

**RÉGION
BOURGOGNE
FRANCHE
COMTÉ**

2019-
2021

Action plan for the Bourgogne- Franche-Comté Region

Beyond EDP
Interreg Europe



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**An interregional cooperation project for
improving innovation delivery policies**

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Regional Council
Bourgogne-Franche-Comté
2019-2021

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Part 1: general information

Project: Beyond EDP

Partner organisation: Regional Council Bourgogne-Franche-Comté

Other partner organizations involved (if relevant):

Country: France

NUTS2 region: Bourgogne / Franche-Comté

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Part 2: policy context

The Action Plan aims to impact: Investment for Growth and Jobs program

Name of the policy instrument addressed: RIS3 Bourgogne and RIS3 Franche-Comté

Further details on the policy context and the way the Action Plan should contribute to improve the policy instrument:

- **The Bourgogne-Franche-Comté region, a new administrative region created in 2016**

Located in eastern France, the Bourgogne-Franche-Comté region covers 47,784 km² and accounts 2.8 million inhabitants. Its size is comparable to some countries such as Slovakia, Switzerland or Estonia. 251,000 companies and 1.1 million jobs are located in the region. With 17.3% of industrial jobs the region is the most industrial of the new French regions. Located between two major dynamic regions - Ile de France (Paris) and Auvergne-Rhône-Alpes (Lyon) - the Bourgogne-Franche-Comté region is close to major infrastructures favouring increased accessibility with Paris and other major metropolitan areas such as Lyon, Geneva-Lausanne, and Basel-Mulhouse-Freiburg, as well as other neighbouring European countries such as Spain, Switzerland and Germany.

A major reform in France has impacted the territorial organization in 2015-2016. It has affected more particularly the perimeter of the regions and their competences. French government has indeed decided to reduce the number of the regions from 22 to 13 in order to create stronger regions and more competitive on the European and international scene. In addition the law establishes that Regions are responsible for the economic development.

Due to this territorial reform, Bourgogne-Franche-Comté is a new French administrative region, resulting of the merger between Bourgogne and Franche-Comté in 2016.

Moreover the regional councils became the managing authority of the ERDF since 2014 in France. The development, implementation and monitoring of the RIS3 is an ex-ante condition of the ERDF operational program and the regional council is therefore responsible for that. In 2016 the ERDF operational programs didn't merge. So the new region BFC manages currently 2 operational programs and 2 RIS3.

The merger of regions has slowed down the implementation and the monitoring of the RIS3. Furthermore the socio-economic context is continually evolving: new priorities economic activities emerged since 2013 and the domains of specialization have to be reviewed. Finally the ecosystem has also changed. The merger of the two regions generates *de facto* a change of scale for the structures: a new regional economic agency was created in 2017, many clusters have also merged and the competitiveness clusters have extended their actions to the new region's scale. It's therefore difficult for the Region to manage differently 2 RIS3.

This is why the action plan is oriented around two actions:

- The implementation of the RIS3 monitoring.
- The updating of priority economic activities.

- **The Beyond EDP Project :**

The Beyond EDP project addresses the management of the entrepreneurial discovery process during the design, implementation and monitoring phases of public policies and more specifically RIS3.

Public authorities collaborate (bottom-up and circular process) with entrepreneurs, researchers and citizens to identify areas of specialization, improve their acceptance and facilitate the emergence and growth of new activities.

Policymakers promote the creation of an effective innovation ecosystem to determine where and how the available knowledge could actually be used. In addition they have to find the right mix of policies and the right approach to take into consideration the needs of companies and implement the adequate tools.

The Beyond EDP project helps us to implement this process of entrepreneurial discovery, specifically during the monitoring phase and the review of the RIS3. The EDP acts at the different steps of the policy making process. It is essential to keep engaging stakeholders through the different stages. In our region, stakeholders highly involved during the design of the strategy. The challenge is to engage again our partners for the monitoring and the reviewing of the RIS3, not only in the elaboration. Implementing an EDP doesn't mean that all actors of the innovation ecosystem will be involved, but only the most relevant actors.

Graph : EDP policy cycle



Source : Perianez-Forte, Marinelli & Foray 2016 : 21.

Political endorsement:

This action plan is presented by the Regional Council - Bourgogne-Franche-Comté (Project partner 12) and is signed by the Director of Economy.

As mentioned above, the Regional Council is the Managing Authority of the ERDF Regional Operational Program since 2014.

Part 3: details of the actions envisaged

Action 1: developing a monitoring and evaluation system for the RIS3

Background

The merger of the regions has slowed down the implementation of RIS3 for administrative and organizational reasons and in particular the monitoring has not been implemented. Secondly the Bourgogne-Franche-Comté region would like to harmonize the 2 RIS3 monitoring mechanisms and obtain a general overview at the new scale.

The Beyond EDP project confirmed the importance of this phase. Monitoring is a decision-making tool. It allows following the strategy and implementing the necessary corrective measures. It is also a communication tool to foster the exchanges with the stakeholders and to identify and valorise success stories.

The challenge is to build a “win-win” system between the Regional council and the stakeholders. The region would like to create a tool which will be shared: each partner contributes to the monitoring and evaluation by sending information and data and also receive a feedback. One of the main critics that the stakeholders have formulated about the former tools is the lack of information in return.

The Beyond EDP project also attested the importance of setting up an EDP in order to combine a quantitative (collecting some data) and qualitative (taking into consideration the points of view of the partners) approaches. This process makes it possible to report to the decision makers of the results and to give a feedback to all the actors involved.

During the peer reviews the other regions introduced their monitoring and evaluation system. The Northern Netherlands Provinces Alliance region presented its mechanism in Alba Iulia but especially concrete advices on their implementation. In addition, the Centre-Val-de-Loire and Umbria regions have for example carried out a mid-term evaluation, which has made it possible to clarify and review some of their areas of specialization. They analysed the match between the RIS3 and its operational implementation. For example the Centre-Val-de-Loire region has succeeded in evaluating the percentage of funding in each domains of specialization. This is an interesting indicator to check the balance between the choices of areas of specialization and the concrete translation in terms of support.

Actions

- **First step:** selecting the relevant indicators

A lot of indicators have been defined both in the RIS3 Bourgogne and RIS3 Franche-Comté. The most relevant will be selected by the regional council and its partners.

- **Second step:** collecting and centralizing information by areas of specialization (if possible)

The sources of information have already been identified. The aim is to collect data from stakeholders dividing into 3 categories: policy makers; intermediate bodies, final beneficiaries (researchers and enterprises).

Policy makers (Regional Council, French State) provide data about funding and beneficiaries. The main indicators are:

- Number of projects financed by year
- Number of enterprises involved
- Funding dedicated at innovation policy

Intermediate bodies (competitiveness clusters particularly) provide qualitative information about the results of innovative projects and the impacts for the beneficiaries. The final beneficiaries could provide information directly about the results and impacts (by survey, small working groups / face to face meeting).

- **Third step :** writing the general assessment of the RIS 3

The region is used to monitoring the actions of its partners (clusters, regional agency, etc.) but it has some difficulties to manage a general overview and evaluate the results and the impact of the RIS 3. The aim is to carry out a general assessment of the innovation policy.

- **Fourth step:** sharing with main stakeholders
 - Presentation of first elements in September 2019 to the policy makers in relation with the stakeholders
 - Presentation of a general assessment in October 2020 to the policy makers in relation with the stakeholders

Players involved

- Responsible for the action: Directorate of Economy - Regional Council of Bourgogne-Franche-Comté

The Directorate of Economy works in strong collaboration with:

- the Directorate of Research and Higher Education and Directorate for European and International Affairs (part of Regional Council)
- French State administration and Public Bank of Investment: the elaboration of the S3 has been coordinated by these 3 structures.

- Other stakeholders involved:

- Competitiveness clusters: Vitagora (food industry), Véhicule du Futur (automotive), Plastipolis (plasturgy), Nuclear Valley, Pôle des Microtechniques (microtechnics) and other clusters (Agronov, Mecateam, etc.)
- Community of universities Bourgogne-Franche-Comté
- Beneficiaries from the innovation policy (research centres, enterprises, etc.)

Time frame

Steps	Name	Period
Step 1	selecting the relevant indicators	Q3 2019
Step 2	collecting and centralizing information by areas of specialization	Q2 & Q3 2019
Step 3	writing the general assessment of the RIS 3	Q2 & Q3 2020
Step 4	sharing with the main stakeholders	Q3 2019 & Q2 2020

Costs

The costs of this action are mainly human costs of the staff of the Regional Council to collect, analyse data and organize meetings and discussions with different stakeholders (1/4 FTE during 2 years minimum).

Funding sources

Regional Council's funding

Monitoring and evaluation

- Realization of the assessment
- Number (and type) of stakeholders involved during the process

Action 2: designing new areas of specialization for the new RIS3

Background

The socio-economic context and the regional innovation ecosystem since 2013 (date of the design of the RIS3) have evolved and the Regional Council and its partners have to update the diagnosis and review the priorities.

First of all, the regional experience of the Castilla y Leon region is particularly interesting:

The elaboration of the RIS3 of Castilla y León 2014-20 required the setting of thematic priorities on which the regional public support should focus. The Regional Specialization Pattern provided an objective basis for the selection of the priorities.

The Pattern has 3 dimensions (economic, scientific & technological). Its elaboration was based on the analysis of quantitative data obtained from statistical sources, which led to the identification of main economic macro-activities, scientific excellent areas and relevant groups of technologies. After that, the groups of technologies were analysed and fine-tuned according to the opinions of experts from industry, academia and technology centres gathered in working groups for each technology group. Finally, the defined Specialization Areas are those where there is a significant correlation amongst all 3 dimensions.

The results of the Specialization Pattern were contrasted by a group of stakeholders belonging to the quadruple helix (universities, business organizations, relevant companies and the regional administration), in order to make sure that no important information was missing, especially from a qualitative point of view.

After that, the RIS3 thematic priorities were selected with political criteria, but based on the Regional Specialization Pattern.

This practice is an interesting example of methodology to develop a decision support tool for defining thematic priorities. The practice emphasizes the combination of quantitative data and the contribution of stakeholders. It is easily transferable even if it has to be adapted to our regional context. After exchanges with the Castilla y Leon partner, one of the main lacks is that this pattern doesn't take into account the societal issues.

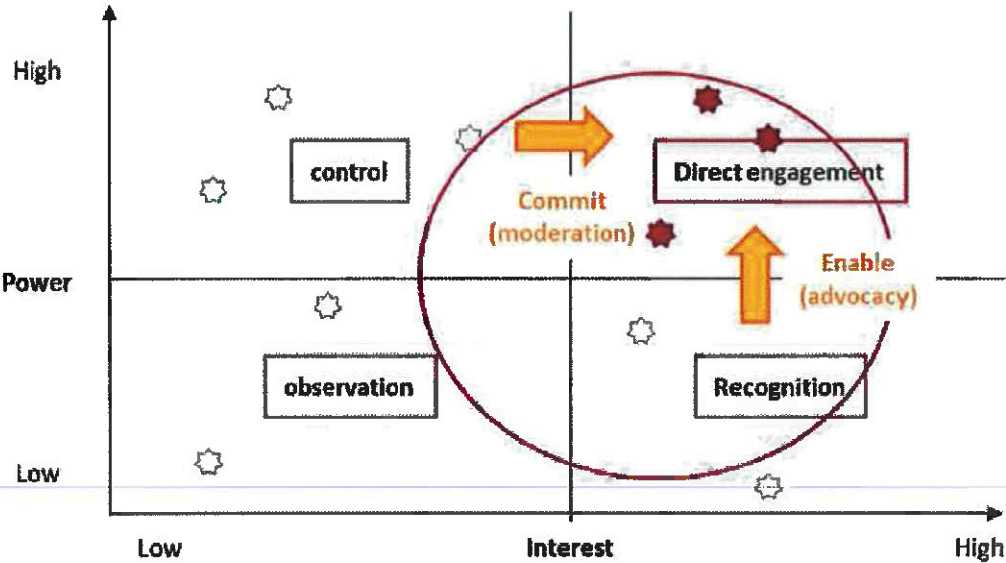
Secondly, the table for positioning Q4 helix actors is a relevant tool to select the involved stakeholders. The characteristics of each partner (influence, power, interest, relations with other actors) and their role in the process can be identified.

Table for positioning Q4 helix actors

Stakeholders	Influence / Power (Influence on Decision making / Implementation, knowledge, networks contacts, etc...)	Interest (demand, claims, preferences)	RDI Needs	Capacity of involvement in the EDP (information, consultation, involvement in monitoring ...)	Relations with the other actors	Capacity of empowerment
Entrepreneurs (Large companies)						
Entrepreneurs (SMEs)						
Entrepreneurs (start-up)						
Research institutions						
Universities						
Laboratories						
Researchers / Experts						
Institutions (State)						
Institutions (Region)						
Institution (Local authorities: City, communities of municipalities, ...)						
Intermediaries: economic development / innovation agencies						
Intermediaries: chambers of commerce and industry, ...						
Intermediaries: incubators, sciences parks, ...						
Intermediaries: technical centres						
Civil society: representative body						
Civil society: qualified personalities						

Source: author based on presentation Mr. Woiwode von Gilardi (7 March 2018, Magdeburg).

Graph : "Power-Interest Grid"



Source: PowerPoint presentation Mr. Woiwode von Gilardi (7 March 2018, Magdeburg)

Actions

- **First step** : collecting and analysis of quantitative data (data about socio-economic context and from the monitoring system)

The main sources of information (not exhaustive) are:

- Sectoral documents (hydrogen, luxury & prestige goods, food industry, health care industry) realized by the regional economic agency
- Agreement for numeric field
- Survey about innovation realized in 2016 by the Regional Council
- Roadmap of the 5 competitiveness clusters 2019-2023
- Assessment of the RIS 3

The Regional Council collects and analyses all relevant information with French State and the Public Bank of Investment. The aim is to identify the main economic activities, scientific excellent areas and relevant technologies and to define potential domains.

- **Second step** : analysing with the main stakeholders
 - Identifying the most pertinent stakeholders (cf. players involved)
 - Informing stakeholders about the reviewing of the RIS3: organisation of the first meeting (September 2019) by the Regional Council in collaboration with French State.

Informing all stakeholders about the reviewing of the RIS3, introducing some elements about the assessment of the RIS 3, suggesting the potential specialization domains (defined during the first step) and debating about them are the objectives of this meeting.

- Organising the consultation with stakeholders in order to update news areas of specialisation:
 - Organisation of a committee of innovation in September 2019 (to be confirmed)

The Regional Council leads the innovation committee. It is composed by French State, Public Bank of Investment, the regional economic agency, the Competitiveness clusters, some other clusters, Sayens (society for the transfer of technology), the Community of universities Bourgogne-Franche-Comté, the Chamber of Commerce and Industry and 2 enterprises (and other actors if necessary).

- Organisation of face to face meetings and/or small working groups in order to define precisely domains of specialisation, the value chains and identify the challenges, etc.
 - Opening of an online platform to receive all contributions of the actors of the innovation ecosystem
- **Third step** : validating new areas of specialization

The key criteria for selecting these priority activities are:

- The critical mass (enterprises, research institutes, trainings)

- The potential of collaboration (clusters)
- The existence of growth market
- The European/international position of the region

The areas of specialisation will be selected by the Regional Council (responsible of the RIS3) in strong collaboration with the French State administration and the innovation partners.

- o Presentation to stakeholders : organisation of the final meeting (committee of innovation)
- o Validation by the Regional Council

Players involved

- Responsible for the action: Directorate of Economy - Regional Council of Bourgogne-Franche-Comté

The Directorate of Economy works in strong collaboration with:

- the Directorate of Research and Higher Education and Directorate of European and International Affairs (part of Regional Council)
- French State and Public Bank of Investment

A meeting group is organised every two weeks to manage this action.

- Other actors involved :
 - 5 Competitiveness clusters (Vitabora (food industry), Véhicule du Futur (automotive), Plastipolis (plasturgy), Nuclear Valley, Pôle des Microtechniques (microtechnics) and other clusters (Agronov, Mecateam)

The competitiveness clusters are a French specificity: their objective is to foster the emergence of collaborative innovative projects between large companies, SMEs and research institutes. They are key actors for the development of innovation in the region.

- Regional economic agency: the role of this partner is to animate innovation ecosystem and to support the structuration of some fields. It will be mobilized for the definition of some value chains.
- Chamber of commerce and industry (EEN network specifically)
- Community of universities Bourgogne-Franche-Comté
- Sayens (society for the transfer of technology), Incubators
- ...

Time frame

Steps	Name	Period
Step 1	collecting and analysing of quantitative data	Q2 & Q3 2019
Step 2	analysing with main stakeholders	Q3 & Q4 2019
Step 3	validating of new areas of specialization	Q2 & Q3 2020

Costs

The costs of this action are mainly staff costs from the Regional Council and from the regional economic agency to collect, analyse data and organize meetings and discussions with different stakeholders (1/4 FTE during 2 years minimum).

The cost for the regional agency is estimated at 38 000€ (staff costs + office and administration costs).

Funding sources

Regional Council's funding.

Monitoring and evaluation

- The updating of new domains of specialization
- Number (and type) of stakeholders involved during the process

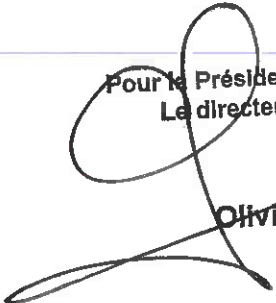
Commitment

This Action plan has been developed by the Regional Council Bourgogne-Franche-Comté, who commit themselves implement the actions envisioned within their respective capabilities

Date: 27 May 2019

Name of the organisation: Regional Council Bourgogne-Franche-Comté

Signature of the relevant organisation:



Pour le Présidente et par délégation
Le directeur de l'économie
Olivier NICOLI