HOW DO FRAMING AND IDEAS INFLUENCE THE DESIGN OF MISSIONS?

A COMPARATIVE ANALYSIS BETWEEN DE, NL, & UK

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Missions are radically different from traditional innovation policies

- At least because of two reasons:
 - They intend to address policy problems of different nature.
 - They concern a new actor landscape and constellation.
- This increases the complexity of designing and implementing MOIPs.
- New, broader, more varied and complex ideational processes shape MOIPs.
 - Discourses, values, beliefs, etc. about (innovation) policy.
- How do ideational factors influence the design of MOIPs?



Background

MOIPs are part of a new generation of innovation policies (Edler & Boon, 2018).

- Since ca. 2017: EU & several member states have engaged in policy design processes – intentionally developing policy packages for missions.
 - EU ESIR expert commission, 'Mazzucato' reports (2018, 2019).
- Fairly technocratic (neutral) view, in which designing missions is about:
 - Finding the right level of granularity.
 - Coming up with an optimal solution.
 - Developing the right instruments.
- This view (despite necessary in practice) omits that policy design is also an ideational process.



Why ideas may be important in the design process of MOIPs?

- New ideas require to be institutionalized (Edler, 2003).
- During periods of non-incremental and uncertain periods policy change ideas matter the most:
 - Ideas allow actors to 'make sense' of policymaking.
 - New dominants frames are imposed (Baumgartner & Jones, 1991)
 - Ideas work as 'blueprints' defining future institutional arrangements (Blyth, 2001).



What is the role of ideas in the policy design process?

They enable the **interactive process** of decision making (e.g. Schmidt, 2008).

- By structuring participation (e.g. Sabatier, 1988).
- Used as devices to frame policy issues (e.g. Schön & Rein, 1994).
- They explain the content of policy choices.
 - They allow policymakers to connect problems with solutions (Liebermann, 2002).
- They ultimately influence policy implementation and evaluation.
 - Policy makers imprint values and beliefs in the policy design (Schneider and Ingram, 2007).
 - How actors interpret a 'mission' will define its orchestration (cf. Schneider and Ingram, 1988).



Aim of this work and research questions

Aims:

- Reveal the mechanisms that turn varied / diverse ideas into MOIPs.
- Understand how these mechanisms work.
- Study what do these ideas mean for policy instrumentation.

Research questions:

- What ideas are brought to the design process of MOIPs (given that a number of often disjunct policy arenas are combined)?
- Which actors bring these ideas?
- How are these ideas adopted in the policy design process?
- How do these ideas affect the implementation and design of MOIPs?



Method – Process tracing

Suitable for ideational research in public policy (Béland, 2016).

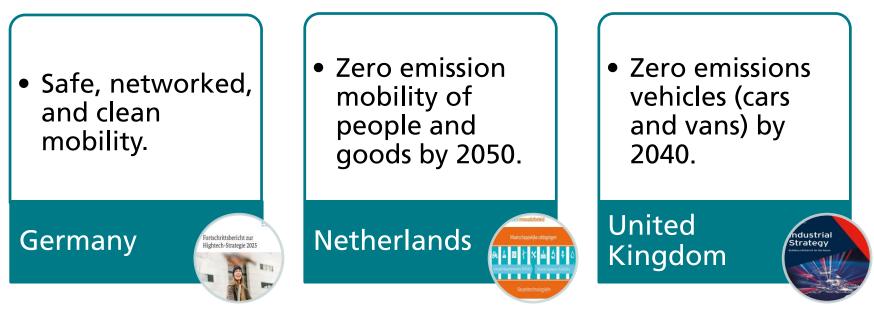
- What is it about?
 - Theorize causal mechanisms linking a cause and an outcome, by identifying pieces of evidence within cases.
- Bounded comparison with similar cases.
 - Finding similar mechanisms across cases increases our confidence that a general mechanism is present.
 - This comparison is also used to identify how and when paths diverge.
- Data sources: interviews and documents.



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Case study selection rationale

Selection of three cases in the same societal theme (mobility) with three different approaches.



How can an analysis of ideational discourse provide important explanations about the adoption of these different approaches?



(Rough) preliminary insights

- General idea of missions originated from the EC's round of expert advise for Horizon Europe and may have been taken by actors to their corresponding countries.
- Discontinuity of actors bringing ideas: Actors supporting MOIP are different from those defining the mission and those determining the implementation.
- Mission definition, despite a similar narrative in the three cases, were developed completely different:
 - UK extension of an existing policy program.
 - NL As part of the climate agreement
 - DE Still unclear.



(Rough) preliminary insights

Missions fulfill different functions in innovation policy:

- More attention should be given to the intention leading to the establishment of MOIPs.
- Societal goals and rationales for setting up missions are aligned but not the same.
- Missions were set up because a belief that they were able to deliver an outcome that traditional innovation policies were not able to achieve – e.g. reinforcing cooperation among players, state leadership in an industrial sector.

