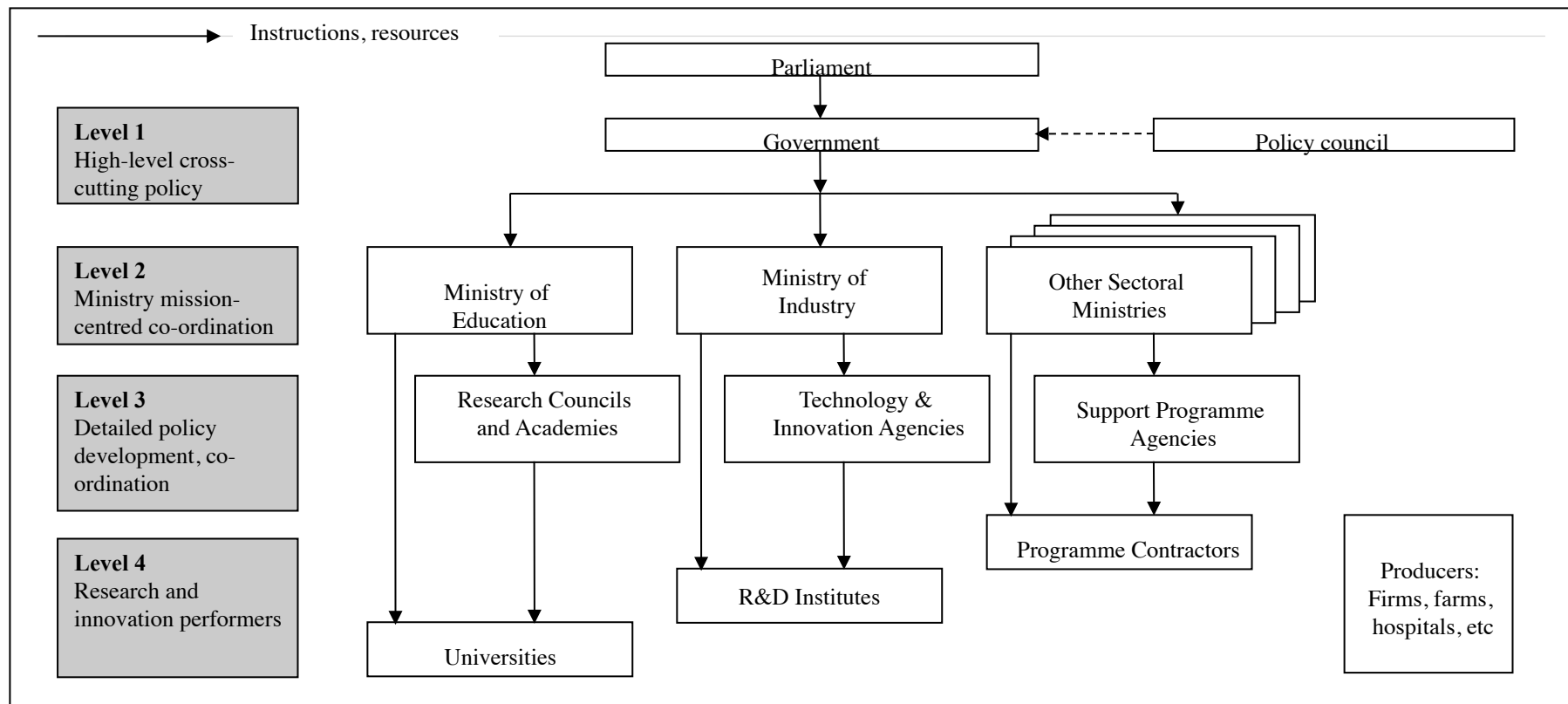

Governance & the role of the R&D&I Council

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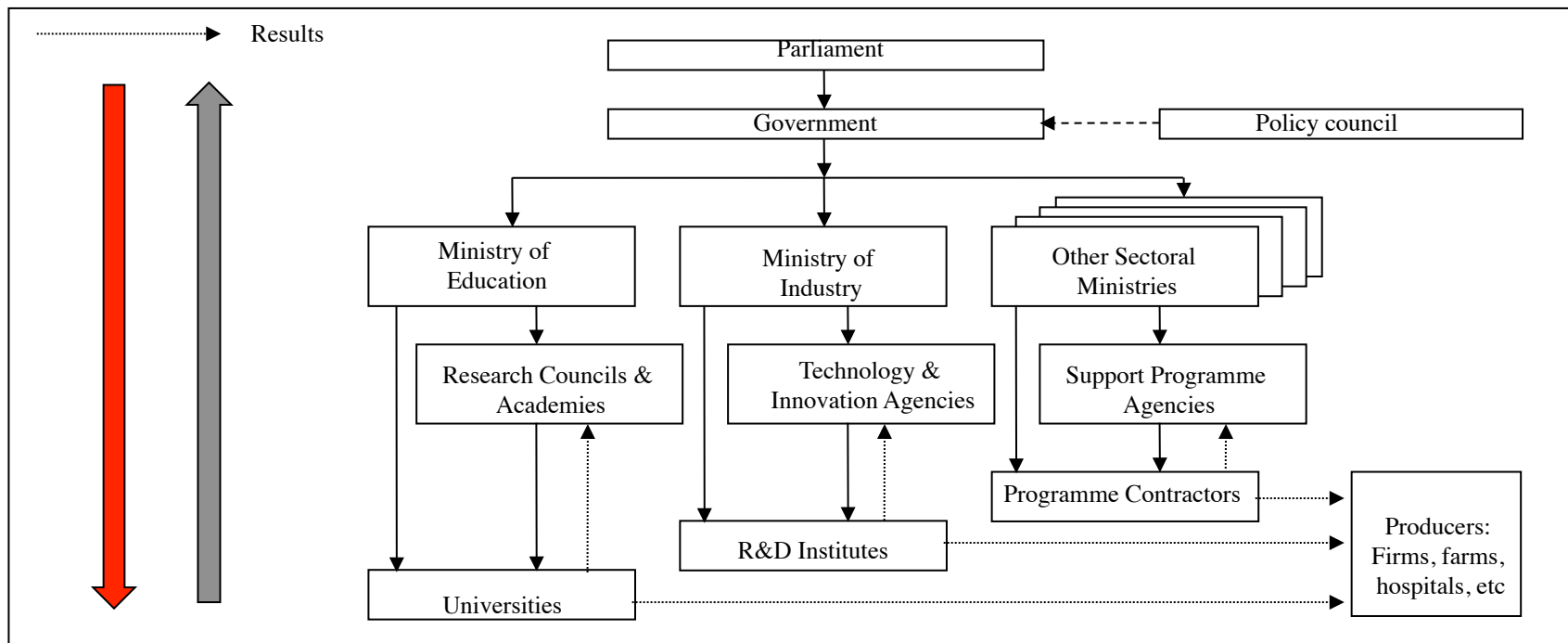
Conceptual Framework

R&D Governance Structure



Governance has vertical & horizontal dimensions

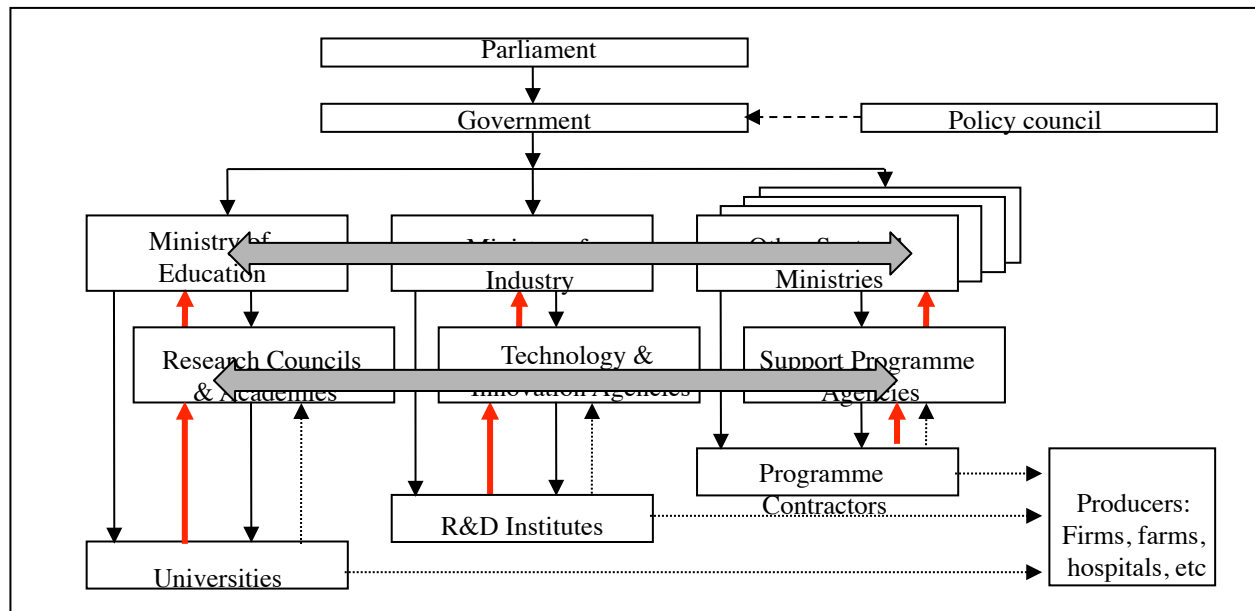
Key axis = vertical steering



Hierarchy of 'steering levels' & Creation of arenas

Key = distributed strategic intelligence & constant use of knowledge

Horizontal Co-ordination

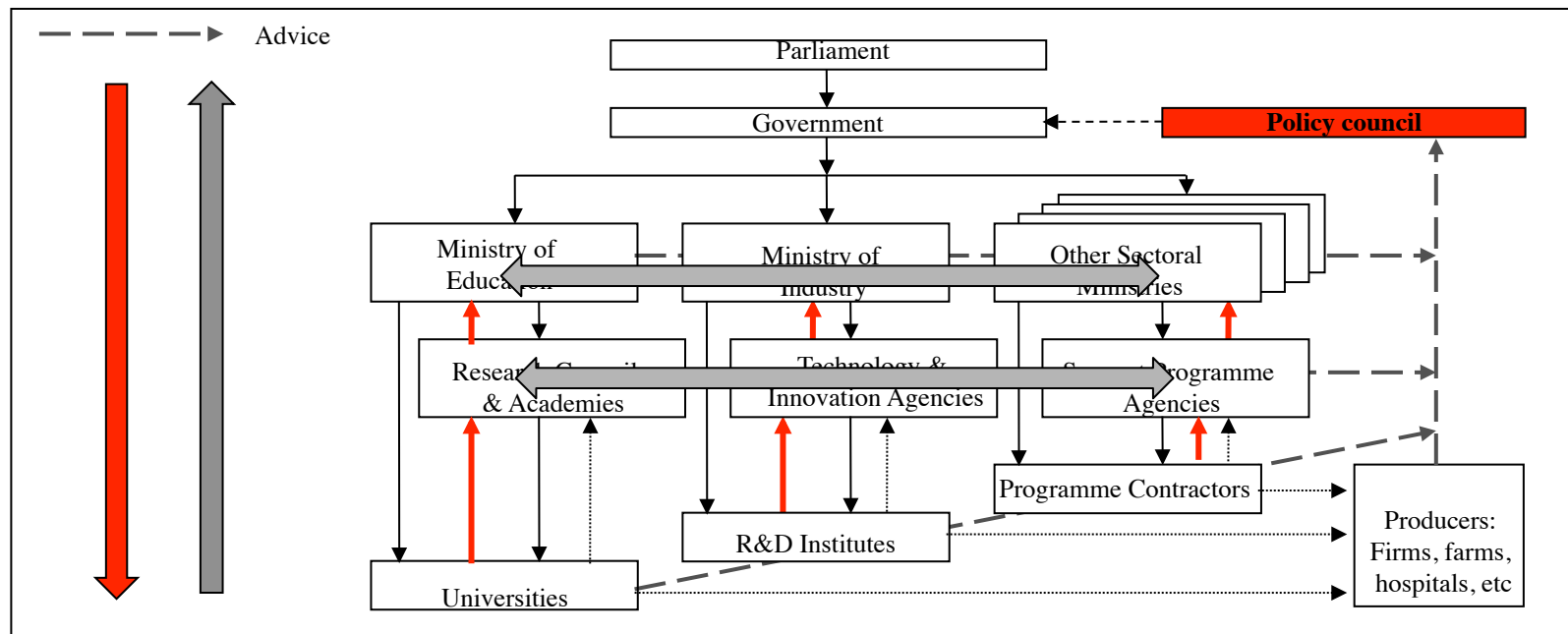


Involvement of all actors in society

Coherent policies across institutional boundaries

Governance mechanisms that are reflexive, handle change, ensure effectiveness

R&D Councils as co-ordinators & contributors of strategic intelligence



International experience suggests that a research and innovation council should

- Function as an open **arena** for **consensus** and **coordination**
- Set **long-term strategic directions**, not micro-manage
- Be **legitimate** in scientific, industrial and political terms
- Collate and publish **strategic intelligence** when needed, within a system of distributed strategic intelligence
- Bridge between the long-term nature of research and innovation policy and the short-term incentives of the political system
- Be independent enough to be a **change agent**

Governance structure: the need for co-ordination

Various models: co-ordination at the level of ministry, agency, or two-pillar model – none is perfect

- Having **multiple ministries** responsible for research increases the need for coordination among sectors
- But the '**science ministry**' approach makes it the enemy of the rest, and reduces the number of voices speaking for research

Information asymmetries between principals and agents (ministries and agencies; agencies and beneficiaries/stakeholders) reduce the quality of centrally designed policies & interventions

R&D&I Governance in the CR – key findings

Trends in R&D&I Governance in the CR

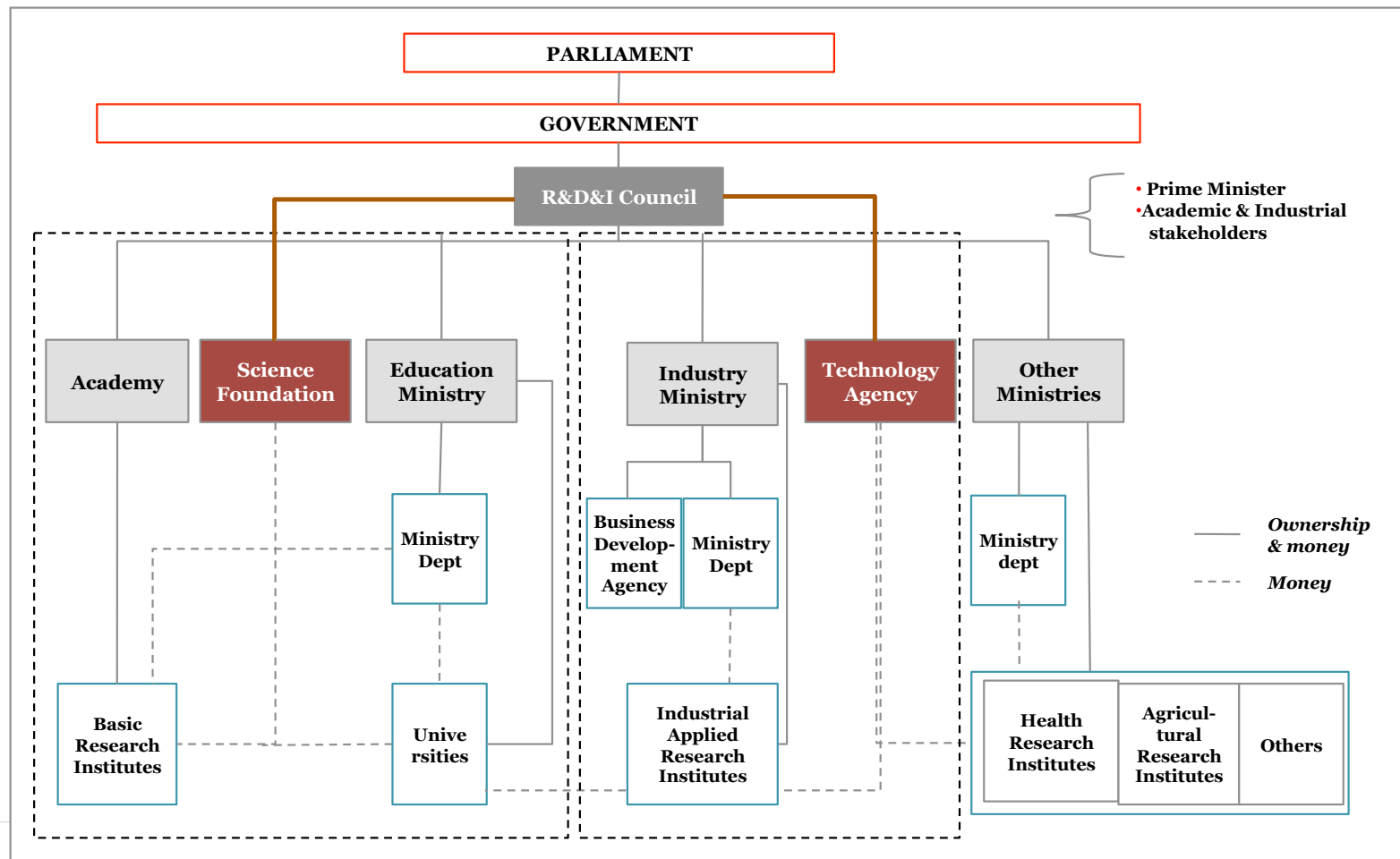
1. 1990-98: institutional readjustment
 - *De-centralisation of responsibilities to Academy and Ministries*
 - *Unconditional funding*
 2. 1998-2003:
 - *Institutional funding based on strategic intentions*
 - *Co-ordination under leadership of the MEYS: National R&D Policy and Programmes*
 3. 2004 onwards:
 - *Reorientation NRIS towards innovation & applied research*
 - *Increased use of evaluation - help development of the system & guide aspects of resource distribution*
 - *2008 Reform: simplify and modernise the system*
 - *European Structural Funds: invest in research infrastructures & innovation support measures in the regions*
-

The background: the CR a very difficult place in which to make & implement a consistent R&D&I policy

- Political instability
- R&D has become more politicised
- Discussions often dominated by interest groups rather than strategic vision
- Persistent disputes in R&D&I policymaking are symptoms of lack of trust – especially in government

Recent reforms = *flawed* attempts to cope with instability & perception that neither government nor civil service can be trusted

A system in transition



Vertical Steering (1)

Hierarchy of steering levels

- Fair consistency & coherence in policy priorities at the different R&D governance levels (multilevel thematic priorities)
- Combination of formalised model & space for autonomous decision-making ('tailoring' of priorities to sectoral needs)
- Increasingly 'hard' top-down steering, with ever-growing number of control mechanisms

Creation of arenas

- Strong involvement of stakeholders at ministry/agency levels
 - Under-estimation of importance of consensus-building at higher policy level
 - General lack of attention for transparency
-

Vertical Steering (2)

Strategic intelligence

- Strong use of stakeholders as sources for sectoral knowledge at ministry/agency levels
- Limited involvement / consultation of stakeholders at R&D&I Council level – especially institutional ones
- Little analytic support – at all levels
- No formative evaluation (ex-post impact analyses) – at all levels
- Over-centralised & simplified approach to strategic intelligence
 - *Loss of strategic intelligence about needs and opportunities*

Horizontal co-ordination (1)

Coherent policies across institutional boundaries

- Positive trend in collaboration among research communities & institutions
- Increasing level of inter-ministry collaboration

At higher policy level

- Under-estimation of importance of open dialogue with policy implementing bodies, stakeholders & citizens
- Insufficient co-ordination of policies
 - *regional, innovation, international*
- Rigid application of the two-pillar model (basic/applied research)
→ *disconnectedness & gaps in the system of R&D&I funding*

Horizontal co-ordination (2)

Reflexive governance mechanisms

- Formalised model for evaluation from 'complete' model to evaluation conceived as accountability & 'counting outputs' only

Governance mechanisms ensuring effectiveness

- Formalised model → overly focused on processes at the expense of capabilities
- Lack of implementation of civil service law → no central training policy, no de-politicised civil service

Governance mechanisms capable to handle change

- Set-up and governance style of the R&D&I Council hinders its role as change agent

The Czech R&D&I Council is shifting from an advisory to an executive role as a 'virtual science ministry'

- Principal to the Science Foundation and Technology Agency
 - Micro-management of broad range of governance tasks, i.e.
 - *Decision-making on budget allocations*
 - *Monitoring & evaluation*
 - *Control on programming & sectoral strategy development*
 - *Long-term strategy development*
 - Unsustainable pressure on Council members & secretariat in terms of time & especially expertise
 - Governance style: 'hard steering', centralisation, simplification & de-personalisation
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Public R&D&I Funding

- Two typologies:
 - ***‘Institutional’ funding*** provides a stable institutional base & opportunities to invest in new capacity and activities
 - Complemented by ***project-based funding***, intended partly to quality-assure the work funded by institutional funding
- Policy trend:
 - *Reduction proportion allocated to institutional funding*
 - *Aim of 40% is already reached - In few countries less than 50%*
- Performance-based Research Funding system (PBRF)
 - *Internationally: long multi-year time constants, small proportions*
 - *EM: preceding 5 years, entire flow of institutional funding*

Governance style: centralisation and de-personalisation

The CR is centralising and depersonalising decisions that other countries take de-centrally and in trust-based partnerships with stakeholders

Directly or indirectly, it has led to :

- Increased distance between decisions on R&D&I funding and the stakeholders affected
- Loss of strategic intelligence about needs and opportunities
- 100% contestable and inherently unstable public national R&D funding
- International funding initiatives such as the OPR&D&I becoming a threat rather than an opportunity
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Thank you

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