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# 2023 MOIN RESOURCE GUIDE

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MISSION-ORIENTED INNOVATION NETWORK (MOIN)  
UCL INSTITUTE FOR INNOVATION AND PUBLIC PURPOSE  
August 2023



Institute for  
Innovation and  
Public Purpose

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## About the Institute for Innovation and Public Purpose (IIPP)

UCL Institute for Innovation and Public Purpose (UCL IIPP) aims to develop a new framework for creating, nurturing and evaluating public value in order to achieve economic growth that is more innovation-led, inclusive and sustainable. We intend this framework to inform the debate about the direction of economic growth, and the use of mission-oriented policies to confront social and technological problems. Our work will feed into innovation and industrial policy, financial reform, institutional change and sustainable development. A key pillar of IIPP's research is its understanding of markets as outcomes of the interactions between different actors. In this context, public policy should not be seen as simply fixing market failures, but also as actively shaping and co-creating markets. Re-focusing and designing public organisations around mission led, public purpose aims will help tackle the grand challenges facing the 21st century. IIPP is housed in The Bartlett, a leading global Faculty of the Built Environment at University College London (UCL), with its radical thinking about space, design and sustainability.

## About the Mission-Oriented Innovation Network (MOIN)

The Mission-Oriented Innovation Network (MOIN) is IIPP's policy network and learning platform which brings together global public sector organisations to share the challenges and opportunities they face when stepping outside the market fixing box into a market-shaping role to respond to bold, difficult and complex 'grand challenges' such as climate change, ageing societies and preventative health care. MOIN promotes the role of governments as creators of value and aims to catalyse the potential of governments to tackle such grand challenges through directed (or mission-oriented approaches) to economic and growth policies.

## About this guide

The following guide is designed to provide members of IIPP's Mission-Oriented Innovation Network (MOIN) with an overview of UCL Institute for Innovation and Public Purpose (IIPP)'s key research themes, publications and resources associated with mission-oriented innovation. It was designed and circulated as a pre-read to the 2023 Mission-Oriented Innovation (MOIN) Gathering where MOIN members came together in London to learn about, discuss and exchange experiences on the state of play of mission-oriented innovation policies globally.

The guide is structured around the ROAR framework – Professor Mariana Mazzucato's policy framework for challenge-driven innovation policies and market-shaping activities (Mazzucato 2016 and Mazzucato 2018). The framework calls to rethink the role of the public sector, away from fixing markets to active market-shaping and market-co-creating.

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The following guide is designed to provide you with an overview of the UCL Institute for Innovation and Public Purpose (IIPP) research themes and concepts associated with the theme ‘Mission Oriented Innovation: The State of Play’. It was designed and circulated as a pre-read to the 2023 Mission-Oriented Innovation (MOIN) Gathering, where members of IIPP’s Mission-Oriented Innovation Network (MOIN) came together in London to learn about, discuss and exchange experiences on the state of play of mission-oriented innovation policies globally.

The guide is structured around the ROAR framework – Professor Mariana Mazzucato’s policy framework for challenge-driven innovation policies and market-shaping activities (Mazzucato 2016 and Mazzucato 2018). The framework calls to rethink the role of the public sector, away from fixing markets to active market-shaping and market-co-creating.

The ROAR framework involves strategic thinking about the desired direction of travel (**R** **Routes**), the structure and capacity of public sector (**O** **Organisations**), the way in which policy is **A** **Assessed** and the incentive structure for both private and public sectors (**R** **Risks and Rewards**).

IIPP has been collaborating on a number of projects that draw on one or multiple elements of ROAR framework. This pack presents a summary of this work.

MAZZUCATO, M. (2018). ‘MISSION ORIENTED INNOVATION POLICY: CHALLENGES AND OPPORTUNITIES’. INDUSTRIAL AND CORPORATE CHANGE, 27 (5): 803–815

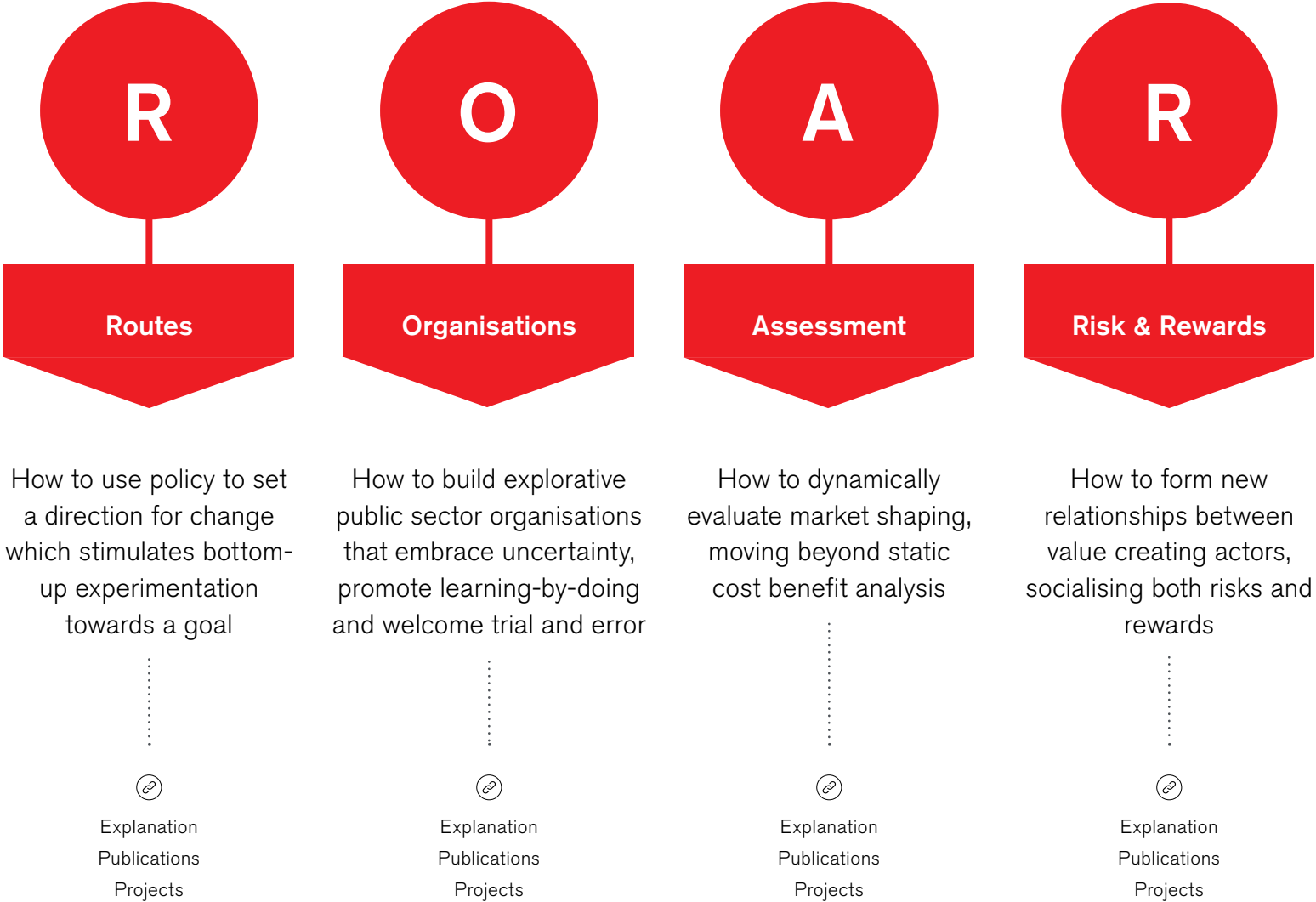
MAZZUCATO, M. (2016). FROM MARKET FIXING TO MARKET-CREATING: A NEW FRAMEWORK FOR INNOVATION POLICY. INDUSTRY AND INNOVATION, 23 (2): 140-156

**“We need a new challenge-driven innovation policy framework for market-shaping and market co-creating activities. ROAR is a framework that brings connection and coherence for policymaking”.**

Prof. Mariana Mazzucato,  
Founding Director IIPP



# ROAR Framework









# R

## Routes

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How to use policy to set the direction of change and enable bottom-up experimentation

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## Explanation

**‘Routes’ speaks to the role of the state in setting the direction through a mission as a concrete and achievable target in the context of a grand challenge. Using missions to drive national industrial strategy or innovation policy means focusing less on sectors and more on problems that matter to all.**

By setting the direction, missions do not automatically specify how to achieve success – the right answers are not always all known in advance. Rather, missions stimulate the development of a range of solutions to meet grand challenges and encourage a wide range of actors to take risks and experiment.

The criteria for selecting missions is that they should:

- be bold and inspirational, with wide societal relevance
- have a clear direction: targeted, measurable, and time-bound
- be ambitious but realistic with research and innovation actions
- be cross-sectoral, cross-actor, cross-disciplinary
- drive multiple solutions and bottom-up experimentation

# R

## Routes

# Publications

Missions: A beginner's guide, which explains the concept, rationale and examples of mission-oriented innovation policy.



The book Mission Economy: A Moonshot Guide to Changing Capitalism argues that governments should adopt a 'mission-oriented' approach to tackle the biggest challenges of our time, such as climate change, inequality and health, by setting clear and ambitious goals and mobilising public and private actors to achieve them.



The article proposes a new policy toolkit for challenge-driven innovation policy, based on the concept of missions that are focused on solving important societal problems. It introduces the ROAR framework, which consists of four elements: Routes (the direction of policies), Organisations (the public sector structure and capacity), Assessment (the evaluation criteria and methods) and Risks and Rewards (the incentive structure for public and private actors).



The article From market fixing to market-creating: a new framework for innovation policy is a critique of the traditional market failure and system failure justifications for innovation policy intervention. It proposes a more active and strategic role for the state in creating and shaping markets through mission-oriented policies that address societal challenges and generate new technological opportunities.



Innovation policy and industrial strategy for post-Covid economic recovery is a policy brief that argues that governments need to focus on both the rate and direction of innovation to ensure that the economic recovery from the Covid-19 pandemic is sustainable and equitable.



The economics of change: Policy appraisal for missions, market shaping and public purpose is a policy brief that argues that governments need to embrace and experiment with new tools and methodologies for policy appraisal and evaluation that focus on user needs and dynamic efficiency in the context of mission-oriented policies.





# R

## Routes

# Projects & Case Stories

A Mission-Oriented UK Industrial Strategy is a report that proposes a new framework for the UK's industrial policy, based on setting & pursuing ambitious missions to address the four Grand Challenges: ageing society, future of mobility, clean growth and AI & data economy.



Mission-oriented research & innovation in the European Union is a report that proposes a new framework for the EU's research and innovation policy, based on setting and pursuing ambitious missions to address societal challenges and foster public value creation.



Inclusive and sustainable British Columbia: A mission-oriented approach to a renewed economy looks at British Columbia's set of enormous challenges: the need to recover from a health pandemic and an active climate crisis, while also achieving higher productivity, investment and equitable growth. The report highlights how British Columbia can achieve economic targets while also tackling social inequalities and creating a sustainable economy by embracing a problem-oriented, cross-sectoral economic strategy.



Mission-oriented innovation in the USA: Shaping markets toward grand challenges is a policy note that introduces the US Mission-Oriented Innovation Network (MOIN USA), a network of public sector leaders and practitioners that aims to foster a new industrial policy frontier based on market co-creation and shaping for public purpose.



Mission Italia: Investment, innovation and imagination provides advice to Prime Minister of Italy by outlining the principles of mission-oriented policymaking, proposing three examples of where this approach could be applied in Italy. These areas are the digital transformation, the green transition at the city level and the health system.



How can South Africa advance a new energy paradigm? A mission-oriented approach to megaprojects is a working paper that examines how a mission-oriented approach may be applied to reconceptualise energy megaprojects for energy transition through a deep dive on the South African experience, focusing on the restructuring of its public utility, Eskom, as well as opportunities for sustainable industrialisation. This approach is operationalised through a discussion of project-level policy instruments including directional public finance, public procurement, and several types of conditionality.





## Organisations

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**How to build explorative public sector organisations that embrace uncertainty, promote learning-by-doing and welcome trial and error**

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# Explanation

**‘Organisations’ speaks to the ability of public sector organisations to develop a combination of long-term capacities and dynamic capabilities, enabling them to engage effectively with different sectors of society and the economy to carry out the comprehensive response needed for grand challenges.**

In order for the state to be entrepreneurial and market-shaping, it is key to ask how organisations should be structured so they accommodate the risk-taking, the learning-by-doing, and the capabilities needed to envision and manage contemporary challenges?

These key capabilities include:

- Capability to anticipate, adapt and learn
- Capability to harness citizen initiatives and innovation
- Capability to govern data and digital platforms



## Organisations

# Publications

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Dynamic capabilities of the public sector: Towards a new synthesis proposes a new way of understanding dynamic capabilities in the public sector, which are the abilities to adapt and innovate in response to changing environments and challenges. It reviews existing literature on state capacity, public sector innovation and dynamic capabilities, and illustrates the concept with three case studies of public organisations that have demonstrated such capabilities.



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The article "Mission-oriented innovation policy and dynamic capabilities in the public sector" explores the need and challenges of mission-oriented innovation policies that can address grand societal challenges and argues that dynamic capabilities in the public sector are essential for designing and implementing such policies. The article also discusses the role of public investments and market shaping policies in enabling missions.



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Digital public infrastructure (DPI) describes digital solutions and systems that enable essential functions and services in the public and private sectors, such as digital ID, payment, data exchange, and information systems. DPI can have multiple benefits for society, such as improving access, efficiency, transparency, and innovation, but it also requires careful design and governance to ensure public value and avoid negative outcomes.



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Mobilising local action to address 21st century challenges argues that local governments and communities have a key role in tackling global challenges such as climate change, inequality and social cohesion. They must develop the dynamic capabilities needed to shape their economic development towards societal goals and overcome the institutional shortcomings that have traditionally stymied strategic urban planning.

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## Organisations

# Projects & Case Stories

The paper presents a strategy for South Africa to become a more dynamic and innovative state that can drive social and economic development. It argues that the public sector needs to develop dynamic capabilities that enable it to co-create and shape markets, implement strategic missions and programmes, and coordinate activities across different levels and sectors.



The paper explores the concept of dynamic capabilities in the public sector, which are the abilities to adapt and innovate in response to changing environments and challenges. It uses the UK's Government Digital Service (GDS) as a case study, and shows how GDS introduced new ways of working and providing value in government, but also how it eventually undermined its own dynamic capabilities.



The paper analyses how the Covid-19 crisis has exposed the weaknesses of public-sector capacity and capabilities in many countries. It argues that the public sector needs to adopt a mission-oriented approach that can foster innovation, collaboration and learning across different levels and sectors.



COVID-19 and the Need for Dynamic State Capabilities is a report that examines how different countries have responded to the COVID-19 pandemic and what lessons can be learned for building more resilient and adaptive public institutions. The report argues that state capabilities are not fixed or static, but rather dynamic and evolving, and that they depend on factors such as leadership, coordination, innovation, learning, and participation.



The paper presents a case study of how Greater Manchester has adopted a mission-oriented innovation approach to address the challenge of carbon neutrality by 2038. It explores how the city-region has mobilised different actors and resources to co-create and implement a shared vision and strategy.





**A****Assessment**

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**How to dynamically evaluate market shaping, moving beyond static cost benefit**

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# Explanation

**‘Assessment’ speaks to the way public investments should be dynamically evaluated in a way to create and shape new markets, beyond static cost-benefit analysis.**

Monitoring and evaluation – where data and information is gathered to track progress and assess implementation of policies, projects and programmes – has been an integral part in evidence-based policy making for some time. However, while market-shaping policies require support from M&E practices that can capture the dynamic nature of system shifts and transformative policies, M&E frameworks are often limited by a static, linear and sector-specific approach. For this reason, IIPP is calling for a new approach to monitoring and evaluation, also known as “dynamic evaluation”.

Market-shaping policies need a clear target and objectives, as dynamics over time matter. Unlike technological missions with obvious end points, modern grand challenges are more long term and vague.

How can this alternative conceptualisation assessment be translated into new dynamic indicators and evaluation tools for public policies, beyond the static micro-economic cost/benefit analysis and macroeconomic appraisal of crowding in/crowding out that stem directly from the market failure perspective?

# A

## Assessment

# Publications

Alternative policy evaluation frameworks and tools, produced by IIPP in collaboration with the UK Department for Business, Energy and Industrial Strategy, explores different frameworks and tools for evaluating challenge-driven policies that aim to shape markets and create public value. The report reviews academic literature and policy case studies on alternative evaluation methodologies, and proposes three pillars of evaluation: user experience and engagement, technological frontiers, and macroeconomic multiplier effects.



The economics of change: Policy and appraisal for missions, market-shaping and public purpose is a policy brief that argues for a new approach to policy appraisal and evaluation that can support mission-oriented innovation policies that address grand societal challenges. The brief proposes three levels of evaluation: user experience and engagement, technological frontiers, and macroeconomic multiplier effects, and suggests new tools and methodologies from service design research and evolutionary economics.



Based on data from the Greater Manchester Combined Authority (GMCA), Mission metrics: Policy evaluation tools for cities to optimise learning for the green transition is a report which argues that conventional policy evaluation practices rooted in quantitative data gathering to assess linear change are not sufficient for supporting the green transition. It proposes four key recommendations for how cities can more effectively use policy evaluation tools to navigate the green transition process: unpacking the purpose of evaluation; using multiple scales of analysis into evaluative frameworks; incorporating citizens as co-producers; and re-defining the relationship between evaluation and risk-taking.



# A

## Assessment

# Projects & Case Stories

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Developed through an applied research process in collaboration with the BBC, this IIPP scoping report, [Creating and measuring dynamic public value at the BBC](#), outlines an early stage prototype of an evaluation framework that can measure dynamic public value at three levels.



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IIPP is running a 'Dynamic Monitoring and Evaluation' Learning Series which aims to bring policymakers, practitioners, academics, think tanks, and other groups to address real-time challenges in the way we monitor and measure success in missions and policies. You can view [Session 1](#) "Capturing learnings in mission-oriented policies" in this [video](#). [Session 2](#) "Learning from the field: Emerging practices in mission learning" took place in May and [Session 3](#) took place at the MOIN Gathering and focused on bringing together theory and practice and opening up new spaces for knowledge exchange and collaboration.



# R

## Risks & Rewards

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**How to form new relationships between value creating actors, socialising both risks and rewards**

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## Explanation

**Innovation is path-dependent and cumulative, with slow and uncertain returns. The state's role in initiating and financing projects should be recognised, or else a few private actors will reap the full rewards.**

The different mechanisms to distribute rewards can be done either directly through profit sharing (via equity, royalties) or indirectly through conditions attached, focused more on the market shaping role.

A number of public organisations have shared risks and rewards with private firms by granting licences, capturing royalties, or taking equity in publicly owned technologies (e.g. NASA, state-owned venture capital in Israel and Finland, state development banks in Brazil, China and Germany etc.).

How can we make sure that, like private venture capital funds, the state can reap some return from the successes (the 'upside'), in order to cover the inevitable losses (the 'downside') and finance the next round of investments? "Risks and Rewards" is about the incentive structure for both private and public sectors.



# R

## Risks & Rewards

# Publications

This paper, '[Socialising the risks and rewards of public investments: Economic, policy and legal issues](#)', develops a framework for analysing the role of public agencies in making high-risk investments along the innovation chain, and asks how both the risks of innovation and the rewards can be shared between public and private actors. It builds on a new approach to innovation policy, called "market co-creating and shaping", in which the state is not only fixing markets but actively co-creating them – and looks at the legal institutions impacting the relationship between public and private actors.



The Institute for Innovation and Public Purpose has long made the case for conditionalities to be written into public-private partnerships to help direct public finance and rethink the new social contract between the state and businesses. [Rethinking the social contract between the state and business: A new approach to industrial strategy with conditionalities](#) is a policy note which calls for a new approach to industrial strategy whereby conditions are required in contracts and funding criteria to ensure that public investment is good for people and planet, in the short and long run.



Public Procurement, once a cost-cutting function, is now a strategic lever for mission-oriented policy. [The report](#) shows how legal and policy tools can enable the State to direct procurement for social and economic impact.



Public Banks: This [policy paper](#) sets out how IIPP's mission-oriented framework can be applied to the Scottish National Investment Bank – it offers a framework for guiding the bank's investments towards tackling key societal challenges, and promoting transformational change across Scotland's economy.



For Green finance/just transition: [mind the gap paper](#); [aligning finance](#); [financing for climate action](#).



# R

## Risks & Rewards

# Projects & Case Stories

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[Mission-led procurement: Early insights from exploratory work in Camden](#) is an insights paper which looks at the emerging lessons from IIPP's work with Camden Council to explore the question: 'How can public sector procurement support mission-oriented organisations'.



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This blog, '[Mission delivery: Exploring how procurement can support mission-driven governments](#)' shares six of the lessons captured from a recent roundtable with Camden Council and IIPP's Policy Studio.



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[A mission-oriented community wealth fund for Camden: Governing finance with public purpose](#) [Community Wealth](#) explores the establishment of the Camden's Community Wealth Fund – a new vehicle to help achieve Camden's We Make Camden mission through providing repayable finance and changing the way value is created and distributed.







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