, and work as an open space where institutions and stakeholders can meet, discuss and shape actions and tools for innovation in rural areas. By bringing science-based and community-based knowledge and experiences together with high-level political traction, the Forum explores the different dimensions of rural innovation ecosystems and discusses insights on the challenges and potentials for start-up creation and development in rural areas.</p> <ul style="list-style-type: none"> Do you have similar initiatives in your region? Do you support idea generation among different types of stakeholders? <p>Think about how such an initiative could help identify local social problems and deliver multiple value in co-creation with stakeholders involved. Explore more below.</p> <p>Find out more: Long term vision for the EU's rural area: https://ec.europa.eu/info/strategy/priorities-2019-2024/new-push-european-democracy/long-term-vision-rural-areas_en The European Start up village Forum: https://eustartupvillageforum.eu/</p>	<h3>6 Sustainable development as a transition</h3> <p>Purpose: To embrace socio-technical systems change Use: To think of transitions as complex multi-level processes</p> <p>Dominant socio-technical systems are characterised by individuals, norms, institutions, infrastructures and technologies, which are intertwined and reinforce each other. This leads to lock-ins, path dependency and resistance to change in current systems. Technological green fixes can hide the urgent need for transitioning from current business models to socio-technical systems in line to achieve the SDGs. To this aim, transformations (or transitions) that are more ambitious are needed. For example, new socio-technical systems should enable citizens to engage and contribute to the SDGs beyond their buying choices.</p> <p>A socio-technical system transition involves social, behavioural and technological change in an interrelated way, so that the end result is change in all elements of the old production and consumption configurations. Can you think about socio-technical systems that require</p> <p>Source: adapted from Berkeane Institute</p>		

The PRI Playbook

- Present the framework and its building blocks + 68 tools (concepts, principles, practices, methodologies...)
- Based on input and support from JRC units and Scientific Committee
- A federated collection of JRC science for policy tools for territories to experiment and create their own sustainable pathways
- Co-developed further through the JRC-CoR Pilot Action, together with its intended end users

<https://s3platform.jrc.ec.europa.eu/pri-playbook>

The PRI Pilot

4 Member States



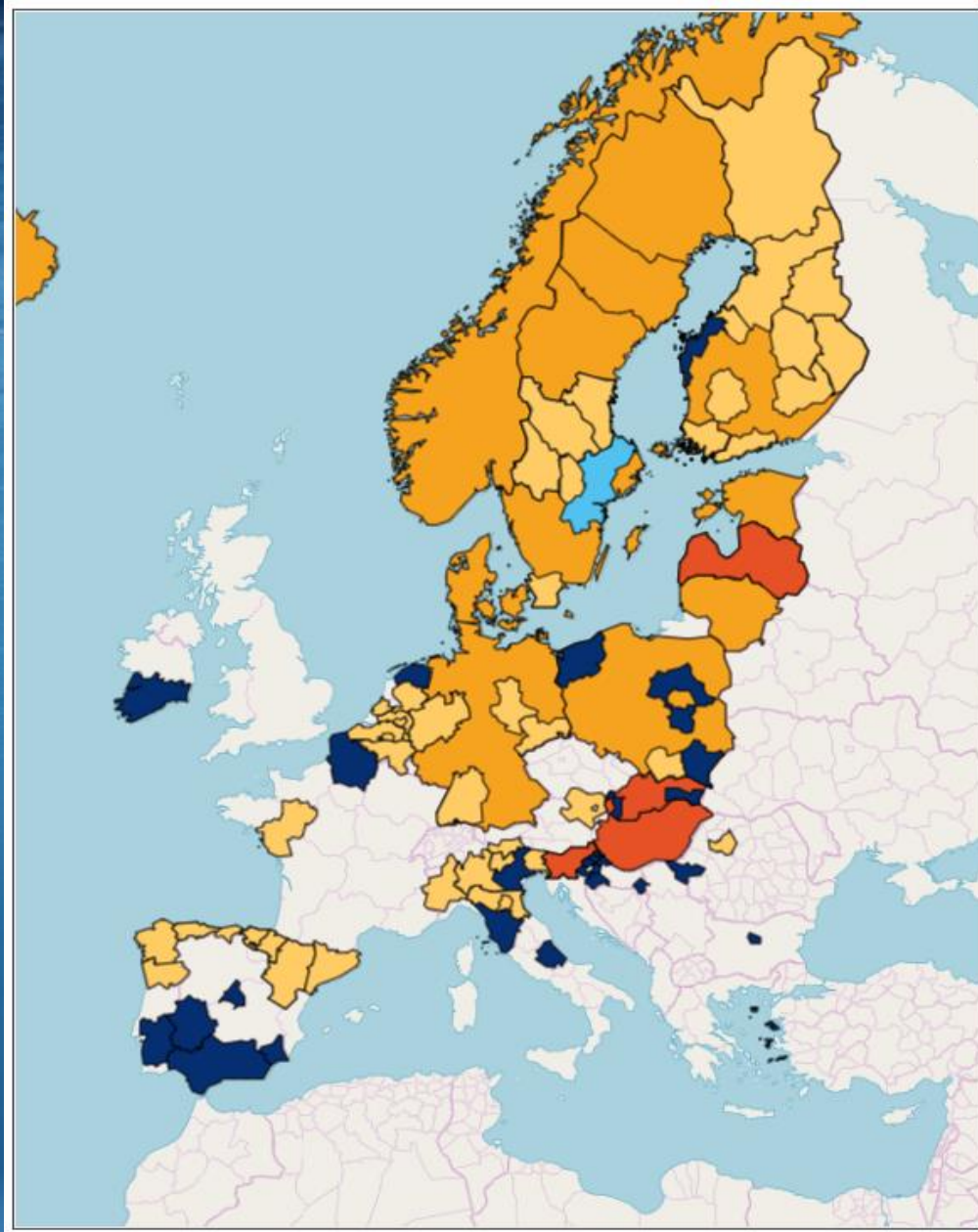
7 Cities



63 Regions



74 Territories in total



Participation in the Partnerships for Regional Innovation

- Single region
- Multi-level and cross-border regions
- Cross-border regions
- Multi-level and multi-region
- Multi-region
- Member State

Considerations on adapting S3 for transformative innovation

Reframe and repurpose

- Take a transition view and provide paths for everyone
- Use a broad framing of innovation
- Consider the right tool for directionality and alignment

Build legitimacy and progressively raise ambition

- Build the case for the transition
- Adapt monitoring and evaluation
- Open up stakeholder engagement beyond fund beneficiaries

Build capacities and (social) infrastructures

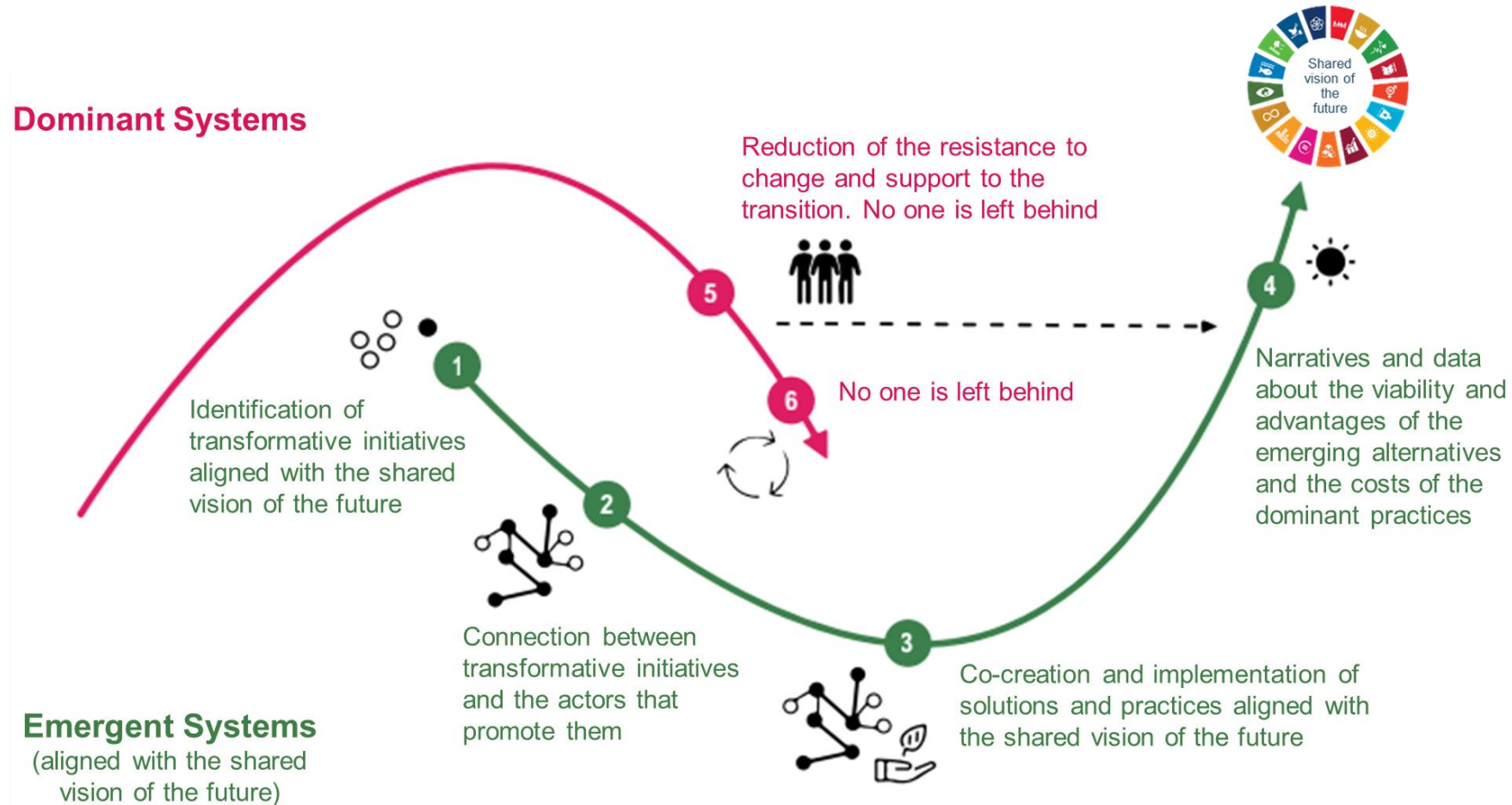
- Identify missing capacities in your governance system for transformative innovation
- Manage the boundary between control vs influence

Challenge-Oriented Regional Innovation System (CORIS)

	Conventional RIS	Challenge-oriented RIS
Purpose of innovation	Economic growth and competitiveness of the regional economy	Place-based problems and needs related to grand societal challenges
Types of innovation and their effects	Innovation in the regional corporate sector: technological, organizational, marketing innovation Focus on positive effects (strong pro-innovation bias)	Innovation in the regional corporate sector and in other realms (public sector, civil society, regional and urban communities: technological, user, social, institutional innovations) Focus on multi-dimensional effects of innovation (bright and dark sides)
Actors, networks, institutions	Firms, universities, government, intermediaries knit together in stable (local and non-local) networks and embedded in a static multi-scalar institutional landscape	Conventional RIS actors and 'new' innovation agents (civil society, public sector actors, users, etc.) knit together in/influenced by dynamically developing networks and evolving institutional configurations at multiple scales
Production and application side	Supply side (generation/production of innovation in the region)	Supply side and demand/application side (experimentation, diffusion, upscaling of innovation in the region)

Source: Michaela Trippel (2023) [10.2760/135706](https://doi.org/10.2760/135706)

Take a transition view and provide paths for everyone



Reframe and repurpose: Use a broad framing of innovation

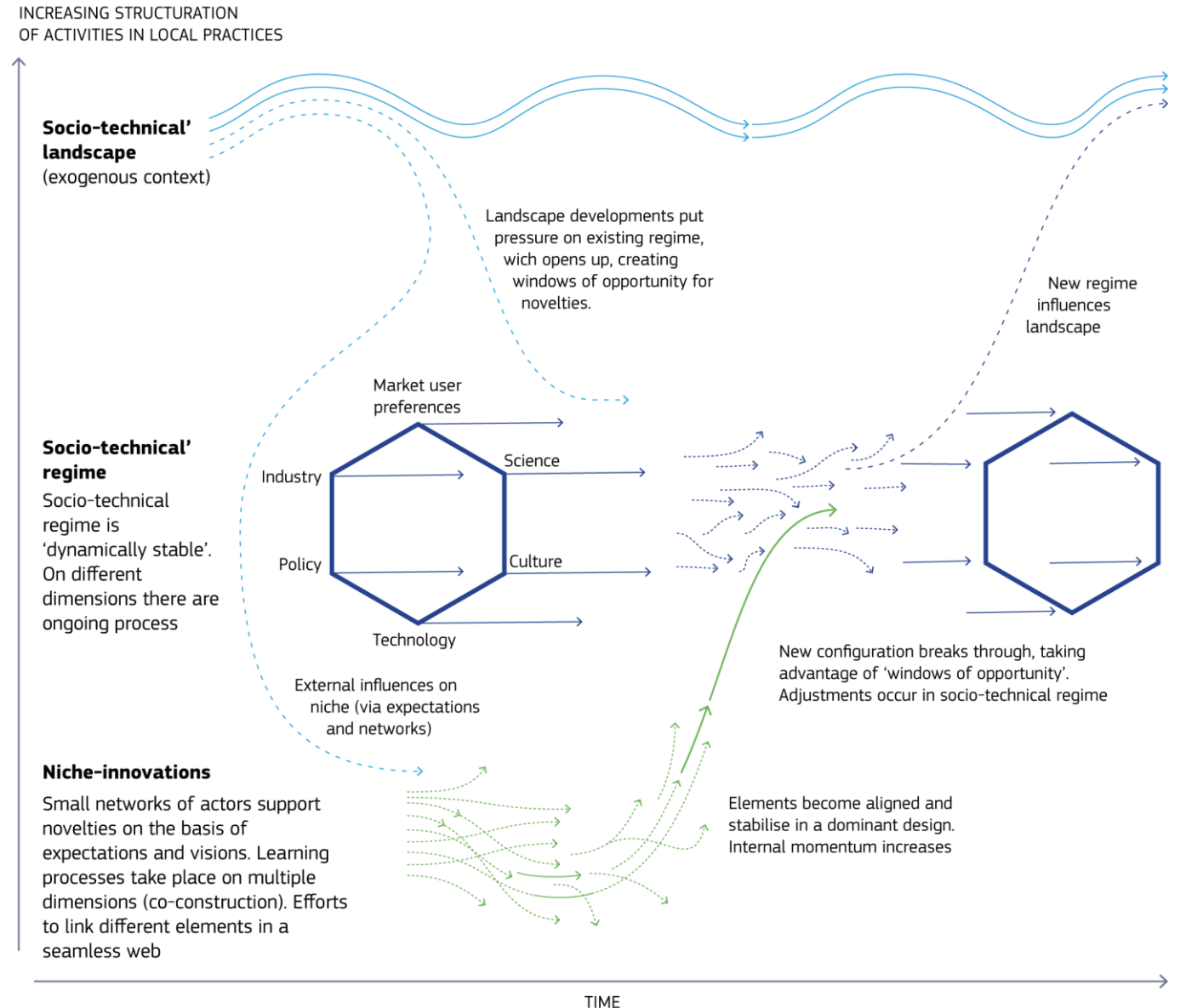
Old framing

- Science and technology centred
- Operated principally at lower level (e.g. researcher, firm or organisational level)
- Objective: innovation-driven growth

New framing

- Producer and consumer centred (incl. knowledge)
- Operates at multiple-levels (system-level innovation is a legitimate policy aim)
- Objective: system re-configuration to meet new societal purpose(s)

[== system-level innovation with
directionality]

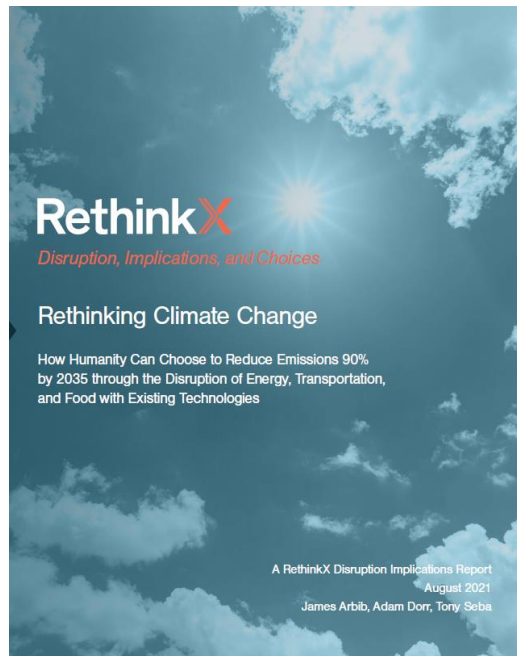


Consider the right tools for directionality and alignment

Element of directionality	Transition arenas	Missions	JT initiatives	Policy integration / coherence	EDP
System-level scope	Yes (usually)	Yes (but not always)	Partial, needs expanding beyond energy, transport and digitalisation	Implicit, needs more attention.	Partial, needs expanding beyond structural economic change.
Transformative ambition	Yes	Yes (but not necessarily gaining priority over other goals)	Partial, limited by sectoral scope and single-fund perspective	Not usually but could be added to policy integration.	No, does not go beyond economic growth. Needs more attention.
Pathway neutral or selective	Neutral at first, then selective	Broad missions with pathways as outcomes	Neutral but aspects may be selective	Not explicit, needs more attention	Focus on economic transformation pathways. Not sustainability.
Distributive and inclusive	Needs more attention	Aim to target whole society, but processes somewhat exclusive.	Inclusive of public authorities and sectoral interests, not citizens	No, needs more attention.	Inclusive but in practice often limited to triple helix, needs more attention.
Multi-scalar	Needs more attention	Yes	Yes	Yes	Mostly regional with several country-level S3s including regions
Deep and policy learning based	Yes	Yes	No	Yes	Partial, but not oriented to transitions.
Policy mix support	Needs more attention	Yes	Partial, focused on investment and incentives	Yes	Partial, focused mainly on supply side instruments

Build the case for the transition: localise the evidence

- Identify positive pathways



- Show co-benefits are possible (jobs and sustainability, r



GLOBAL RENEWABLES OUTLOOK

EDITION: 2020



- Fight misinformation

Global Sustainability

Discourses of climate delay

cambridge.org/us

Intelligence Briefing

On this article: Lamb, W. et al. (2021). Discourses of climate delay. *Global Sustainability* 5, 015. <https://doi.org/10.1017/s1755325221000133>

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Non-technical summary
‘Discourses of climate delay’ pervade current debates on climate action. These discourses accept the existence of climate change, but justify inaction or inadequate efforts. In contemporary discussions on what actions should be taken, by whom and how fast, proponents of climate delay would argue for minimal action or action taken by others. They focus attention on the negative social effects of climate policies and raise doubts that mitigation is possible. Here, we outline the common features of climate delay discourses and provide a guide to identifying them.

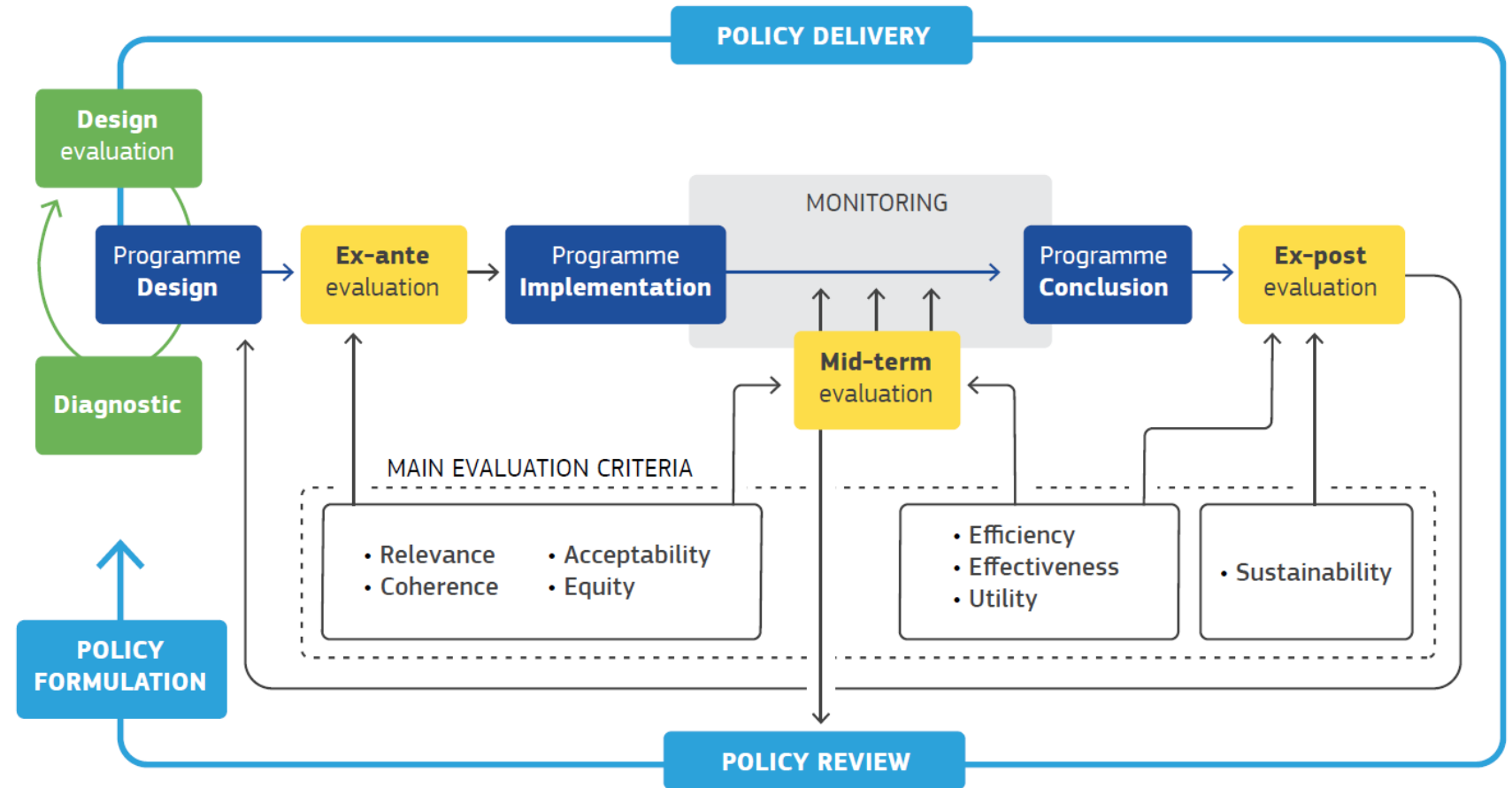
Technical summary
Through our collective observations as social scientists studying climate change, we describe 12 climate delay discourses and develop a typology based on their underlying logic. Delay discourses can be grouped into those that (1) reduce responsibility; (2) push non-transformative solutions; (3) emphasize the downsides of climate policies; or (4) surrender to climate change. These discourses are distinct from climate denialism, climate-impact scepticism and of pessimistic attitudes, but are often used in combination to erode public and political support for climate policies. A deeper investigation of climate delay discourses is necessary in order to understand their prevalence and to develop inoculation strategies that protect the public from their intended effects. Our typology enables scientists, climate advocates and policymakers to recognize and counter these arguments when they are used. We urge all proponents of climate action to address these common misrepresentations of the climate crisis and to better communicate the dramatic pace of global warming, the gravity of its impacts and the possibility of effective and just mitigation policies.

Social media summary
Discourses of climate delay redirect responsibility, push non-transformative solutions, emphasize downsides, surrender.

1. Introduction
As the public conversation on climate change evolves, so too does the sophistication and range of arguments used to downplay or discount the need for action (McKie, 2019; Norgaard, 2011). A mainstay of this counter-movement has been outright denial of the reality or human causation of climate change (Farré et al., 2019), supplemented by climate-impact scepticism (Harvey et al., 2018) and ad hominem attacks on scientists and the scientific consensus (Owen & Conway, 2011). A fourth strategy has received relatively little attention to date: policy-focused discourses that exploit contemporary discussions on what action should be taken, how fast, who bears responsibility and where costs and benefits should be allocated (Bohr, 2016; Jacques & Knox, 2016; McKie, 2019). We call these ‘climate delay’ discourses, since they often lead to deadlock or a sense that there are insurmountable obstacles to taking action. Climate delay discourses comprise many separate strategies, some of which have already been identified, such as individualism (Mantoux, 2001), technological optimism (Peters et al., 2016), fossil fuel greenwashing (Sheehan, 2018) and appeals to social justice and economic costs (Bohr, 2016; Jacques & Knox, 2016). They have been examined in surveys and

Adapt monitoring and evaluation

- **Relevance:** justification of the strategy or priorities chosen based on socio-economic-sustainable needs which can evolve
- **Coherence:** compatibility of the intervention with other intervention(s) in a country/region)
- **Acceptability:** support of policy design and implementation by society, decision-makers and decision-takers
- **Equity:** intragenerational and intergenerational effects



Open up stakeholder engagement beyond fund beneficiaries

S3 - EDP

- Identification of priorities for investment in research and innovation
- Focus on territorial needs and on economic strengths
- Inclusive stakeholders engagement from 4-ple helix
- Stakeholders include the private, research and public sector
- Collaboration results in joint projects
- Continuous EDP implies that stakeholders are kept engaged
- Stakeholders contribute to the refinement and review of priority-areas

PRI - ODP

- Developing directionalities driven by territorial challenges which however aim at **multiple value creation**
- **Working backwards from goals** with coalitions of stakeholders in a multi-level perspective
- Implicated types of **stakeholders vary** acc. to the goal – some may be excluded
- Include **other parts of** (/ levels of) **government**, incl. public and private investments according to the goal
- In return for public support, stakeholders **open up their agendas** which allow for synergies/sequencing
- In return for public support, stakeholders **commit to additional actions** including invest./changes in behaviour
- Continuous, **growing and reflexive coalitions** result in **multiple actions** beyond publicly funded projects

Build the right capacities in your administration and governance system



JRC SCIENCE FOR POLICY REPORT

Capacities for transformative innovation in public administrations and governance systems: Evidence from pioneering policy practice

M. Janssen
I. Wanzenböck
L. Fünfschilling
D. Pontikakis

2023

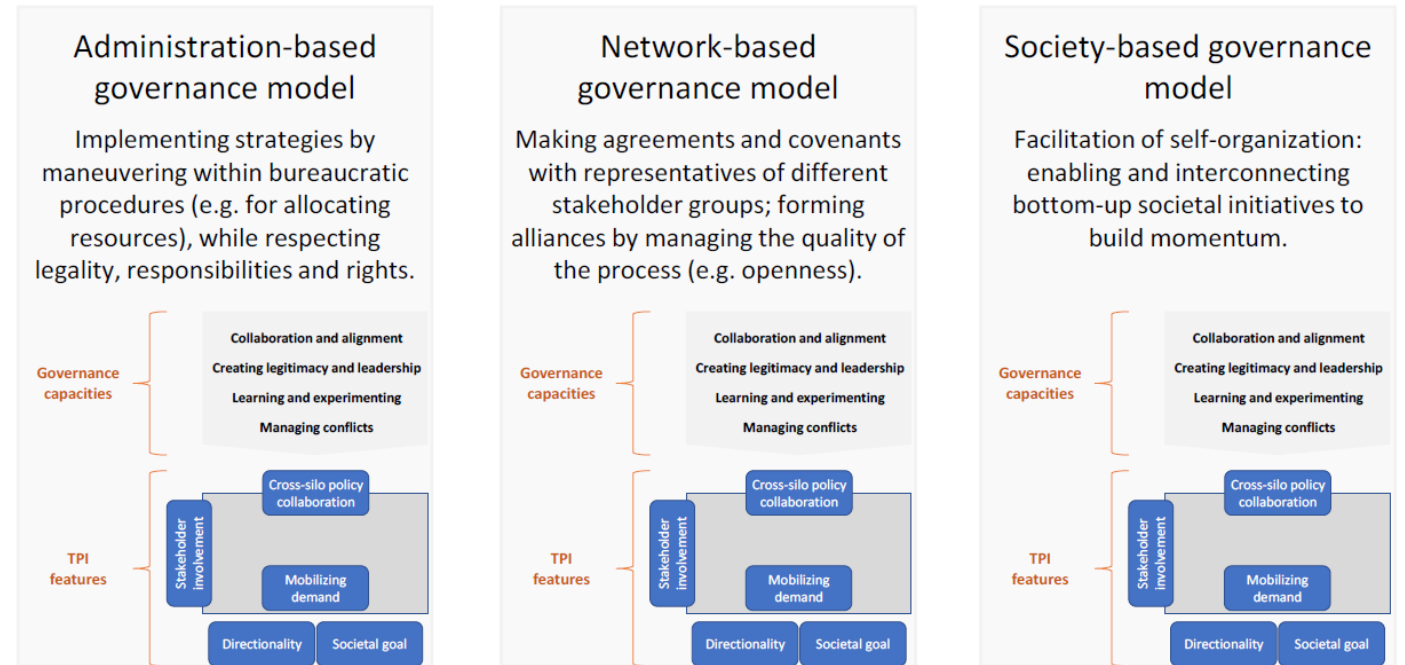
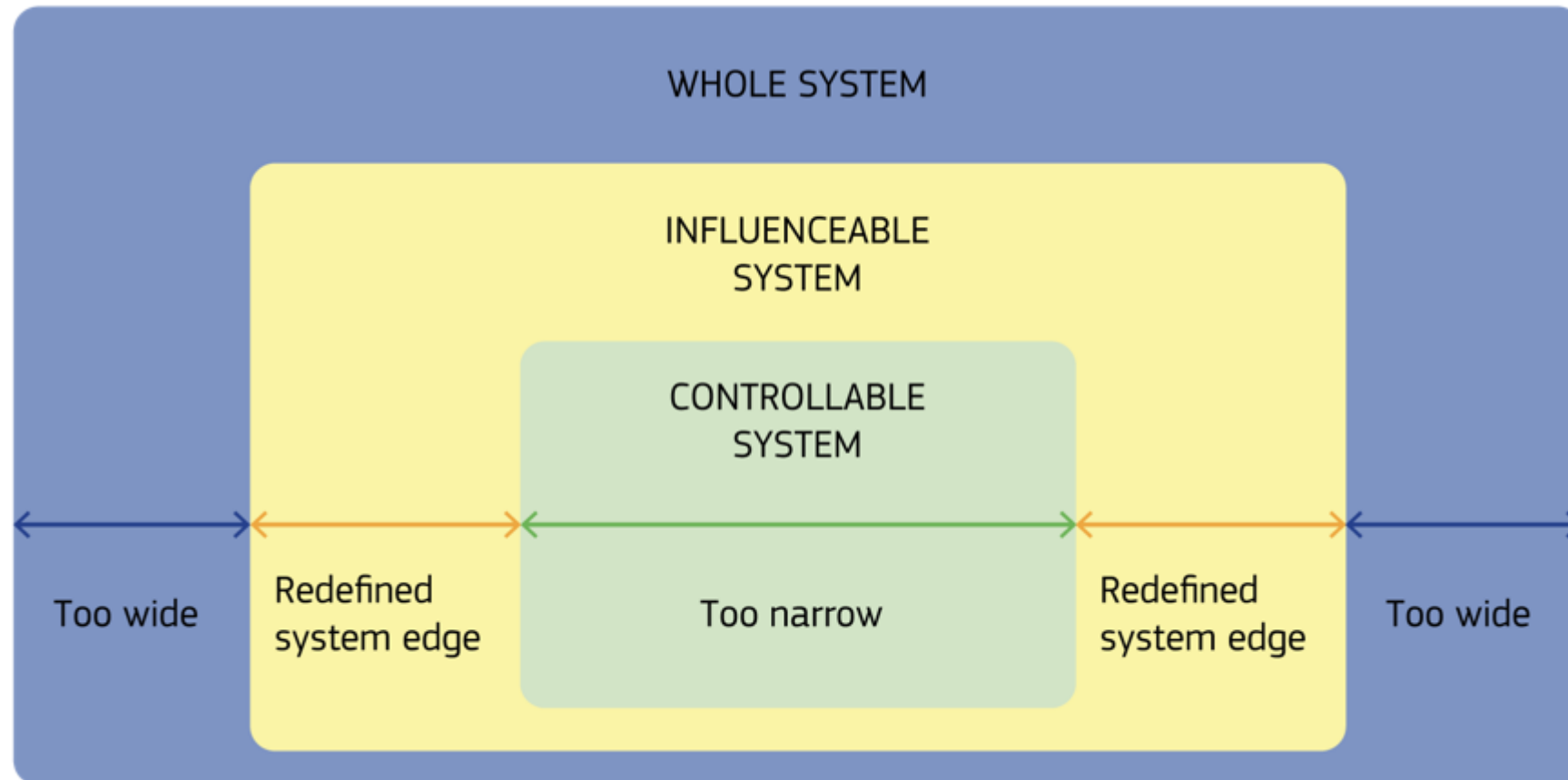


Figure 3: Three governance models conditioning the opportunities and challenges for developing TPIs.

<https://doi.org/10.2760/220273>

Manage the boundary between control vs influence



Source: Impower, <https://www.impower.co.uk/edgework>

Concluding remarks

- There is a pressing need for transformative, rather than just incremental innovation policies.
- The right policies will be highly context specific: no-one has the answers but we can begin by asking the right questions
- In addition to adapting S3, new processes may have to be initiated (discussion on local missions tomorrow!)
- The transition of actual policies to the new paradigm cannot happen overnight: learning by doing
- PRI offers a framework to guide the process of adapting S3 and linking it with other policies, domains and levels: revised user-centred Playbook forthcoming in Q3 2023

No wind is favourable to the one who does not know to which port to sail.

Lucius Annaeus Seneca (c. 4 BC Cordoba – AD 65 Rome)



Muito Obrigado

<https://s3platform.jrc.ec.europa.eu/pri>

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