Using Scenarios to Characterise Complex Policy Interrelationships: the SANDERA Project

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Project SANDERA

- **Aim:** to explore the relationship between EU strategy to move towards the European Research Area (ERA) & those EU policies focused on security research & innovation and defence research & innovation

- **Two year project** June 2009-May 2011 funded under the FP7 Socio-Economic Sciences and Humanities theme *Blue Sky Research on Emerging Issues Affecting European S&T.*

- **Partners:** University of Manchester (UK); University of Lund (Sweden); CSIC (Spain); SWP (Germany); IAI (Italy); ARMINES (France); Copenhagen Business School (Denmark); Institute of Economics, HAS (Hungary); EGMONT (Belgium).
Structure of this presentation:

- The rationale for the SANDERA project
- Characterising complex policy relationships
- Conceptualising the future tone of the relationships
- Identifying drivers of change
- Next steps
The rationale for project SANDERA
Emergence of a science & technology dimension to EU security & defence activities

- FP7 theme security research for civil and non-lethal applications

- The Specific Programme "Prevention, Preparedness and Consequence Management of Terrorism and other Security related Risks" managed by DG Justice, Freedom and Security

- The European Defence Agency research & technology agenda
The start rather than the end of policy innovation in this field

- The emergence of ad hoc coordination between the civil security research theme within the Seventh Framework Programme and the defence R&D activities of the European Defence Agency in a number of fields;

- Moves by European Defence Agency & European Commission to establish a European Framework Cooperation for Security and Defence with the aim of “maximising complementarity and synergy between defence and civil security-related research activities”

- Discussions in Brussels about the possibility of including defence-specific research in the Eighth Framework Programme (?)
The move towards the European Research Area (ERA)

• Contribute to a European internal market for research, where researchers, technology and knowledge circulate freely (“fifth freedom”)

• World-class research infrastructures & excellent research institutions

• Well-coordinated jointly programmed research activities & priorities between Member States & Commission

• Effective knowledge-sharing within Europe

• A wide opening of the European Research Area to the world

• Focus of European science, technology innovation on “Grand Challenges”

SANDERA
Security and Defence in the European Research Area
SANDERA project rationale

- These policy developments may have **potentially profound implications** for the future character of European science & technology policy.

- Parallel & separate policy to move towards the **European Research Area (ERA)**.

- Policy developments may **interact in intended & unintended ways** to affect pace & character of move towards the ERA – and capacity to meet security & defence objectives.

- **Topic has been almost entirely overlooked** by academic & policy communities – epistemic communities who continue to develop policy in “silos”.
SANDERA objectives:

- **Identify drivers of change** in the relationship between the policy areas

- **Develop exploratory scenarios** of alternative futures of the relationship between the policy areas

- **Analyse policy implications** of the scenarios & develop indicators of change

- **Stimulate dialogue** & promote stronger networking between the security policy, defence policy and S&T policy communities
Methodological challenges

- How to conceptualise the interaction between policy areas?
- How to characterize drivers of change?
- *How to work across epistemic boundaries & policy communities?*
Conceptualising the relationships between policy areas
Conceptualising the relationships between policy areas

1. Policy goals & rationales
2. Resource flows
3. Formal & informal regulation
4. Relationships between organisational actors
5. Relationships between policy communities
What are the possible future relationships between policy goals?

**ERA**
Self-governed integrative structures in Europe through large FP projects
Technology platforms to support the networking of firms and research organisations
Tighter co-ordination and cooperation among national research policies and programmes,
“Fifth freedom”
Grand Challenges

**Security R&I policy**
Mission-oriented research
Technologies & knowledge to ensure the security of citizens
Stimulate European cooperation
European competitiveness

**Defence R&I policy**
Investing more
Investing better
Investing more together
What are the possible future resource flows between policy areas?

**ERA**
Framework Programme
Joint programming (ERANet and JTI)
European Space Agency

**Security R&I policy**
FP7 Security Research
DG JLS Programme for Prevention, Preparedness & Consequence Management

**Defence R&I policy**
Member States funds managed by EDA
What are the possible future relationships between organisational policy actors?

**ERA**  
DG RTD  
DG ENTR  
Member States

**Security R&I policy**  
e.g. DG ENTR  
DG Justice Freedom and Security  
External Action Service  
High Representative/Vice President  
European Space Agency

**Defence R&I policy**  
High Representative/Vice President  
European Defence Agency  
Member States
What are the possible future relationships between policy communities?

**ERA**
European Parliament, COST & EUREKA
Technology platforms EUA; EUROHORCS EARTO; EARMA; EASAC
Think tanks & the academic community

**Security R&I policy**
European Parliament
EOS & security companies
Security RTOs
ESRIF & ERA-Net
Think tanks & the academic community
Member States

**Defence R&I policy**
The European Parliament
ASD & defence companies
Defence-related RTOs
Think tanks & the academic community
Member States
Conceptualising the future tone of the relationships & identifying drivers of change
Ideal type “tones” for relationships (1/2)

- **Indifference** - The relationship between the different properties of policy areas could be one of “indifference” where the developments of the properties in each policy area are perceived to be independent of one another or are perceived to have little impact upon one another.

- **Competition** - developments in one policy area are perceived to be in competition or actively antagonistic to one another.
Ideal type “tones” for relationships (2/2)

- **Cooperation** - a recognition by policy actors that working together may generate mutual benefits, identifying many common interests while retaining their distinctive goals, regulations and rules & largely working with separate funding mechanisms.

- **Integration** - the major properties of formerly distinct policy areas would grow together at European level. The policy areas give up some aspects of their separate identities and processes in favour of shared goals and processes in some discrete and well defined aspects of policy.
Drivers of change

Drivers that act directly on the relationship between policy areas

1. Policy goals & rationales
2. Resource flows
3. Formal & informal regulation
4. Relationships between organisational actors
5. Relationships between policy communities

Contextual drivers that act on all policy areas

Drivers specific to a policy area

Security R&I Policy

Defence R&I Policy

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Next steps

- Driver based scenario building exercise

- Identification of drivers of change building on completed desk research

- Face to face interviews with stakeholders, actors & dissenting voices

- Links with other foresight exercises – FESTOS; iKNOW (wild cards)

- Scenario workshops
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