

# The Role of Citizens in Setting the Visions for Mission-Oriented Research and Innovation

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# Context of the study

After Horizon 2020, the European Commission foresees a **mission-oriented approach in Horizon Europe** (Ninth EU Framework Programme for R&I).

- Make it easier for citizens to understand the investments in research and innovation,
- Increase the impact of investments when addressing global challenges.



## Mission-oriented R&I policies

Defined target, preferably qualified and/or quantified (directionality)

Programmed over a specific timeframe

Expected societal and/or economic impact on multiple sectors

Mobilize significant public and/or private investments

Design involves a wide array of actors, including citizens

# Our research and methodology

The objective is to **contribute to an understanding of the relevance of involving citizens in policy-making** in the specific area of mission-oriented R&I

**Practices** of citizen involvement

**Challenges** to citizen involvement

Use of the material collected during the **studies** for the European Commission **on Mission-Oriented R&I** in preparation for Horizon Europe (FP9)

JIIP (Joanneum Research, Tecnalia, TNO, VTT), in collaboration with DTI and VVA.

Short Case Studies (53)  
Long Case Studies (21)

Interviews (40)  
Stakeholder workshop



# Citizen involvement in policy-making



## Formulation of policies

Setting of the vision,  
identification of ultimate  
objectives



Identification of specific  
objectives, breakdown  
into sets of goals



Choice of the policy  
instruments

## External contributors to policy-making

**Policy entrepreneurs:** actors seeking recognition for their respective needs, and their inclusion in the policy agenda: e.g. industry and other interest groups, as well as citizens.

**Citizens:** individuals belonging to a social community governed by recognised bodies and institutions.

# Policy-making and Legitimacy

Missions are more visible to citizens and hence more sensitive to public acceptance

Our research **investigates the level of legitimacy** that citizens entrust in mission-oriented initiatives.

Policy-makers must ensure that **missions respond to perceived social demands** and respond to the needs of citizens

**Legitimacy** is: “General confidence among the public that a government’s power to make binding decisions for the polity are justified and appropriate” (Dahl, 1998).

Decision-making **no longer a prerogative** of the establishment

**New demand for further participation in policy-making** from citizens

**Input legitimacy:** societal acceptance of the policy-making process.

**Output legitimacy:** societal acceptance of policy objectives.

# Practices of citizen engagement in vision-setting

1. No citizen involvement
2. Information sharing
3. Participatory involvement

# No citizen involvement in vision-setting

## Nature and scope of missions

- Contributions of citizens deemed irrelevant to technology-oriented missions



E-Fan  
Electric Aircraft

## Lack of practices for historical/cultural reasons

- Initiated by private businesses
- Initiated by public organisations in contexts where a distancing from citizens is widely accepted



e-Estonia

## Missions in non-democratic institutions

- Governments feel little or no accountability to citizens



China's New  
Energy Vehicles

# No citizen involvement in vision-setting

Citizen contribution to legitimacy building

Output  
legitimacy

Missions do not  
need  
legitimation

Input legitimacy

No practice of  
open  
policy-making

# Information sharing to stimulate buy-in

Missions with a high political dimension

- Their legitimacy is intertwined with the legitimacy of their initiators



Concorde

Missions related to obvious urgent needs

- Missions motivated by catastrophic events



MoSE Project

Missions implemented/financed by citizens

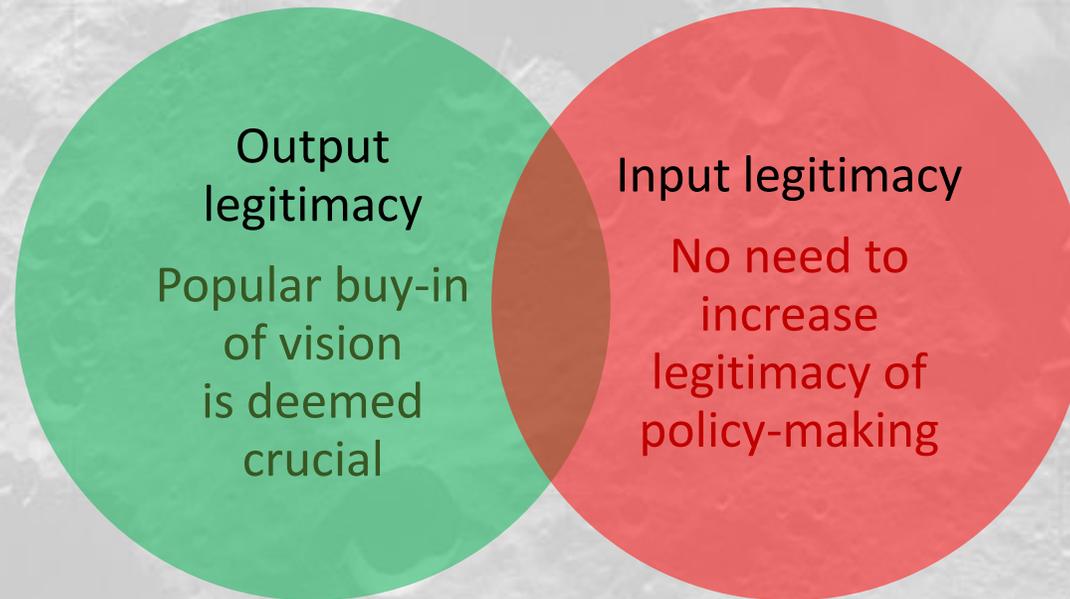
- Initiated by private organisations that depend on financial and in-kind support from individuals



Ocean Clean-up

# Information sharing to stimulate buy-in

Citizen contribution to legitimacy building



# Participatory involvement in vision-setting

Missions targeting societal challenges

- Multi-dimensional problems affecting citizens



Clean Air London

Missions broadly defined

- Developed by citizens in a second phase



3<sup>rd</sup> Industrial Revolution

Missions defined by grassroots movements

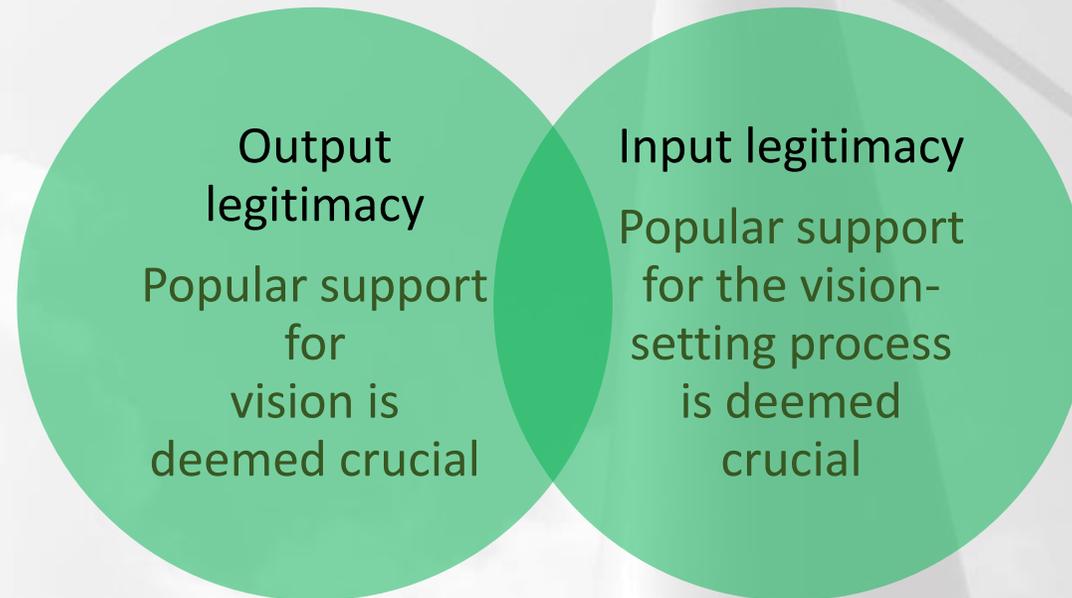
- Endorsement by policy-makers as they support their actions



Energiewende

# Participatory involvement in vision-setting

Citizen contribution to legitimacy building



# Perceived challenges in the engagement of citizens in vision-setting

1. Rationale: **Whether** to involve citizens?
2. Types of individuals: **Who** should be involved?
3. Mechanisms: **Which** modalities of citizen involvement?

# Why should policy-makers involve citizens?

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People should **express their opinions on public policies.**

Private companies and traditional policymakers can **overlook societal needs.**

Citizens learn about **functioning of policy-making.**

Increase **legitimacy** of policy-makers' decisions.

**Strengthen trust** in democratic regimes.

-

Citizens **lack of the expertise, knowledge and experience.**

Citizens are **unaware of the complexities of policy-making.**

Citizens **prefer short-term, easily understandable missions to long-term and complex ones.**

**Threat to social cohesion** at risk.

Mechanisms **not feasible** in practical terms.

# Which individuals should be involved?

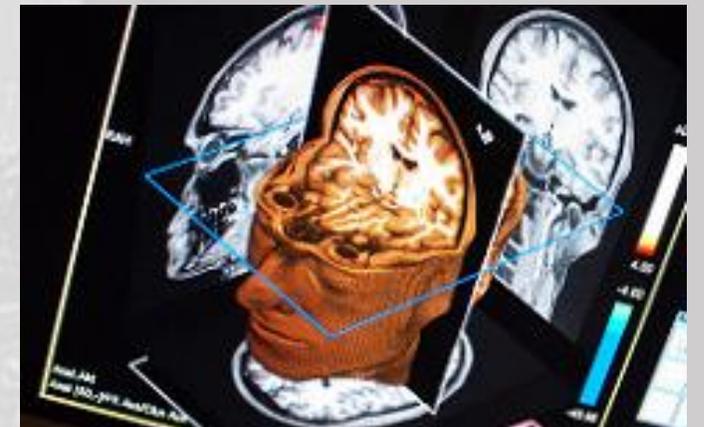
**Experts:** all individuals with relevant and recognised knowledge, experience and expertise to suggest suitable, relevant and feasible solutions to the identified problems.

Contribution of **experts only** should be taken in consideration

Opinions from **citizens can complement the contributions of experts**



Strategy for Robotics in Eldercare



EU Human Brain Project

# Which individuals should be involved?

**Users:** economic and (demand-side) market actors integrating goods and services into their economic activities (by consuming or employing them) to obtain benefit.

Users can **help determine the feasibility** of new goods and services

Users consultation is **valuable to market-oriented missions**



Active Assisted Living Programme

# Which individuals should be involved?

## **Civil society organisations:**

organised groups that have the aspiration of representing a wide range of interests of entire sectors of society.

Manage relations with policy-makers through spokespersons and run independent communication channels

Advocate for the interests of limited groups of citizens and do not represent the positions of the whole of society

organist  
someone who plays  
organist.  
**organization** /o  
also spelled organ  
group, society, clu  
one that has parti  
some production



Agriculture-Innovation 2025 strategy

# Which modalities of citizen involvement?

Fully bottom-up process is not **feasible**, nor advisable  
(majority of stakeholders)

Prefer to grant new powers to **existing bodies** (e.g. multi-stakeholder groups, including citizen representatives)

**Strengthening of existing practices** already used for stakeholder consultation and suitable for citizen involvement schemes



# Conclusions (1)



Practices of citizen engagement in vision-setting are

- Still confronted by a number of challenges
- Little developed, often at an incipient stage
- Limited to democratic regimes with open policy-making

Citizen engagement in policy-making to

- **'Complement'** representative democracy and
- **Curb popular distrust** of public institutions
- Especially in mission-oriented R&I

# Conclusions (2)

An appropriate type of intervention at the EU level, because of

- **Growing Euroscepticism**
- **Cross-border nature of missions**
- **Already experience with open policy-making**
- **Multi-level coordination is the mission of the EU**



# Thank you for your attention!

Visit  
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Observatory** at [www.jiip.eu/mop](http://www.jiip.eu/mop)



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