
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 dominant 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.

Case study selection rationale

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

- Safe, networked, and clean mobility.

Germany



- Zero emission mobility of people and goods by 2050.

Netherlands



- Zero emissions vehicles (cars and vans) by 2040.

United Kingdom



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 advice 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.