

Leveraging EU missions in Austria

Assessing Progress Using a Novel OECD Mission Monitoring Tool

Final report
16 November 2023

OECD Mission Action Lab*

** The Mission Action Lab is an OECD cross-directorate initiative created in 2021 by the OECD Observatory of Public Sector Innovation, the OECD Directorate for Science, Innovation and Technology (STI), and the OECD Development Co-Operation Directorate.*

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Foreword

This report presents the results of the exploratory initiative conducted by the OECD Mission Action Lab with the relevant Austrian authorities and stakeholders to support the mobilisation and coordination around EU missions in Austria. A draft version of this report received valuable comments from Austrian actors involved in the five missions. A policy brief based on this initiative has been produced in Austrian by AIT and Joanneum.¹

The Mission Action Lab (MAL) is an OECD cross-directorate initiative created in 2021 by the OECD Observatory of Public Sector Innovation, the OECD Directorate for Science, Innovation and Technology (STI), and the OECD Development Co-Operation Directorate. Philippe Larrue (STI/STP), David Jonason (GOV/OPSI) and Piret Tonurist (GOV/OPSI) have been the main contributors to this report. Wolfgang Polt (Joanneum Research and Chair of the “Strategic Intelligence” Advisory Board) and Matthias Weber (Austrian Institute of Technology and Chair of the “Foresight & Citizens” Advisory Board) have provided essential support to the project design, implementation, and deliverables.

The Mission Action Lab would like to thank Christian Naczinsky, Federal Ministry of Education, Science and Research, chair of the EU Governance Group, and the other members of the MAL Demonstrator Steering group who supported the project from the outset: Brigitte Weiss and Susanne Meyer from the Federal Ministry for Climate Action, Environment, Energy, Mobility, Innovation and Technology (BMK) and Bernhard Koch from the Federal Ministry of Education, Science and Research. This action research project is experimental in nature, which has the potential for significant learning but also entails greater uncertainty. Many thanks to them for their trust and active cooperation.

The Team is also grateful to all those who have dedicated some of their time and expertise to provide inputs into this project. This includes notably the survey respondents and participants to the focus groups and final roundtable, in particular the chairs and co-chairs of the Mission Action Groups, and those who provided comments on a draft final version of this report.

The Main contributors to this report were Philippe Larrue (STI/STP), David Jonason (GOV/INDIGO) and Piret Tonurist (GOV/INDIGO), with valuable inputs from Wolfgang Polt and Matthias Weber.

¹ W. Polt and M. Weber (2023) *Policy Brief: Zum “OECD Mission Action Lab Austria”*, AIT and Joanneum, August.

1 Introduction

1.1. Context and objectives of the Mission Action Lab Austrian initiative

Austria has been acknowledged by the European Commission and the OECD as one of the leading countries in terms of engagement in the EU missions. Under the leadership of the Federal Ministry of Education, Science and Research, the government has set up a unique policy and governance framework not only for contributing to EU missions but also for leveraging EU mission dynamics in national research and innovation activities (see Box 1).

Box 1. The mobilisation and coordination of Austrian research and innovation communities around EU missions

The objective of supporting the participation of Austrian RTI actors in the five EU missions was set in the Austrian RTI Strategy 2030 and reaffirmed in the RTI Pact 2021 – 2023. This objective requires not only to gain a good knowledge of relevant activities in Austria but also to mobilise and coordinate actors around the EU missions so that they gradually become ‘embedded’ in the Austrian RTI strategic and policy framework. Against this background, the RTI departments, with close involvement of the main central research and research funding institutions and the sectoral ministries concerned, have developed a national implementation framework for EU missions. This framework is led by the ‘EU Missions Working Group’ under the roof of the cross-governmental RTI Task Force. Five working groups (“Mission Action Groups” or MAG) plan and coordinate activities in the five EU missions. The RTI Pact 2024 – 2026 will further specify the goals of the RTI Strategy 2030 for the implementation of the EU missions. Each MAG leads the commission area’s coordination, prioritisation, and development work. A key achievement of the MAGs is the development between October 2021 and June 2022 of concrete recommendations for actions to develop a mission approach in their area. These recommendations were gathered in the ‘Implementation framework for the EU missions of Horizon Europe in Austria’ led by the EU Missions Working Group.

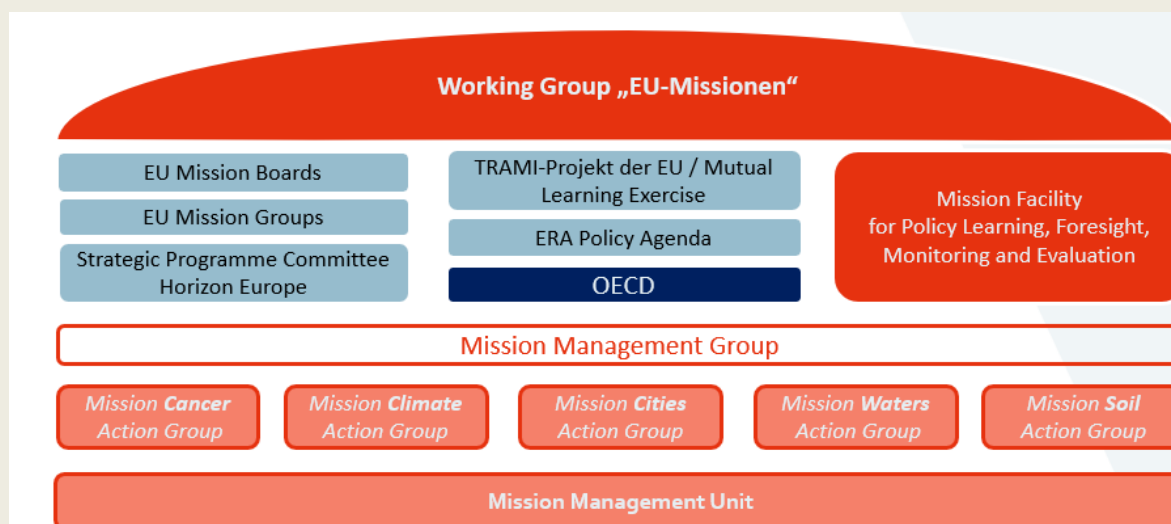
In 2023, the governance structure is expected to be complemented by a Mission Facility to support the monitoring, evaluation and improvement of missions. A Mission Management Unit was also created within the agency FFG to support the development and implementation of the Action Plans in each Austrian EU Mission. Both the Mission Facility and Mission Management Unit have dedicated budgets until 2026:

- The “Mission Facility” will encourage policy-learning among mission practitioners, it will help scanning the horizon of future developments in mission-related topics through foresight activities. The “Mission Facility” will establish a monitoring and evaluation framework for the EU

Missions in Austria and provide a regular monitoring report on the progress of the implementation of the EU Missions.

- The “Mission Management Unit” will support the “Mission Action Groups” in setting-up dedicated action plans for each EU Mission and help with their implementation. The “Mission Management Unit” will also function as administrative secretariat for the governance of the EU Missions in Austria.

Figure 1. Austrian governance structure for EU missions



Source: BMBWF and BMK (2022), More quality of life and sustainability through research and application, Implementation framework for the EU missions of Horizon Europe in Austria.

This report is dedicated explicitly to supporting these Austrian efforts to implement the five EU Missions.² In the current preparatory phase, implementation needs have been defined for the five EU Missions and possible activities have been described in the report “Austrian implementation Plan 5 EU Missions”. Thus, the actual implementation has not started, and concrete implementation plans have yet to be elaborated.

In close cooperation with the relevant Austrian authorities and stakeholders,³ the OECD Mission Action Lab (MAL, see Box 2) engaged in the support to the coordination and promotion of this initiative. This initiative aimed to provide Austrian actors involved in each mission with:

- A map to assess their current position** – a self-assessment of their progress in the mission design and implementation ‘journey’, using a framework developed specifically by the OECD to analyse missions;

² Austria also implements three national missions: Energy transition, mobility transition and circular economy. The Climate-neutral City mission is both an EU and national mission.

³ The project was supported by a steering group composed of representatives of the Federal Ministry of Education, Science and Research, the Federal Ministry for Climate Action, Environment, Energy, Mobility, Innovation and Technology (BMK) and the chairs of the two Austrian Mission Advisory Boards.

- ii) **A compass to show the way forward** – a consensus around selected options for future action to improve the mission initiative.

On the OECD side, this initiative forms part of the MAL ‘demonstrators’, i.e., real-life testing grounds for its action-oriented tools derived from its analytical work on mission-oriented policy. Based on the lessons learned from the demonstrators, the tools – such as the mission self-assessment tool developed and applied in this initiative – are improved and used in other countries’ transformative initiatives.

Box 2. The OECD Mission Action Lab

The OECD Mission Action Lab (MAL) is a joint initiative created in 2021 by the OECD Observatory of Public Sector Innovation, the OECD Directorate for Science, Innovation and Technology, and the OECD Development Co-Operation Directorate.

It brings diverse sets of international expertise to work with policymakers to establish and operationalise missions in real world contexts. The OECD Mission Action lab uses action research to work directly with policymakers on a project basis to design, refine, implement, and govern mission-oriented innovation policy. Drawing on its expertise on mission-oriented policies from different angles, it aims to better advise governments in defining, setting up and governing large-scale missions by developing in-depth knowledge, comparing practices, and issuing practical guidance addressing science and technology concerns and broader policymaking and governance issues.

By working directly with policy teams to provide tailored strategic and tactical advice, the Lab supports policymakers to overcome major mission challenges preventing them from getting started or meaningfully staying the course. In turn, the Lab seeks to leverage this work with policymakers to build the evidence base and develop adequate mechanisms and practices on how governments are working with a mission-oriented innovation approach.

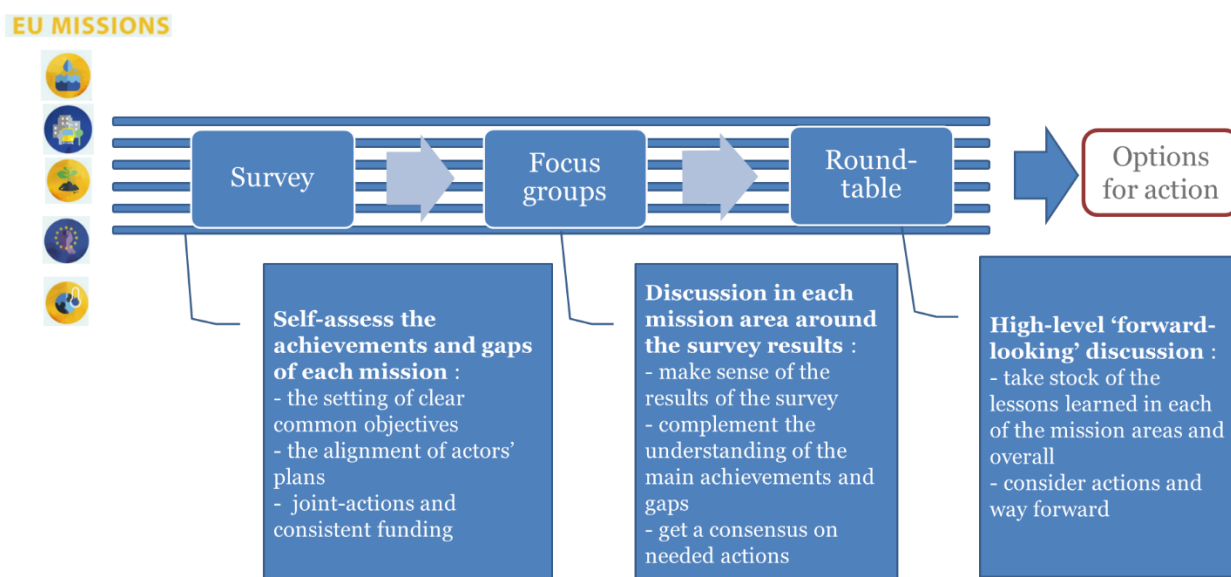
As shown by the Austrian MAL demonstrator, the MAL can be particularly helpful in develop practical tools and methods based on applied learning and iteration in-country and mission-oriented design principles. These will range from setting up missions to their implementation, for instance develop diagnostic tools and methods for assessing the needs and necessary framework conditions related to the adoption of a mission-oriented innovation approach and tracking their progress toward the achievement of their respective missions.

1.2. Method and steps

The initiative consisted of 3 main steps, as illustrated in Figure 1. In each of the 5 EU mission areas (and the overall 'All EU missions' group), a survey was sent to the Mission Action Group, the results of which were summarized and presented as the basis for a focus group discussion.⁴ These conversations, and the resulting takeaways, were then the entry point for a final common roundtable discussion in February 2023.

⁴ The Focus-Group participants were selected in agreement with the BMBWF and the respective MAGs chair and co-chairs (see the list of participants in the different Focus-Groups in Annex C).

Figure 2. Main steps of the project



The survey and the focus groups were structured along the analytical framework developed by the OECD for mission-oriented innovation policies. This framework is based on three mission functions (see the mission assessment framework in Annex D):

- **Strategic orientation** – the missions should be based on a clear and collectively developed strategic agenda;
- **Policy coordination** – the missions should offer institutional spaces and mechanisms to align the plans of the public and private actors across all silos (administrative, sectoral, disciplinary) to achieve the common agenda;
- **Policy implementation** – the missions should be implemented and monitored using a package of measures addressing in a systemic all the dimensions of the common agenda (knowledge, technology, skills, demand, infrastructure, etc.).

1.3. Content of the report

The results obtained in each mission area, previously synthesised in five notes and reviewed by each relevant MAG, have been bundled together in this final report. Following the introduction, each of the five sections dedicated to one of the EU mission areas is structured along the three mentioned mission functions. Each section starts by presenting the survey responses regarding the level of achievement of the function in the mission area.⁵

Using this framework, the four mission notes focus on the extent to which, and under which conditions, the policy and governance framework set up by Austrian authorities around the EU missions has been instrumental in:

⁵ The corresponding graphs are provided in annex B.

- Developing a collectively relevant and legitimate strategic agenda, with clear objectives and targets (Strategic orientation);
- Aligning the plans of the public and private actors towards the common objectives (Policy coordination);
- Implementing and monitoring all needed policy and regulatory measures systemically to achieve the common objectives (Policy implementation).

The main self-assessment questions corresponding to each of the three mission functions are presented in Table 1.

Table 1. Main self-assessment questions by mission function

Mission function	Main self-assessment questions
Strategic orientation	<ul style="list-style-type: none"> • Does the mission provide effective strategic frameworks that can federate and guide action? • Is the mission guided by clear and well-informed orientations, formalised in objectives, with measurable targets and milestones? • Is the mission supported by high-level political and administrative support and relies upon on a consensus among a wide group of stakeholders regarding the need and relevance of the mission?
Policy coordination	<ul style="list-style-type: none"> • Does the mission provide an effective governance framework to coordinate research and innovation efforts? • Are public authorities' plans coordinated across different policy fields and levels of government to achieve the mission? • Are research and innovation activities driven by well-understood needs and demands from society and/or the business sector?
Policy implementation	<ul style="list-style-type: none"> • Does the mission provide effective frameworks for cooperation? • Are diverse and consistent set of policy interventions (technical, financial, regulatory, etc.) combined to operate together and achieve the mission? • Do public and private stakeholders commit and integrate commensurate resources over several years to achieve the mission?

Each mission section presents a list of diverse actions evoked during the focus groups or derived from these discussions. These should not be taken as recommendations but as inputs into discussions to be held in the context of the MAGs and the EU mission WG.

Finally, a last section draws implications regarding options for action to strengthen the mobilisation of the relevant Austrian research and innovation communities in the five EU mission areas. Here also, these options should be considered tentative and deserve additional work, especially concertation to be operational.

This MAL Demonstrator aimed to provide the Austrian EU missions with a 'mirror' so that they can collectively assess where they currently stand, what has been achieved and what remains to be done, to hold informed discussions about the next steps. The fruitful exchanges between participants during the Roundtable appear to show that it has already started and bode well for the future of this initiative.

2 The Austrian EU Cancer mission

The main goal of the ‘Cancer’ EU Mission is to improve the lives of more than 3 million people by 2030 through prevention, cure and for those affected by cancer including their families, to live longer and better. Its efforts are joined by the Europe’s Beating Cancer Plan, representing € 4 billion of funding.⁶

The Cancer MAG represents the Austrian cancer community with representatives from science, business, patient care, nursing, public health, healthcare providers, patient organisations and health economists. It was constituted in 2021 and met 5 times up to May 2023.

Challenge and opportunity of the Austrian EU Cancer mission

The challenge of the national implementation of the Cancer Mission is to dovetail the interface between health care and research more closely and to focus research more on medical needs. In the field of health research, the topics and innovations are traditionally strongly driven by research, which means that potential implementation in the health system initially receives less attention and is only considered relatively late in the innovation chain. In Austria, this situation is reinforced in particular by the bottom-up research funding landscape, which is strongly driven by ideas.

Source: Implementation framework for the EU missions of Horizon Europe in Austria

The main results of the survey and discussion in the focus group in this mission area are presented in Table 2.

Table 2. Main results of the survey and focus group in the Cancer mission area

Challenges	Achievements
<ul style="list-style-type: none"> Limited directionality: broad objectives and little targeted research funding in health Difficult priority-setting process: sensitive trade-offs between different objectives (detection, prevention, quality of life) Very limited budget for research in the Ministry of Health, focus on operational responsibility for the overall health of the population Fragmented governance and funding structures not adequate to apprehend in an integrated way cancer prevention, diagnostics and clinical treatments, as well as competences and quality of life 	<ul style="list-style-type: none"> The cancer MAG is the first attempt to initiate a systemic approach in the cancer area, aiming to link research to the other needed action to address cancer issues <i>“It is maybe too early to claim that there is a national Cancer mission in Austria, but the conditions are now all there, pending the decision regarding the funding for implementation”</i> Potential to use the mission action group and its growing momentum to generate general public and political attention to the need for better coordination of activities within the cancer field

⁶ https://research-and-innovation.ec.europa.eu/funding/funding-opportunities/funding-programmes-and-open-calls/horizon-europe/eu-missions-horizon-europe/eu-mission-cancer_en

2.1. General characteristics of the Cancer mission area

One characteristic of the Austrian health research funding system is that it is not designed to focus on specific topics, but instead proposes broad and non-targeted financing, notably through the institutional funding of Medical Universities, other academic research institutions, as well as projects funded by Austrian research funding agencies.

There are hardly any specific funding programmes for health research (exception KLIF for clinical research (FWF), clinical research groups and Ludwig Boltzmann Institutes (LBG), AAL – Ambient Assisted Living and Austrian Life Sciences Programme (FFG)), which has been a limiting factor for Cancer research

Overall, this area is characterised by a significant level of fragmentation between the actions of the different public authorities.

Since the Austrian Cancer mission started only a year ago the precise strategic agenda with planned milestones are not yet well-defined, but this is currently in the works. However, the concept of the mission is clearly established in this area and there is a strong consensus in the Cancer MAG regarding the objectives to pursue and actions to carry out. This includes notably also the federal states, which are very interested in and supportive of the cancer mission.

There is a history of EU guidance in the cancer area, for instance recently on screening standards, to help set the national agenda for implementing research results, lending credibility to the mission.

2.2. Strategic orientation in the Austrian Cancer mission

Box 1. Main survey results – Strategic Orientation

- Overall, respondents indicate that the Cancer mission provides an effective framework for collective action towards common objectives (83% of respondents agree or strongly agree that this is the case).
- Furthermore, these objectives appear very relevant to Austria's needs and capabilities (highest self-assessed relevant of all 5 EU mission areas).
- However, like in all other mission areas but for 'Cities', the mission does not yet have a significant structuring effect within organisations, as to influence their internal agendas.
- The objectives of the mission are perceived as mostly relevant, ambitious, and inspirational, although generally less so than the other missions. Still, 44% of respondents perceive a need to increase the level of boldness of these objectives.
- These objectives are not yet supported by clear targets and a fully-fledged strategic agenda. Respondents call for efforts in that respect. In particular, and similarly to other mission areas, a well-developed and operational strategic agenda is called for by 72% of respondents.
- Only half of the respondents consider that the mission received high-level political and administrative back-up and 83% of them consider that this support should be increased (above the '5 missions' average).
- Like in other missions, a relatively low proportion of respondents (39%) consider that the mission benefits from a strong stakeholder consensus regarding its necessity. 61% of respondents call for a broader and stronger consensus.

There are sometimes conflicting interests in agenda setting in this mission area: government priorities on detection, prevention, and quality of life can at times clash with the interest of industry to develop and market novel treatments. Therefore, a higher level of political commitment across policy fields and policy levels is needed.

The Federal Ministry of Health (MoH) does not have a research budget. It only has a small budget for feasibility studies and the like. It can therefore only seek synergies with EU health funding or find agreements with R&I funding ministries.

Missions are expected to go well beyond research. However, in Austria, there are no instruments to fund the full spectrum from research to system implementation.

The orientation towards excellence in research is not an issue in itself. There is still a need for new fundamental knowledge on cancer. The main problem lies in the overall focus on basic lab-based research and clinical areas, as opposed to health systems, implementation, and patient/citizen-oriented research. This focus may be counter to the ambitions of the mission, which is pursuing a more holistic approach to addressing cancer.

Selection of open text comments:

Too many topics, need to focus on prevention and early diagnosis

Imbalanced emphasis on R&D without regard for long-term implementation in the health system; need to set measurable short-, mid-, and long-term goals

Regional political support is also needed to meet the goals of the Mission

Political interferences - intersectoral cooperation might be strained by upcoming general elections in 2024

Participative research efforts are needed to include citizens' perspectives, which are not reflected in the Mission Action Plan. It should be one of the main priority of the mission.

The fragmented nature of health care requires consensus of many stakeholders; Need periodic, regular, transparent communication of efforts with all relevant stakeholders in the health system

2.3. Coordination of the Austrian Cancer mission

Box 2. Main survey results – Policy Coordination

- Slightly under half of respondents (44% - below most of the other mission areas) agree or strongly agree that the mission provides an effective tool to coordinate Austrian efforts with the EU missions.
- Like the Soil and Waters EU missions, the Cancer mission does not benefit from any linkage to any national missions (energy transition, mobility transition, circular economy, climate-neutral cities).
- Inter-ministerial coordination within the Cancer mission area is assessed as lower than in other mission areas (only 39% of respondents agree or strongly agree that the mission allows to align the plans of different ministries and agencies; 61% consider this should be improved)
- Only about a third of respondents consider that the mission significantly supports the coordination between federal and provincial levels, and 78% consider that there is a need to strengthen the mission's ability to align the plans of public authorities across levels of governance.
- About half of respondents consider that the mission helps coordinate interventions throughout the innovation chain and between generations of solutions (shorter/longer term).
- 89% of respondents highlight the need to strengthen the coordination and linkages between the support of research and the support to deployment of available solutions (well above the other mission areas except for Waters).

The Mission Action Group is an open forum which now includes about 50 individuals, with broad representation that assembles research, public sector and industry. According to one focus group participant, one of the main added values of the mission is that people representing the different 'cancer competencies' want to work together.

It is maybe too early to claim that there is a national Cancer mission in Austria yet, but the conditions are all there, pending the decision regarding the funding for implementation. A wide-scoping, systemic, cancer research and innovation initiatives would already be a success, paving the way towards a formal 'national' cancer mission.

The fragmentation of the healthcare system and its funding is a challenge for the mission which seeks to bridge research and implementation. The Ministry of Health (MoH) is focused on its operational responsibility for the overall health of the population and has almost no budget or responsibility for health research (only some budget for some studies). Furthermore, it has little margin to shift or reprioritize funding toward health research.

While cancer is one of the most research-intensive areas, the mandate of the Ministry of Health currently includes the long-term implementation of the research results (as set out more generally in the National Cancer Framework), not the production of new knowledge and research data. Combining the Ministry of Health and its agencies' experience and sectoral health data with research knowledge and data would be instrumental for raising the impact of health-related measures.

The Ministry of Health is therefore focused on health administration and implementing cancer policies with other health system partners,, while the Research Ministry is focused on funding research but not the implementation of its results, which creates a significant gap between research and implementation. Bridging this gap presents an important 'raison d'être' for the mission. Overall, the ultimate goal is to

implement the overall Mission priorities, and streamline translational research in multiple areas of the cancer continuum.

It is also of course important to keep in mind that cancer research and innovation do not happen in a vacuum. More money for cancer could mean less money for other medical research areas, at least as long as institutional funding (not to speak of specific programmes) remains stable.

Selection of open text comments:

Need to establish an academic and administrative advisory group coordinating all issues regarding horizontal and vertical connectivity

Working in silos weakens the success from the cancer mission. Need to be understood that we must act and INTERACT with the engagement of all stakeholder groups

Involve the industry sector right from the beginning, no restrictions to academic research

Involve all stakeholders and different groups of interest (regional level) right from the beginning

2.4. Implementation in the Austrian Cancer mission

Box 3. Main survey results – Policy Implementation

- Like in other missions, the ratings on implementation are low, which is consistent with the current stage of development of missions.
- About half of respondents consider that the mission provides an effective framework to support cooperation/joint actions between policy bodies, and about a quarter that it does so between research organisations.
- A third of respondents agree or strongly agree that the mission allows to better integrate the different types of interventions in a consistent package to concur to realise the shared objectives, the lowest score of all mission areas.
- Like in all mission areas but the climate-neutral cities mission, public authorities do not yet use mission-related project management practices (such as portfolio management, hands-on management of activities).
- 89% of respondents believe that the public and private funding are insufficient and that there is a need for greater and longer-term financial commitments to support its implementation.

Focus group participants agree that having a formal 'national Cancer mission' would greatly benefit this area. However, the current situation regarding cancer is still far away from being mission-like. The mission framework could be very effective in supporting concerted action around shared agendas. The mission action group and its growing momentum is instrumental to generate attention to the need for better coordination of activities and, more generally, collective action within the cancer field. Mission actions that aim to inform, coordinate, or implement cancer-related research projects/results will need to involve all relevant stakeholders, on all levels (federal and lower levels, notably the provinces).

A high-level dialogue at the European level, acknowledging for instance the need for specific action to bridge funding gap, would be beneficial to the mission in Austria as well. Including health in the European Semester could also help raise cancer issues higher on the political agenda.

Cooperation is hindered by the tendency for siloes and not wanting to share information in this area. Some research organisations are seen as looking too much for their specific advantages and do not want to share knowledge.

Selection of open text comments:

Needs substantial funding to develop needed infrastructure and improve care pathways, as well as more funding for cancer research (especially in rare cancers with no treatment options)

Need clear distinction between clinical and research-focused funding to avoid cross-financing between sectors

Strong commitment from all sides for getting the goals for implementation financed

Financial gap between the academic and non-academic hospitals will weaken research efforts by undermining time and focus of clinical scientists as well as hospital-based researchers

2.5. Needs for actions to improve the Austrian Cancer mission

These proposed actions are focused on the process and governance of the Austrian Cancer mission. Substantive recommendations are available in the Implementation report.

1. Commit funding for the implementation of the mission.

The first stage has resulted in a solid consensus of the community on the need for a mission approach in this area. The group is optimistic that, if support and funding are made available by the government, the mission will be able to build on the developed consensus on actions needed and reach practical results. Strong support from government and financial commitment will be key for the mission success. Formal approval from the federal government of the necessary funding is seen as essential for moving forward with national implementation of this EU mission in Austria as well as planned feasibility studies. Interest for the mission is high within the research community, exemplified by the pressure on the EU mission's first calls for proposal. There is a clear opportunity to build on this interest, as well as that shown by certain Länder when informed in November 2022.

2. Ensure a clear and ambitious political agenda and a strong political commitment for the adoption of a systemic approach to cancer

The experience with the mission to date, which goes well beyond research, has confirmed that working in an integrated way cancer prevention, diagnostics and clinical treatments, as well as competences and quality of life, is essential. However, the current structure and funding of the health system is not adequate for this.

3. Set up adequate support structures for the long-term implementation of cancer research results

These structures include for instance clear objectives, a framework for allocating responsibilities (including by changing the existing regulations that define the roles of the different actors) and infrastructure (such as in the form of a 'Cancer hub'). If research results are to be sustainably implemented in the health system, all health system partners need to be involved due to the need for consensus (including the Provinces' health funds, as well as the Social and Health Insurance Funds).

4. Bridge the gap between the actions and funding of the Ministry of Health and those of the Ministry of Research.

A significant part of cancer research is financed from the general research funds of medical universities and research hospitals, so it is important to better link the different funding streams. In addition, regional authorities should be involved in the holistic coordination structure to be set up.

5. Create more linkages and information streams between the Austrian EU missions and other EU programmes

These programmes include for instance Innovative Health Initiative and EU4Health. More structures for cooperation could help promote an exchange so that they can build on each other. Currently, there is hardly any reference to these programmes in Horizon Europe.

6. Create a new administrative advisory group (next to a scientific one) assembling relevant entities able to allocate funding to all types of cancer research (e.g., prevention, treatment, healthcare, etc.) in a more integrated way

Funding is often un-coordinated and all too fragmented, in Austria and on the European level as well. In screening for instance, there is a need for long term financing to ensure coordination between centres.

7. Engage regional level public authorities in the Austrian EU cancer mission

This was less necessary before objectives and an implementation plan were developed, but provinces have been kept informed of mission progress. Now, building on the work done to date, it is possible to strengthen their involvement in the mission.

8. Share learnings from and promote exchanges between health and cancer-related mission-oriented initiatives in other national contexts, as relevant.

9. Improve the integration of studies relating to all relevant parts of the cancer continuum (including clinical studies) in mission agendas.

3 The Austrian EU Soil mission

The main goal of the Mission 'A Soil Deal for Europe' is to establish 100 living labs and lighthouses to lead the transition towards healthy soils by 2030. Life on Earth depends on healthy soils, yet it is estimated that between 60 and 70% of EU soils are unhealthy. The EU missions seeks to address this challenge through 8 mission objectives, such as the prevention of erosion, the reduction of soil pollution and improvements in soil structure.⁷

These separate objectives are of varying relevance to Austria, with for instance desertification not being a cause for concern as opposed to the issue of sealed soil, which account for just over 40% of land used in Austria. It is worth mentioning that Austria has concurrently been in the development phase of a national "Soil Strategy".

The Soil MAG, which includes representation of a wide range of areas of expertise and stakeholders within the Soil space.

Challenge and opportunity of the Austrian EU Soil mission

The responsibility for soil protection in Austria is regulated very differently. Soil protection on agricultural soils is the responsibility of the federal states, as are spatial planning agendas, while soil protection on forest soils is the responsibility of the BML. The BMK is responsible for the law on contaminated sites and waste, as well as climate and environmental protection. This is not a complete list of all legal matters relevant to soil, but it is intended to show that there is no uniform responsibility for soil protection and therefore no authority can be solely responsible for implementing the recommendations. [...] The implementation of the recommendations usually requires more than one actor or person responsible.

Source: Implementation framework for the EU missions of Horizon Europe in Austria

The main results of the survey and discussion in the focus group in this mission area are presented in Table 3.

https://research-and-innovation.ec.europa.eu/funding/funding-opportunities/funding-programmes-and-open-calls/horizon-europe/eu-missions-horizon-europe/soil-health-and-food_en

Table 3. Main results of the survey and focus group in the Soil area

Challenges	Achievements
<ul style="list-style-type: none"> • No strong and binding national soil targets • Lack of 'problem pressure' and sense of urgency • No Soil national mission • Low political attention and support • Difficult priority-setting process: sensitive negotiations between federal-province-city levels • Difficult priority-setting process: sensitive trade-offs • Difficult translation of research knowledge and questions in local language accessible to citizens and farmers • Mission still too focused on research, insufficient broadening towards sectoral policy and regulatory authorities in the mission (CAP,...) • Fragmented funding structure not fit for systemic approach ("soil issues cover much more than just soil") 	<ul style="list-style-type: none"> • First attempt to initiate a systemic approach: "the mission strengthens and broadens the established networks, both across policy fields and across levels of governance. Ad hoc linkages already existed but were mainly established within different projects. The mission makes vertical and horizontal coordination more general and systematic." • Relevant pragmatic approach, has led by example rather than by rules and regulations (e.g. Soil living labs)

3.1. General characteristics of the area

Setting targets in terms of number of living labs is a relevant approach that allows a broader engagement of actors in demonstration activities rather setting stringent regulations or individual incentives. In this area, it is particularly important to support actors in the setting of their own objectives, a top-down approach will not work.

The mission provides an opportunity to address soil issues in broader, more systemic policies. Soil issues cover more than just soil: soils are about food, clean water, biodiversity habitats, landscape, carbon stocks...

A sense of urgency is key for triggering mission action. However, in the soil area, 'problem pressure' is considered too low.

3.2. Strategic Orientation in the Austrian Soil Mission

Box 1. Main survey results – Strategic Orientation

- The soil mission provides an effective framework for collective action towards common objectives that are relevant to Austria's needs and capabilities. 91% of respondents agree or strongly agree that this is the case.
- However, the mission does not yet have a significant structuring effect within organisations, influencing their internal agendas.
- The objectives of the mission are ambitious and inspirational; there is not a strongly perceived need to increase the level of boldness of these objectives.
- These objectives are not yet supported by clear targets and a fully-fledged strategic agenda. Respondents call for efforts in that respect. In particular, as in other mission areas, a well-developed and operational strategic agenda is called for by 86% of respondents.
- Only half of the respondents consider that the mission received high-level political and administrative back-up, and 77% of them consider that this support should be increased (above the average of the five missions).
- An even lower proportion of respondents consider that the mission benefits from a strong stakeholder consensus regarding its necessity. 59% of respondents call for a broader and stronger consensus.

The soil mission does not benefit from already existing national targets as clear, legitimate and binding as in the climate change adaptation area.

There is no real meaningful consensus at the political level, probably due to fragmented responsibilities and the intensive treatment of the topic in the common agricultural policy. In a fragmented policy area, decision-makers primarily look at their individual needs and areas of interest.

While all stakeholders easily agree on general soil-related objectives, it is very difficult to agree on targets that involve very sensitive negotiations between different levels of governance (see the example of the negotiations between provinces and cities on the land take or the distributed governance responsibility on the matter of soil protection/soil fertility).

This area is characterised by a rather complex landscape of objectives with multiple targets.

While there is a clear target at the EU level (100 living labs and lighthouses in the EU to improve soil health by 2030), the Austrian national contribution to this objective will depend on the selection of the living labs and lighthouses at the EU level.

Selection of open text comments:

Citizen engagement should be considered, including with several relevant citizen groups. Citizen science awards or Sparkling Science projects could be useful

Important to make sure that all actors are on board, including different citizen groups

Politicians and (some) administrators do not take the urgency of the problems seriously, instead giving priority to political interests

There is no real meaningful consensus at the political level.

The mission does not benefit from strong political support

3.3. Coordination of the Austrian Soil mission

Box 2. Main survey results – Policy Coordination

- The mission provides an effective tool to coordinate Austrian efforts with EU missions.
- Interministerial coordination with the soil mission area is high and higher than in other mission areas (77% of respondents agree or strongly agree that the mission allows to align the plans of different ministries and agencies)
- Slightly more than half of respondents consider that the mission significantly supports the coordination between federal and provincial levels (which is higher than in the other mission areas except for climate-neutral cities).
- The coordination of interventions throughout the innovation chain and between generations of solutions (shorter/longer term) in the soil mission area is among the highest.
- Overall, the need to strengthen coordination is not considered among the highest priority ('only' about 50 to 60% of respondents agree or strongly agree that the different types of coordination should be strengthened– within the range of the 'all-missions' average).

The mission has brought more vertical and horizontal coordination to the upper level, making it more general and systematic. The mission strengthens and broadens the established networks, both across policy fields and across levels of governance. Ad hoc linkages already existed but were mainly established within different projects.

Vertical coordination in the soil area is a key issue in Austria, since soil-related issues is a provincial responsibility, and the federal structure can hinder the necessary cooperation and implementation of solutions to urgent problems. The mayors are also very important because they are the ones who will have to implement the targets concerning spatial planning. The coordination between the national and provincial levels has gradually improved, notably with the creation of an Advisory Board of Soil Fertility / Soil Forum. This mission is an opportunity to build on these progresses to improve the coordination between different levels of governance.

Regarding horizontal coordination, the mission also provides space for discussing how to increase the level of cooperation between the different actors present in the soil area, particularly between the scientific research activities and implementation at local level. Various EU measures are initiated but not coordinated at neither EU nor Austrian level, leading to initiative overlap.

Selection of open text comments:

Important to get all key players onboard and to better coordinate their endeavours

Crucial but difficult to reach the provincial/regional level

Need to include the Climate Ministry

Need to strengthen existing platforms and introduce tools for cross-sector cooperation

3.4. Implementation in the Austrian Soil mission

Box 3. Main survey results – Policy Implementation

- Like in other missions, the ratings on implementation are significantly lower than for the strategic orientation and policy coordination, which is consistent with the current stage of development of missions.
- The ability of the mission to support cooperation/joint actions between policy bodies or between research organisations is in the average of all mission areas or slightly above.
- 64% of respondents agree or strongly agree that the mission allows to better integrate the different types of interventions in a consistent package to concur to realise the shared objectives, which is above all other mission areas but for the climate-neutral cities mission.
- Like in all mission areas but the climate-neutral cities mission, public authorities do not yet use mission-related project management practices (such as portfolio management, hands-on management of activities).
- There is a strong agreement that the public and private funding are insufficient and there is a need for greater and longer-term financial commitments to support its implementation.

The mission provides a useful coordination framework. However, they need to be followed by action (e.g. in terms of funding, supra-regional planning, portfolio management, etc.).

While different public authorities actively engaged in the development of the objectives and plans of the mission, cooperation in implementation (for instance, through joint actions) is lower than for aligning plans (coordination) and setting broad common objectives (strategic orientation).

Public funding is still directed towards traditional activities, focusing on research excellence.

Selection of open text comments:

Challenging administrative structure. Need for integration at the local level (political, legislative, administrative)

Abstract ambitious goals are contrasted with locally-specific complex implementations which must take social, cultural, societal, economic and environmental aspects into account.

Important to get all key players onboard and to better coordinate their endeavours

3.5. Needs for actions to improve the Austrian Soil mission

These proposed actions are focused on the process and governance of the Austrian Soil mission. Substantive recommendations are available in the Implementation report.

- 1. Need for national funding for mission implementation and for clear commitments from the relevant institutions (ministries, provinces, stakeholders)**

- 2. Use the mission framework to translate the knowledge resulting from research activities into results and guidance on soil management and protection that can be understood by farmers and other non-researchers, especially at the local level.**

This would also support stronger public engagement in the mission, which is now considered insufficient. For enhancing access to and understanding of EU programmes, translation into local/national languages would be useful.

- 3. Improve the cooperation and mutual understanding of researchers and farmers, and in general, pay more attention to the needs of farmers and citizens.**

This could be done by undertaking activities that make the link between research activities on soil and the broader public, in particular, the farmers and citizens. Despite its systemic perspective, the mission is still too focused on research. There are some activities bringing together the research, practitioner, and education communities, including as part of the Common Agricultural Policy (CAP), but these activities should be increased and aligned with the mission.

- 4. Strengthen the coordination at a high administrative (e.g., Director General) and political level, also addressing matters of budget allocation.**

The MAG improves the coordination at the mid-management level and gives new momentum to the governance of soil-related policies. This needs to be complemented by coordination at a higher level.

- 5. Consider the continued involvement of, and adequate coordination with, BMK in the mission, which is responsible for major parts of environmental programmes and regulations.**

The experts from BMK have been significantly involved in the mission working group from the beginning. It is essential that this engagement continues, including with the sectoral parts of the ministry.

- 6. Reflect on how to practically connect the mission to the Common Agricultural Policy (CAP) and leverage some of its components**

This includes notably the 'innovation' component of the CAP.

- 7. Integrate the regulatory dimension in the mission to also support changes in landowners' behaviours, as needed.**

In certain cases, regulation of land use could be an effective instrument to support the mission.

- 8. Broaden the coordination framework to include more sector-specific institutions, hence extending coordination beyond the 11 central research institutions.**

- 9. Commit to a higher level of funding and diversify the funding streams with different funding modalities and rules.**

New 'linkage' activities will require additional funding; they cannot be financed only with research budgets. There could also be some repurposing/reallocation of funding towards these activities. There is also a need for different funding instruments that can integrate different sectors and disciplines. The 'joined-up initiative' called for is hardly possible with distinct funding streams, as is the case today. Finally, research funding procedures should be made more flexible. Currently they are too rigid to allow the involvement of other types of stakeholders in the process.

- 10. Ensure that the public organisations (agencies, operators, research institutions) have the necessary staff in number and skills to implement and monitor the missions**

As long as capacities and capabilities are limited, authorities can hardly handle any additional 'mission' activities.

4 The Austrian EU climate adaptation mission

The main goal of the EU Mission “Adaptation to Climate Change” is to provide support to accompany at least 150 European regions and communities in building resilience against the impacts of climate change by 2030. The Mission aims to contribute to the implementation of the EU’s adaptation strategy by helping regions to better understand current and future climate risks, develop pathways for better preparedness, and to test and deploy on-the-ground innovative solutions.⁸

The climate adaptation MAG brings together various experts and representatives from key stakeholders and communities. It was constituted at the end of 2021 and met four times up to May 2023.

Challenge and opportunity of the Austrian EU climate adaptation mission:

The challenge and, at the same time opportunity of the mission lies in improving or strengthening the cooperation between policy (for climate protection, biodiversity, agriculture, forestry, water management, etc.), research (RTI) and education and to network the areas much more closely.

Source: Implementation framework for the EU missions of Horizon Europe in Austria

The main results of the survey and discussion in the focus group in this mission area are presented in Table 4.

Table 4. Main results of the survey and focus group in the Climate adaptation mission area

Challenges	Achievements
<ul style="list-style-type: none"> • Runs parallel to and needs to find a fit with established initiatives • Weak or ambivalent support at the ministry level, which does not prioritise adaptation • Local governments are heterogenous and often have insufficient capacity for involvement in mission • Difficulty inducing collaboration and alignment of different ministries, agencies and levels of governance) • Challenge for researchers to find their place and incentives in large-scale short-term action-oriented projects • Investments will need to be attracted from outside STI 	<ul style="list-style-type: none"> • Successful in bringing together different actors to develop a common viewpoint on challenges and priorities in the implementation plan • Now well-positioned to start defining concrete and operational targets and milestones (which ~25% believe are missing) • Has brought the need for implementation-oriented research into focus • Has sought to bridge the impact gap between research and policy at the federal and local level (i.e. regional climate adaptation labs) and address the lack of funding for transdisciplinary projects

⁸ https://research-and-innovation.ec.europa.eu/funding/funding-opportunities/funding-programmes-and-open-calls/horizon-europe/eu-missions-horizon-europe/adaptation-climate-change_en

4.1. General characteristics of the Climate adaptation mission area

Austria already has a national Strategy for Adaptation to Climate Change in place since 2012 (revised in 2016) with strong political backing at the federal level. There are several links between established strategies or programmes and the mission, and some recommendations of the MAG have already been included in strategy-relevant plans. However, there is a need for stronger integration.

There are also many other ongoing activities in this area, including climate change adaptation models that were in place at the regional level before the mission (Austrian Programme KLAR!).⁹

This enriches the mission but is also a source of difficulty as its needs to position itself in these pre-existing activities in this area.

4.2. Strategic Orientation in the Austrian Climate adaptation mission

Box 1. Main survey results – Strategic Orientation

- Like in the other mission areas, most respondents agree or agree strongly with the overall statement that the AT-EU Climate mission provides an effective framework for collective action towards common objectives (71%) and that these objectives are relevant to Austria's needs and capabilities (71%).
- About half of the respondents consider that it also has a structuring effect on their own organisation's activities.
- 62% believe the mission is guided by ambitious and inspirational objectives, which is lower than any other areas. Correspondingly, half of the respondents call for bolder or more inspirational objectives.
- Only a quarter of respondents believe these objectives to have been translated into clear and realistic targets and milestones, which 57% (largely in line with the other mission areas) believe needs addressing.
- Like in the other areas, a majority of respondents (81%) believe the mission needs a more fully-fledged operational strategic agenda.
- About half of the respondents consider that the mission received high-level political and administrative support. An equal share considers that this support needs increasing.
- A lower proportion of respondents (38%, in the range of other mission areas) consider that the mission benefits from a strong stakeholder consensus regarding its need and relevance. 57% of respondents raise the need for a broader and stronger consensus, marginally less than in the other missions.

The work within the Climate adaptation mission started with consultations within the mission action group to identify a common viewpoint and strategy, then seeking approval of the ministries. The mission work during this phase involved individuals from a variety of fields, mainly science and academia, but also from the state level, NGOs, education, etc. It has thus succeeded in bringing many stakeholders together to identify the state of play. Some of the identified actions needed can be addressed through the Mission, and some by other vehicles, such as the Austrian Climate research programme.

⁹ https://klar-anpassungsregionen.at/fileadmin/user_upload/Downloads/FactSheet_en_2023_final.pdf

According to participants, the legitimacy of the Austrian climate adaptation mission is largely derived from the EU level, which is both a strength (potential to link to the EU level) and a weakness (not always easy to align with ongoing national activities).

Survey respondents raise some frustration in that climate adaptation (and mitigation to a lower extent) are a lower political priority than status quo-upholding economic and business interests.

Ministry support is perceived as relatively weak or ambivalent. It is seen as unsure in what extent and how to support the mission. The Climate mission is thus seen as being neglected (adaptation being seen in an “add-on”) in comparison to the mitigation-focused Climate-neutral Cities mission, which lies closer to the ministry’s core mandate and is therefore given more support and attention.

The perceived interplay between adaptation and mitigation priorities was a recurring topic during the focus group discussions. While these priorities can clash, there is a sense that such interconnected issues should reinforce one another. Yet, some differences require differentiated approaches: the political support for climate change adaptation is perceived as lower, measuring climate adaptation is perceived as more challenging than measuring mitigation, and regions are seen as more heterogeneous actors than cities.

While this is not at the core of the mission, it was also mentioned that these efforts should not lead to overlook the need for further research regarding climate, notably interdisciplinary research to better understand the connections between different aspects of climate as well as further improvement of climate models and other frequently used datasets.

Selection of open text comments:

We need implementation, action research and transformative research. Bringing knowledge into action is key

The national strategy for adaptation to climate change (with strong political backing at the federal level) is not necessarily directly related to the Mission. Thus, two parallel worlds exist

Danger of looking only at the organizations named in the Research Funding Act and neglecting broad inclusion. E.g. no clear role for SSH and social innovation

Mainly RDI actors are involved in the Mission, but it needs the involvement of local authorities from all levels (local to regional), as well as other federal and provincial-authorities that can implement actions (Water-utilities, City-planning, etc.)

4.3. Coordination of the Austrian Climate mission

Box 2. Main survey results – Policy Coordination

- Less than half (43%) of respondents agree or strongly agree that the AT-EU Climate mission provides an effective tool so far to coordinate Austrian efforts with the EU mission.
- Again, respondents are split on whether the mission is useful to align its own organization's activities to the EU mission (43%), lower than the corresponding ratio for the other mission areas.
- Inter-ministerial and agency coordination effects are also at this stage perceived by about half of the respondents. The same share consider that the mission supports the coordination between different levels of governance (notably between federal and provincial levels).
- Thus, a majority sees a need to strengthen the mission's ability to align the plans of different ministries and agencies (67 %), and across different levels of governance (71%).
- A smaller portion of respondents than in the other mission areas considered that the Climate mission helped focus R&I activities on well-articulated societal needs and demands (38%), or helped coordinate interventions between generations of solutions (33%). Half of respondents raised the need to address both these capacities.

The coordination effect is perceived by survey respondents as significantly weaker in the Climate mission than in the other Austrian mission areas.

The mission has sought to address a perceived gap between research and academia (as well as between disciplines) on the one hand and the policy world at both federal and local level on the other hand.

While there is a high level of awareness on a regional level that action on adaptation is necessary, it has not been sufficient to bridge the work of scientists and local government. Big cities might have the resources to drive these transitions, but not rural regions. To address this, an initiative for regional climate adaptation labs has been developed, and there is now a first call open to provide funding for 5 years, with a potential extension of an additional 5 years. This is seen as a promising development, since the labs are deeply rooted in the regions themselves. It provides practical support with a social transformation perspective, but to some extent also research and scientific support.

A key challenge in the adaptation efforts is the required collaboration between governance levels, provincial and federal, which is challenging in Austria given both differing priorities, mandates, and cultures. Some participants express sensing some unwillingness to cooperate across federal borders and ministries. Role and responsibilities are not always clear. The mission orientation is also not well known to the public and even at the different levels of governance, which also hinders participation and cooperation.

Some respondents mention there being room for more direct involvement of business and civil society in the mission, which has (so far and like in other mission areas) largely been focused on research and governmental actors.

Despite this focus, a researcher voiced a lack of clarity in the research community's role in the mission. While they used to be in the driving seat, the focus now lies on the implementation side, leaving researchers unsure on how to participate. The timescale of 2-3 years for the implementation-focused projects don't lend themselves well to research projects and it is very difficult to get such transdisciplinary research published. Thus, many researchers shy away from these large-scale practical projects. Others voice the risk of neglecting the inclusion of adjacent fields in research, such as social sciences & humanities or social innovation.

Regarding participation in Horizon Europe's mission activities, only a handful of research institutions have the capacity to lead large scale projects and involve regions the way the Horizon Europe call for proposals requires. At the moment, the support mechanisms for researchers are not seen as fit for purpose.

The same could be said to apply for the support to local entities. Respondents perceive the calls for proposals as overly complicated, maladapted for smaller initiatives, and lacking extension possibilities for projects with long time horizons. What's more, regional actors have difficulties staying informed about developments in the programme.

Selection of open text comments:

There is too little willingness to cooperate across federal borders as within ministries

The mission needs a clearly defined governing body

Need for a refined coordination process between the national and federal/regional level

The mission orientation is not well known to the public and even at the different levels of governance

Establishment of an Austrian Mission Hub "Adaptation to climate change" across different levels of governance, which in particular enables the lead management of submissions to EU programmes

4.4. Implementation in the Austrian Climate mission

Box 3. Main survey results – Policy Implementation

- Overall, the ratings on implementation are relatively low for the Climate mission compared to the other mission areas. Slightly more than a third of respondents (38%) consider that the mission at this stage provides an effective framework to support cooperation/joint actions between different policy bodies, and even fewer (29%) believe it does so between research and innovation organisations.
- Respondents are split on whether the mission allows to better integrate the different types of interventions in a consistent package to concur to realise the shared objectives (43%) and on whether other types of interventions are needed (57%).
- Only 10% of respondents answered that the public authorities and research institutions involved use pragmatic mission-related project management practices (such as portfolio management and hands-on management of activities). Yet, only 33% reported that such practices need to be adopted. Both percentages are lower than the other AT-EU missions.
- Just under 60% of respondents believe both that the public and private funding to the mission is insufficient and that there is a need for more significant and longer-term financial commitments to support its implementation.

The mission has attempted to develop transdisciplinary projects, a perspective often missing in funding calls.

Some participants felt that there had been too much focus on reshuffling existing funding sources and that only RDI-relevant funding streams were being considered, even though the realisation of the Climate

mission objectives (e.g., renaturing riverbeds, strengthening defenses, reallocating land-uses) can only be achieved with considerable investments outside of RDI.

Respondents identify a need to operationalise mission objectives to continue the work of bridging the gap between research and action. Researchers ask for support for longer term planning and funding to help them contribute to the mission targets.

The mission would benefit from clearer support from the responsible ministries, including from an innovation perspective, to encourage others to collaborate and participate in the work. At this stage, some call for a need for high level administrators to come in and push the project forward.

There will be a need for implementation funding on the state level (Bundesländer), where joint financing together with the federal level could help assure that targets and activities are in the interest of the provinces.

Resources are a major issue, especially on the local level. While many responsibilities within climate adaptation lies within the mayor's office, half of Austria's 2000+ municipalities do not have a full-time mayor. So, although the strategic objectives are good, there is lack of on-the-ground funding and capacity to enact them, which is not matched by national funding streams. While there are specific calls that can address this within Horizon Europe, these are often too complicated (and in English, which can also be a hurdle) and therefore out of reach.

The Mission Action Group has provided recommendations to the ministries in its Implementation Plan, some of which have already been addressed in the Austrian Climate research programme. Still, survey respondents expressed a sense that the response to the recommendations (as of yet) was otherwise limited, without commitments to any new instruments, reforms or programmes. Thus, the programme needs, in the words of one respondent, to have a deeper impact on policymaking and RDI programming. It is now positioned to start defining and implementing actions.

Selection of open text comments:

Only RDI-relevant funding streams are considered, even though the realisation of the Climate mission objectives can only be achieved with considerable investments outside of RDI in the implementation of adaptive actions.

Projects with a duration of 5 years are important in the current unstable phase. Unforeseen events must be weighed, and risk analysis integrated

Too much focus on reshuffling existing funding sources. Lack of new research programmes

The Mission has still to have an impact in policy making and RDI programming. For example, the commitments of the organisations stipulated in the Research Financing Act¹⁰ to the Implementation Plan (Umsetzungsrahmen) do not foresee any new instruments or programmes

Needs for actions to improve the Austrian Climate adaptation mission

These proposed actions are focused on the process and governance of the Austrian Climate adaptation mission. Substantive recommendations are available in the Implementation report.

¹⁰ The FoFinaG (Forschungsfinanzierungsgesetz) is the Austrian Research Financing Act that defines the eleven central federal government institutions with whom a new type of governance is established through performance and financing agreements.

1. **Set bolder and more inspirational objectives, clarify targets and milestones and develop an operational strategic agenda.**

2. **Set a governing body that can coordinate horizontally across ministries and vertically different levels of governance and bring all the different resources together**

This could take the form of an 'Austrian Climate Change Adaptation Mission Hub'. The clarification of the roles and responsibilities between ministries and across governance levels in the federal system will be crucial factors for success.

3. **Support a broader buy-in of local authorities from all levels (local to regional), as well as other federal and Bundesländer-authorities that can implement actions (utilities, urban and regional planning, etc.).**

The mission work has so far mainly involved science and technology actors, but the following stages will require broader engagement of other stakeholders. Working together with these stakeholders will be key to identifying the best approach for implementation initiatives. There is a need to find ways to make this type of mission initiative attractive also for provinces.

4. **Secure bandwidth within ministries for these issues to provide continuity and buy-in beyond the “few departments within two or three ministries” reportedly currently involved.**

The renewal of the National Climate Law, which depends on coalition negotiations, could help push for a half-time position to support the mission in the relevant ministries, which has worked well at the regional level.

5. **Continue the focus on implementation-oriented research that can help bridge the insights of the research community and the needs of the local level.**

5 The Austrian EU Waters mission

The EU Mission "Restore our Ocean and Waters" aims to protect and restore the health of our ocean and waters by 2030 through research and innovation, citizen engagement and blue investments. The Mission seeks to support regional engagement and cooperation through area-based "lighthouses" in major sea/river basins. The Mission has three objectives: to protect and restore marine and freshwater ecosystems and their biodiversity, to eliminate or prevent water pollution and restore habitats, and to make the "Blue Economy" sustainable, climate-neutral and circular.¹¹

In the case of Austria, which has a lesser focus on Oceans for geographical reasons, there is a well-established legal framework around water management issues.

The Waters MAG represents the various Austrian organisations in the 'Waters community'.

Challenge and opportunity of the Austrian EU Waters mission

The importance of the mission and the recommendations developed from it [...] result from the need to integrate current and future water management issues and framework conditions even more closely with climate change and the decline in Biodiversity. Interdisciplinary water management approaches are to be used to a greater extent (e.g., the water body development and risk management concept GERM); new survey, evaluation and rehabilitation methods are to be developed and considered. Social indicators, such as ecosystem services, are to be integrated.

Source: Implementation framework for the EU missions of Horizon Europe in Austria

The main results of the survey and discussion in the focus group in this mission area are presented in Table 5.

Table 5. Main results of the survey and focus group in the Waters mission area

Challenges	Achievements
<ul style="list-style-type: none"> • Seems to lack a 'sense of urgency'; few policy makers understand that water management is essential to all other societal challenges • Vastly distributed competencies between federal and provincial levels; provincial authorities are not (yet) involved • Already comprehensive regulatory framework and load on many actors, which shy away from additional initiatives • Mission partners consider that the mission needs a more fully-fledged operational strategic agenda 	<ul style="list-style-type: none"> • All respondents agree that the mission provides an effective framework for collective action towards common objectives, which most see as relevant for Austria • Identified and intends to fill a clear gap in the established governance and policy framework to enable a holistic approach to water management, integrating climate and biodiversity issues • Provides a forum for a variety of actors to identify a common ground; the next step necessitates enlarging that circle and coordinating activities

¹¹ https://research-and-innovation.ec.europa.eu/funding/funding-opportunities/funding-programmes-and-open-calls/horizon-europe/eu-missions-horizon-europe/restore-our-ocean-and-waters_en

5.1. General characteristics of the Waters area

The Waters mission intends to fill a clear gap in the established governance and policy framework and enable a holistic approach to water management, integrating climate and biodiversity issues.

The Waters mission seems to lack a 'sense of urgency', which is essential to support missions in general. There is an intense competition for attention from several other policy urgencies, and only a few politicians and policy makers understand that water management is essential to all other societal challenges. As it was put by one of the participants, "there is a need for an IPCC for water...". In Austria, there is the pervasive view that 'our waters are clean and improving', which is detrimental to proactive initiatives like a mission. Against this backdrop, the mission could be instrumental in providing explicit knowledge and evidence on the current situation regarding water management in Austria.

Like all other missions but the 'Cities' one, the Waters mission has not yet reached the implementation stage. It is, therefore only possible at this stage to discuss what could be the added value of the mission implementation and the way to bring this about.

5.2. Strategic orientation in the Austrian Waters mission

Box 1. Main survey results – Strategic Orientation¹²

- Overall, even more than in all other mission areas, most respondents agree or agree strongly with the statement that the Austrian Waters mission provides an effective framework for collective action towards common objectives (100%) and that these objectives are relevant to Austria's needs and capabilities (89%).
- However, like all other missions but the Cities mission, the Water mission does not yet have a significant structuring effect within organisations, influencing their internal agendas.
- All (100%) respondents believe ambitious and inspirational objectives guide the mission, although only about half (56%) believe these to have yet been translated into clear and realistic targets and milestones.
- About half of the respondents believe there is a need for bolder or more inspirational objectives and call for clearer or more realistic targets and milestones
- About half of the Waters mission respondents (56%) consider that the mission has a fully-fledged operational, strategic agenda (a higher proportion than most other areas), and 89% believe this should be further improved.
- About half of the Waters mission respondents (in line with other missions' respondents) consider that the mission received high-level political and administrative support. Yet, about 78% of them consider that this support needs increasing.
- A lower proportion of respondents (33%, in the range of other mission areas) consider that the mission benefits from a strong stakeholder consensus regarding its need and relevance. 78% of them raise the need for a broader and stronger consensus.

The level of interest and engagement of the different ministries in the mission is very mixed. Sectoral ministries such as the Ministry of Agriculture have other priorities centered around the implementation of various directives. To be successful, the Waters mission will need to find 'champions' in different areas, notably the public authorities in charge of Agriculture and Climate, along with the Federal Ministry of Education, Science and Research.

The water management area benefits in general from a lot of attention and significant financial resources to implement the relevant directives, hence the funding aspects are not always a powerful incentive to 'enlist' actors beyond STI.

The Waters mission provides an important space to find common ground for and streamline the different positions of the different actors. This has not yet been achieved but there has been promising progress.

Selection of open text comments:

Lack of knowledge about the mission among important stakeholders

Challenge of competing political interests

¹² The main survey results are provided in annex B.

Raising awareness of issues such as environmental and climate change-related risks, renewable energies requires the provision of appropriate institutionally anchored resources, the reallocation of existing resources and the provision of new resources

5.3. Coordination of the Austrian Waters mission

Box 2. Main survey results – Policy Coordination

- 67% of respondents agree or strongly agree that the AT-EU Waters mission provides an effective tool to coordinate Austrian efforts with the EU mission.
- About half of the respondents (56%) sees the missions as being useful to align its own organization's activities to the EU missions, below almost all mission areas.
- Inter-ministerial and agency coordination effects are perceived less clearly, by only half of respondents. An even lower share of respondents (33%) considers that the mission significantly supports the coordination between federal and provincial levels.
- The need to strengthen both horizontal and vertical coordination is perceived a higher priority than in all other mission areas.
- A strong majority of respondents answered that the mission helped focus R&I activities on relevant needs and demands (89%) and still call for strengthening this dimension of the mission
- The coordination of interventions throughout the innovation chain and between generations of solutions (shorter/longer term) in the soil mission area is around the average of all missions.
- All respondents consider that the coordination of interventions to support the generations of solutions should be strengthened (100%).

The Waters mission strives to coordinate the different actors involved but it has not yet resulted in very concrete results on that matter.

The Water area is replete with directives (first of all the EU Water Framework Directive) that regulate and somewhat coordinate actions from different actors. Hence, some sectoral actors do not see the added value of this additional 'mission' governance framework. This is different from other areas (such as Soil) where there is not such a comprehensive regulatory framework.

This is an area where people in sectoral ministries and agencies tend to be overloaded due to the comprehensive regulatory framework and heavy reporting requirements, which is detrimental to any new initiative adding to this 'burden'.

Sectoral ministries are interested in improving cross-sectoral coordination, but this has to come after other shorter-term and maybe more 'tangible' priorities. Some sectoral ministries are also reluctant to 'shake the established system' and turn toward a more transformative approach to water management, which could require radical change to the current policy and regulatory framework.

The coordination between federal and provincial levels is crucial, given the vastly distributed competencies in the area. The provincial authorities are not sufficiently involved in the mission. It is unclear how aware they are that this initiative is ongoing. This has been deliberate to some extent, as the strategy set at the

inception was to start with a smaller group of motivated participants then expand the scope of participants when the mission has demonstrated its added value in the water area.

Selection of open text comments:

Need to reach the local level and meet local needs

Federalist structures hinder cooperation. Very hard to overcome, as history teaches us

Need for cooperation and communication between stakeholders

Cross-sector cooperation is essential for achieving the mission's goals. This requires specific funding instruments and framework conditions.

5.4. Implementation in the Austrian Waters mission

Box 3. Main survey results – Policy Implementation

- A substantial majority of respondents (78%) consider that the mission provides an effective framework to support cooperation/joint actions between policy bodies, the highest proportion of all missions, and only 44% believe it does so between research and innovation organisations (close to the 'all missions' average).
- Only about half of the respondents (56%) agree or strongly agree that the mission allows for better integration of the different types of interventions in a consistent package to concur to realise the shared objectives.
- Only about a third of respondents consider that public authorities use mission-related project management practices (such as portfolio management, and hands-on management of activities). Other mission areas are more in the 10% range (only the Cities mission is above 50%).
- The Waters mission stands out in that all respondents consider that there is a strong need to integrate better the different types of support measures that concur to the mission objectives (100%). Other mission areas are more in the 50% to 60% range.
- Like in other mission areas, there is a strong agreement that the public and private funding are insufficient and that there is a need for greater and longer-term financial commitments to support its implementation (89%).

There are many activities ongoing in this area, and the added value of the mission could be to help bring them together and better integrate them to increase their overall consistency. It is not clear from the survey and focus group results that this is the case yet.

How to implement the Waters mission in the current context is currently the critical question for the mission participants. The way forward is not clear yet.

There is currently no national programme for waters management which could pave the way toward and support the mission activities.¹³

Selection of open text comments:

Decision-making on how to implement the mission may take too long

At the administrative level, there are many serious efforts. However, there is still a lack of political will to implement the missions

5.5. Needs for actions to improve the Austrian Waters mission

These proposed actions are focused on the process and governance of the Austrian Waters mission. Substantive recommendations are available in the Implementation report.

- 1. Make the mission an effective forum to align the different national actions and raise the level of visibility of the area.**

This will require strengthening its mandate, visibility and resources. It could also be instrumental to attract the media and general public's attention on Waters issues. This would in turn lead to more political ownership of the mission.

- 2. Involve more and more diverse people in the mission process and activities.**

Establish umbrella programmes which allow exchange, communication, knowledge transfer, cooperation of representatives from different areas (political sphere, administration, research, education, NGO, civil society, etc.), disciplines, administration levels.

- 3. Establish national research initiatives, incl. the development of the required research data infrastructure that could support the mission implementation**

- 4. Provide national funding for mission implementation**

¹³ With support from the Ministry for Education, Science and Research the Vienna University of Technology started in March 2023 "BiodiWa", an initiative connecting the "water" and "biodiversity" communities. See <https://www.donau-uni.ac.at/de/services/tagpage~BiodiWa~.html>

6 The Austrian EU Cities mission

The EU mission ‘Climate-Neutral and Smart Cities’ aims to establish 100 Climate-Neutral and Smart Cities by 2030, and to develop these cities as centers of experimentation and innovation, serving as role models for all European cities to achieve climate neutrality by 2050. Since cities account for more than 70% of global CO₂ emissions, they will play a pivotal role in achieving climate neutrality by 2050, the target set by the European Green Deal.¹⁴

In Austria several districts as well as cities commit to climate neutrality by 2030, respectively by 2040. These efforts build on previous and current initiatives, including a national ‘Climate-neutral cities’ mission led by BMK. As part of this mission, which confounds with the EU City mission in Austria, the 10 large pioneer cities which have concluded public-public partnerships with BMK have committed to demonstrating climate neutrality in at least one district by 2030. This should then serve as a blueprint for initiatives to reach climate neutrality at the city-level.

The EU mission work in Austria is preceded by the national mission “Climate Neutral City”, initiated by the Federal Ministry for Climate Action, Environment, Energy, Mobility, Innovation and Technology (BMK), in cooperation with the Climate and Energy Fund. This initiative included the “Fit4Urban Mission”, which sought to assist the nine largest Austrian cities and urban regions efforts to build up the knowledge required to move towards climate neutrality and develop strategies for implementation measures, especially in the energy and mobility sectors.

The Cities MAG is comprised of experts, policymakers and stakeholder representatives.¹⁵ It was constituted at the end of 2021 and met four times until May 2023.

Challenge and opportunity of the Austrian EU Cities mission:

As a national contribution to averting the climate crisis, Austria has set itself the goal of achieving climate neutrality by 2040. The urban dimension can make a crucial contribution to this. Cities occupy only 4% of the area but are home to 75% of the European Union’s population. [...] Cities should, therefore, also receive support at the EU level in the transition towards climate neutrality and, in this sense, towards more environmental compatibility, sustainability, social justice and better integration of digital technologies. By reducing climate-relevant emissions by 55% by 2030, an increase in the quality of life, a reduction in air pollutants and noise, safer mobility and safeguarding of ecological sustainability should be achieved for the citizens.

Source: Implementation framework for the EU missions of Horizon Europe in Austria

¹⁴ https://research-and-innovation.ec.europa.eu/funding/funding-opportunities/funding-programmes-and-open-calls/horizon-europe/eu-missions-horizon-europe/climate-neutral-and-smart-cities_en

¹⁵ As this exercise focuses on the EU Cities mission in Austria, it focuses on the activities of the MAG. It should be kept in mind that this group is only a part of the national Climate-Neutral Cities mission, which has its own governance structure.

Box 4. The national "Climate Neutral Cities" mission

The Federal Ministry for Climate Protection, Environment, Energy, Mobility, Innovation and Technology (BMK), in cooperation with the Climate and Energy Fund, has launched the mission "Climate Neutral Cities" in 2022 to accelerate the achievement of the climate and energy goals through research, technology and innovation (RTI) and implement climate neutrality in cities.

The mission has set two main objectives:

- System innovations in Austrian pioneer cities 2030 shall contribute to the implementation of climate neutrality in practice.
- System transformation in all Austrian cities & municipalities through activation, empowerment, and governance (re-)design.

To achieve these objectives, BMK has concluded public-public partnership agreements with 10 pioneer cities (10 largest cities in Austria, all with >50,000 inhabitants) which are to act as demonstration and learning environments for ambitious projects to achieve climate neutrality in Austria. This mission is connected to the EU mission 100 'Climate-neutral and smart cities' and accelerates mission implementation on national level. As part of the partnerships, the cities commit to (re-)orient their governance towards climate neutrality and launch the implementation of at least one climate-neutral pilot neighborhood or district. More generally, the participating cities should act as a learning and experimentation environments and demonstrate transferable and scalable solutions for other cities. On the public authority side, BMK will provide consequent financial support to cities, not least a budget of EUR 2 million per city for capacity- and competence-building in addition to tailor-made RTI funding schemes (> EUR 90 million in 2024-2026) across the entire RTI instrument portfolio adapted to the innovation needs and capabilities of cities. Cities will also receive more qualitative and technical support in the form of target-oriented and demand-based advisory and support measures, knowledge transfer and joint learning processes across the three thematic areas energy, mobility, and urban governance

Activities within the partnerships will generate a broad range of experiences and learnings that will facilitate the pathway to climate neutrality beyond the 10 pioneer cities, i.e., for all Austrian cities and municipalities in the long term. These experiences will for instance benefit selected smaller cities (cities with 10,000 - 50,000 inhabitants) which will receive dedicated support to develop climate neutrality strategies and to participate in the knowledge transfer and joint learning processes established within the mission.

Sources:

- BMK (2023), Enhanced Dialogue between the European Commission and Austria; Transformative R&I for implementing the Green and Digital Twin Transition, Workshop background document, Vienna, November 8, 2023;
- Direct inputs from Anna Wang (BMK).

The main results of the survey and discussion in the focus group in this mission area are presented in Table 6.

Table 6. Main results of the survey and focus group in the Cities mission area

Challenges	Achievements
<ul style="list-style-type: none"> • No comprehensive “urban policy” at federal level as the provinces are responsible for all matters of spatial planning • Mission ambition « as bold as it can be, but less than it should be » • Targets not yet very concrete but improving, steep learning process within the mission • The mission goes beyond research and innovation, but it is seen as still driven by innovation rationale on national level • Challenge to transfer innovation results into governance, daily practices, and scale them up. • "Exnovation" not included in the scope of the mission • Current regulatory framework not always consistent with mission goals (e.g., in energy) • Lack of funding for investment/implementation <ul style="list-style-type: none"> • Significant level of relevant activities in sectoral policies but not yet framed by / embedded in the mission. 	<ul style="list-style-type: none"> • Clear targets for the mission at federal level and at the level of the 10 large pioneer cities. • The mission builds upon several years of coordinated intervention in related areas • The mission benefits from the combined dynamics of national and EU city missions • “Starting in the STI space, the mission has provided a stable ground for starting breaking siloes between ministries and addressing some of the gaps in the sectoral policy. It is now seeking to reach beyond STI...”

6.1. General characteristics of the Cities mission area

The Austrian Cities mission was established as national mission beginning in 2021 against the backdrop of its commitment to reach climate-neutrality by 2040.

More generally, this mission builds on several years of coordinated interventions in the area of smart and sustainable cities in Austria. This ‘head start’ to the other missions shows in the survey results, not least in the strategic orientation dimension, where the respondents report a higher degree of maturity than in the other, more recent mission initiatives.

6.2. Strategic orientation in the Austrian Cities mission

Box 5. Main survey results – Strategic Orientation

- Overall, like in all other areas most respondents agree or agree strongly with the statement that the Austrian Cities mission provides an effective framework for collective action towards common objectives (93%) and that these objectives are relevant to Austria's needs and capabilities (79%).
- It has a far more significant 'internal' structuring effect within respondent's organisations that it is the case for other mission areas, influencing their internal agendas for 86% of respondents
- All (100%) respondents believe the mission is guided by ambitious and inspirational objectives, although only half (50%) believe these to have yet been translated into clear and realistic targets and milestones.
- While few respondents (21%) believe there is a need for bolder or more inspirational objectives, half of them call for clearer or more realistic targets and milestones
- Over half of the Cities mission respondents (64%) consider that the mission has a more fully-fledged operational strategic agenda (higher proportion than in other areas), and 86% believe this should be further improved.
- 71% of the respondents (almost 15 percentage points more than the other four missions) consider that the mission received high-level political and administrative support, yet about 83% of them consider that this support needs increasing.
- A lower proportion of respondents (43%, in the range of other mission areas) consider that the mission benefits from a strong stakeholder consensus regarding its need and relevance. 79% of respondents raise the need for a broader and stronger consensus.

The ambition of the national mission was reportedly bold by survey respondents and the targets are now clearer, at federal level and at the level of the 10 large pioneer cities regarding notably: 1) Climate-neutral city governance (goals, strategies, plans, structures, processes, decisions), 2) demonstration of climate neutrality in at least one district by 2030, 3) Setting of cooperative learning environments in demonstration district(s) to actively shape the framework. These targets are set by each city and therefore specific to each city.

Several participants stressed that the mission is still driven by an innovation rationale. While this was a good starting point for building an early strategically anchored coalition and momentum, reaching the mission transformative goals will require going beyond the innovation perspective and taking a more systemic approach: there was a consensus in the group that *'cities transformation will require more than just innovation'*. Innovation is a critical component of the pathway towards reaching the mission goals, but it cannot be the only one.

The 'innovation rationale' is difficult to sustain since many key city stakeholders do not see themselves as innovation actors. Their objective is to improve the lives of their citizens not to innovate. As one participant put it *"if we ask them to prove their innovation record in order to receive support, as it is the case in innovation funding instruments, we lose them!"*

A holistic approach is essential not only to develop innovative approaches but also and especially to transfer innovation results into daily practice and scale them up. The mission (both in its 'EU' and 'national' sides) clearly intends to go beyond innovation, notably to coordinate with sectoral policies, providing a clear agenda for cities to re-orient their governance structures and mechanisms towards climate-neutrality.

As part of the public-private partnerships that lie at the core of the national mission, BMK also offers a comprehensive set of support and advisory services (implemented via AustriaTech, Salzburg Institute for Regional Planning and Housing, ÖGUT) and research and innovation programmes so that cities can demonstrate climate-neutrality at district-level.

One participant went even further, claiming that adopting a systemic view should include exnovation, i.e., the phasing out of technologies and processes in cities that raise sustainability issues. To a certain extent, the 10 pioneer cities of the national missions have committed to phasing out these processes since they are required to reach the target of “climate-neutral governance as part of the national mission.

Moreover, some existing legal frameworks are in contradiction with mission goals. To be fully realized, the mission goals will also require some changes in the regulations.

Stakeholder and citizen engagement is considered as one of the areas for improvement. The Cities mission is still somewhat ‘introverted’. At city-level especially, it needs to involve citizens and stakeholders. The challenge is in creating a common, easy-to-understand narrative that depicts the mission as a whole and the different approaches each city takes to reach its goals.

Selection of open text comments:

Still weak consensus in Austria on the urgency of the climate crisis, especially when it comes to the decisive action needed to address it

The mission has set out clear impact targets and indicators to measure progress and established its operational agenda, including instruments to contribute to the mission. Its objectives are well-connected to overarching strategic objectives, particularly the government’s commitment to reach climate-neutrality by 2040

High-level and stakeholder support is well established, especially with the challenge-owners, i.e. the cities

Pure Innovation focus comes too short. More comprehensive approaches on transformation need to be considered (including exnovation)

Austrian cities are asking for capacity building. This is the important topic, which can perfectly be addressed with the current resources

The Austrian cities mission establishes the framework in which we (re-)orient national R&I funding so that they contribute to the goals of the mission

Citizen level has been rarely touched so far

6.3. Coordination of the Austrian Cities mission

Box 6. Main survey results – Policy Coordination

- 71% of respondents agree or strongly agree that the AT-EU Cities mission provides an effective tool to coordinate Austrian efforts with the EU mission.
- A wide majority (91%) sees the missions as useful to align its organization's activities to the EU missions, well above the corresponding ratio for the other missions.
- Inter-ministerial and agency coordination effects are perceived less clearly, by only 64% of respondents. The same share of respondents consider that the mission significantly supports the coordination between federal and provincial levels. However, this effect is assessed as stronger in both cases than in other mission areas.
- The need to strengthen horizontal and vertical coordination is perceived less as a priority than in other mission areas.
- A strong majority of respondents answered that the mission helped focus R&I activities on relevant needs and demands (93%), coordinating interventions between generations of solutions (79%).

Despite the mission's contribution to mobilising a wider range of actors around common objectives, participants highlight some significant policy fragmentation. It is still for instance difficult to coordinate research and sectoral policies to promote cities' transformation. The mission has initially benefitted from in the STI space, even though it is now seeking to reach beyond it. It has provided a stable ground for starting to break siloes between ministries and addressing some of the gaps in the sectoral policy.

The wide policy scope of BMK has made the need for interministerial coordination less prominent. However, coordination between different directorates within BMK has already started and is yet to be improved and further developed. Moreover, coordination with other ministries could add additional value..

Similarly, the coordination between the federal state and provinces faces important challenges, e.g., regarding sharing costs and revenues between these levels.

The mission has not yet been able to ensure the coordination of the different time horizons (notably 2030 and 2050), which require different types of actions (research of new solutions and deployment of available solutions). In many respects, due to the time lags inherent between research and deployment, reaching climate transition targets for 2030 requires more focus on implementing existing technologies rather than the research and innovation in new technologies. This necessitates close coordination of R&I programmes with investment and implementation programmes. The coordination has already been started, e.g., in mobility there is close coordination on the topics of electric mobility, charging infrastructure, sharing models, etc.

The coordination problem goes beyond cities and applies to the whole net-zero agenda: respondents make the point that neither the legal frameworks nor the STI funding for decarbonisation are aligned with the national climate ambitions.

There is still a significant gap between researchers and city stakeholders. There is a lack of relevant counterparts within city administrations, which creates some frustrations since closing this gap was announced as the added value of the mission approach. The difficulty in mobilising cities in research and innovation projects resides in the lack of capacities in local public administrations. To overcome this

challenge, the national mission specifically targets capacity building in local public administrations via public-public partnerships (e.g., providing funding for capacity building in cities administration).

The coordination mechanisms and support measures of the Cities mission are quite developed compared to the other missions. The coordination at both federal and local level has reportedly been very effective. The current policy cycle is very favorable to coordination across the levels of governance.

The mission helped promote a focus on the coordination and learning between the federal level and the (especially bigger) cities. Innovation policy and funding helps support testing and piloting measures in key areas, which will need to be followed-up by ambitious implementation.

Selection of open text comments:

Many Austrian cities have expressed their strong interest in joining the national mission on climate neutral cities. They agree that they do not have the necessary personnel or knowledge to properly address the climate crisis on a local level. This is where the national mission with its focus on funding public-public partnership measures (rather than R&I actions) has been most successful

Municipalities must implement concrete projects and therefore need manpower and funding. Single projects will not lead to a system change

Need for clear links with sector policies regarding financing and legal/organizational frameworks

Need for stronger involvement of industry (one of the targets pursued by the Austrian mission "Climate Neutral Cities")

Need for consistent and coherent implementation plans on city-district level

Challenges include: multi-level-governance issues; strong inclusion of local administration level; superfluously exuberant formal agreement processes/formats and the inclusion of far too many stakeholders

6.4. Implementation in the Austrian Cities mission

Box 7. Main survey results – Policy implementation

- Overall, the ratings on implementation are higher for the Cities mission compared to the other missions, which is consistent with its more advanced stage of development.
- More than half of respondents (64%) consider that the mission provides an effective framework to support cooperation/joint actions between policy bodies, and an equal percentage believe it does so between research and innovation organisations.
- Most respondents (71%) agree or strongly agree that the mission allows to better integrate the different types of interventions in a consistent package to concur to realise the shared objectives, the highest score of the five areas.
- The climate-neutral cities mission stands out in that public authorities involved are perceived (albeit by a slim majority, 53%) by respondents to use mission-related project management practices (such as portfolio management, hands-on management of activities). Other mission areas are more in the 10% to 30% range.
- 79% of respondents believe both that the public and private funding is insufficient and that there is a need for greater and longer-term financial commitments to support its implementation.

Research and innovation funding on the one hand and implementation and investment funding on the other are still insufficiently coordinated. There is considerable funding for implementation and investment in Austria, but it is poorly aligned with the STI funding.

Consequently, there is a significant shortage of investment projects (and budget for investment) in cities to support their transformation in line with the mission. A better coordination of R&D budgets with investments would be central to the mission's success. Those in charge of investment programmes should engage more actively in the mission and coordinate their plans with other partners.

Several regulations (regarding buildings, constructions, renewables, etc.) also harm achieving the mission goals.

The mission is driven by research and innovation, but achieving the mission's ambitions requires going beyond R&I instruments and resources. This is a sort of Catch-22 that has been difficult to accept for the Ministries: BMK formulates high ambitions for a mission, but through its R&D budget alone it does not have the means to achieve it. And the R&D budgets are not large enough either to mobilise potential investors. Directorates/ministries/local authorities having the budgets for investment do not want to mobilise them for missions, because they would prefer the R&D funds to be used to that end. In the end, the synergies possible between R&D funding, private investment, public investment, and regulation are not reaped because no one wants or can commit fully.

The cities missions in Austria and in the EU do not yet capitalise or leverage enough on other policies, beyond the STI arena.

Selection of open text comments:

Cities are at the core of the mission but commitment of various stakeholders (especially industry) is essential in the implementation phase

There is a strong need for complementary funding for cities on regional level. Risk that the funding needed for cities to implement measures (such as for climate-neutral local mobility, the refurbishment towards net-zero CO₂-emission neighborhoods, or the replacement of fossil fuels with renewable energies in space heating) will not be allocated

A longer-term commitment of financial public resources would be very much appreciated to have more planning reliability

6.5. Needs for actions to improve the Austrian Cities mission

These proposed actions are focused on the process and governance of the Austrian Cities mission. Substantive recommendations are available in the Implementation report.

1. Progressively expand the systemic scope of the mission beyond research and innovation to ‘transform’ the cities on all dimensions.

To reach its ambitions, the mission needs to - and is working on - broaden its coordination effect to other sectors and ministries, taking on issues such as energy regulation and taxation. It is also similarly seeking to broaden its funding streams beyond STI funding. This remains work in progress that requires active support.

2. The mission already include established national networks to a great extent (e.g., Smart City networking platform AT) and should continue and extend these activities further.

3. Strengthen citizen participation in the mission.

4. Fully address Austrian cities’ demand for capacity-building to help them better articulate their needs.

This could, in turn, promote a more demand-driven agenda-setting approach to the way decarbonisation projects are developed and prioritised.

5. Adapt the R&I funding to a logic that is different from traditional R&I policy and better suited to cities’ different type of ecosystem and outcomes.

More generally, projects need to be designed differently to meet the interests of cities. Some of the mission projects would need to be reoriented to enable a better connection between cities and researchers, industry, and civil society.

6. Foster a better uptake of R&I results in investment programmes and coordinate better R&I and investment to maximize impact

7. Provide inputs for ambitious regulatory reforms

8. Ensure that the Mission is well connected and builds upon existing national mission-oriented initiatives on climate neutral cities.

7 Main results and options for change

Overall, the interactions with Austrian mission stakeholders confirm and strengthen some important lessons learned in missions of other countries, but also bring to some novel insights.

First, **missions cannot not be ‘imposed’, but must be purposively and sometimes painstakingly built-up through a progressive and iterative process.** This is due to the (relative) novelty of the policy approach in application to societal challenges¹⁶ as well as the increased demands concerning state capacities and capabilities to steer and govern across policy domains that come along with it. Hence, the build-up of missions needs time to allow actors to structure themselves, enlist new actors, build trust among them and agree on common orientations. This is often an iterative process that starts with a coalition of the willing, which, based on this initial momentum, broadens and expands. This points to the importance of the mission preparation/incubation stage to engage actors and take (joint) ownership of this new ‘platform for collective action’.

Second, although most of them still need to be consolidated, broadened and deepened, the Austrian EU missions have systematised and institutionalised these linkages across political/policy/administrative siloes, and have the potential to do so even stronger in the future. With notable support from BMBWF and in close interaction with BMK, the missions have had more than two years to structure themselves and develop their orientations, enlist actors and define their ways of working together. In most mission areas, it was emphasised by the MAG participants that the mission could evolve into a central platform for addressing the key challenges from a systemic perspective and in a cross-sectoral setting, involving different ministries and agencies. Between those actors, some linkages already existed but remained limited in scope and time, mainly established in the context of specific tasks and individual projects.

Third, **missions in Austria start from quite different levels of development and vary in the degree to which they can be fitted more or less easily into the given structures of the Austrian research and innovation system.** This is most obvious in the case of the Austrian take on the Cities mission, which has not only benefitted significantly from earlier engagement with European initiatives (like the JPI Urban Europe) but also from national community-building initiatives and funding programmes aiming to mobilise and support not only research actors, but also a wide range of stakeholders. In other words, due to this “head start”, the Austrian cities community is already well prepared to take advantage of the current EU missions.

The differences in the level of maturity of missions varies notably with:

- the track record of coordinated action in the mission area. There is a strong “head start effect”, which has notably benefitted the Cities mission;
- the existence of integrating strategies or regulations bridging across policy fields and levels, which exist, for instance, in relation to cities, waters and soil;

¹⁶ While so-called ‘accelerator missions’, aiming at speeding up technological developments have been around for some time, ‘transformative missions’, addressing complex systemic challenges are more recent. The 5 EU missions mostly fall under this latter category.

- the acknowledgement of the urgency of problems; an issue that is perceived as a challenge for the Waters mission in particular;
- the coherence of guiding objectives between actors, which seems to be given with regard to most missions, even if there may be disagreement on the ways to achieve them.

Finally, in Austria as in many other mission initiatives elsewhere, **it is a challenging period for missions: they are only in nascent stages and too young to deliver results, but at the same time already need to be assessed.** They therefore need to respond to questions such as: has the approach enough potential? What are the main challenges in implementation and what is needed for successful implementation? Can the silos and barriers between actors be broken down or will they stymie the successful implementation? Are governments' capacities sufficient and if not, in which direction would they have to be developed further? Further advances in the implementation of the missions need constant reflections on these questions, informed by thoroughly produced evidence and future outlooks.

7.1. Strategic orientation

Overall, **the Austrian EU missions are considered as an effective framework for collective action towards common objectives.** Although they are not in all cases fully aligned with Austria's current and specific needs and most pressing political priorities, they are all considered potentially relevant to national challenges in general.

A significant challenge is seen in the alignment of national and European strategies. In fact, while the European Commission understands the five EU missions as guiding frames that require implementation actions at national and sub-national levels, the Austrian communities addressing these missions rather see them as opportunities to help address national agendas and interests in relation to the five missions. To achieve this, clarity about national interests, priorities and strategies (including a good picture about which missions on the national level should be pursued in addition to the EU missions) is needed.

The design of the Mission Action Groups supports the strategic bridging function between these key policy fields. It has the potential to help overcome the "STI trap" of mission-oriented policies in general. MAGs are co-led by either BMBWF or BMK on the one hand (representing the research and innovation policy dimension of missions) and sectoral or local public authorities (representing the sectoral policy dimension of missions) on the other hand. Moreover, often further political authorities (e.g., federal states) also need to be involved in the missions.

Several missions (even including the most advanced ones such as the Cities mission) are still considered too 'introverted' as they have not yet sufficiently engaged stakeholders and citizens. This refers to the necessity to mobilise coherent actions from the side of the business sector in particular, but also other stakeholders from the third sectors. It is unlikely that the missions can meet their ambitions through the actions of the public sector alone (which would be the "policy trap" of mission-oriented policy), but they need to be conceived as collective actions in society. To that end, communication and joint story telling are critical, but still missing.

Finally, **there is a common need across all missions for a more developed operational strategic agenda, with concrete targets and milestones,** e.g., through the development of mission implementation plans fettered by budgetary appropriations, which is often seen as the next step.

7.2. Policy coordination

Organising national efforts in a ‘mission-like’ approach goes far beyond the coordination with EU missions. The five mission areas provide several examples of the type of alignment/coordination that lies at the heart of the mission approach:

- between challenge areas: for instance, the Waters mission connects issues related to climate and biodiversity for better and more sustainable water management;
- between activities: the cancer mission strives to bridge cancer prevention, detection, treatment, research, healthcare etc. The Climate mission aims to strengthen the cooperation between policy (in different fields, climate protection, biodiversity, agriculture, forestry, water management, etc.), research and education;
- between geographical levels: the Soil, Waters and Cities missions intend to bridge research activities to local implementation, involving provinces and municipalities;
- between innovation stages: the Cities mission work to better balance and connect research, innovation and investment for implementation, while the Cancer mission involves also bridging from basic research to patient treatment.

The level of success of the missions on horizontal and vertical coordination to date greatly differs among mission areas. In most cases, missions start in the research and innovation area and aim to involve the sectoral ministries to better link research, innovation, regulatory reforms and support to scale up and deployment. It cannot be stressed enough that the alignment of R&I policy and sectoral policy is crucial for meeting their ambitions. The level of success of missions in doing this varies significantly according to the previously mentioned ‘head-start effect’, as well as the interest and capabilities of sectoral missions in research and innovation.

Fully ‘systemic missions’ require changes in culture, governance structure, funding mechanisms, incentive structures that take time and effort. In many cases, progress in policy alignment beyond the STI arena occurs in the implementation of the mission, via experimentation and learning. As a result, in Austria as everywhere else, the cases of the real ‘systemic missions’ are rare yet.

The systemic integration processes are ‘coordination intensive’, which can be an issue in administrations under budgetary pressure. Different actors (e.g., in the policy arena, in sectors) need to exchange and ensure the consistency of their plans to allow for collective action.

7.3. Policy implementation

It is hardly surprising that **missions are perceived as less effective to support operational cooperation and joint action since missions have for the most part (i.e., apart from the Cities mission) not yet entered the implementation stage.**

Although funding is not the only barrier to implementation, problems often crystallise in the funding dimension. This applies in particular to research and innovation funding, where knowledge gaps in both basic and applied research need to be addressed, but also in demonstration and pilot actions. In some cases, for instance in the Cancer area, missions address bottlenecks that require investment in knowledge infrastructure to better exploit the dispersed knowledge acquired through clinical trials and studies. A challenge consists of these support tools being perceived as a new competitor for funds in already crowded landscapes (the “*new kid on the block*” syndrome).

Against this backdrop, the lack of clarity on government support and funding going forward is very detrimental to the missions and jeopardises what has been achieved so far. It may also be necessary to explore new and innovative funding instruments that are specifically geared to the wider range of actors

engaged in missions and the inter- and transdisciplinary requirements that missions raise. These ‘instruments beyond funding’ include regulation, infrastructure investments, testbeds / sandboxes / living labs to better understand the coherent interaction of the various instruments, their timing. In addition, the mission approach – in trying to establish a ‘whole-of-government’ approach – also needs the build-up of ‘governance capacity building’ in agencies and ministries and to involve also agencies of sectoral policies that are in charge of regulatory and other instruments.

But missions are about much more than research funding. **Investments – both public and private – may equally need public support and reforms in order to scale and diffuse novel solutions to address missions at full scale.** Complementary to this, mission-oriented public procurement, e.g., at the level of cities, is a means to be considered to address mission objectives. And, not to forget, regulatory instruments can be a powerful demand-side driver of transformative changes in line with mission objectives.

7.4. Next steps towards implementing the Missions approach in Austria

The Austrian EU missions have now reached a pivotal moment. Their formation period culminated with the delivery of missions’ respective implementation plans. Moving beyond this stage toward full implementation will require solving challenges that can similarly be found in most mission-oriented policy initiatives studied by the OECD. In a sense, this is good news: this is one more evidence that these are missions on their own sake, with high ambitions and new ways of working, and that there is ample possibility to learn from other countries experiences.

The main challenges that are common to each mission, to various degrees and under different forms, are listed below.

How to move forward toward implementation, building on what has been achieved so far in each mission area?

1. **Commit sufficient funding against clear objectives laid out in the implementation plans.** Underfunded missions will likely not take off and result in frustrations among policy entrepreneurs investing in their build-up;
2. **Build up sufficient implementation capacity in the ministries (both R&I and sectoral), agencies and supporting infrastructures.** Without a stronger ‘resource base’ the missions will probably not be able to be efficiently and effectively handled by the institutions tasked with their implementation;
3. **Set up incentives for engagement of research institutions beyond the 11 central R&I institutions covered by the Austrian Research Financing Act as well as for sectoral policies.** Missions could for instance be integrated in the funding contracts of these institutions;
4. **Set up an appropriate monitoring, assessment and evaluation framework that is adapted to the mission approach.** This would include notably the metrics used for measuring the impacts, the agility of feedback to policy makers, the mission management and broader stakeholders. The self-assessment framework provided by the OECD Mission Action Lab could be a useful element in that regard.

How to strengthen the engagement of sectoral policy authorities?

5. **While the co-leadership of MAGs should be preserved, clarify the responsibilities of the different ministries in the phase of implementation.** Specific ministries should lead relevant actions planned collectively.
6. **Dedicate part of the implementation funding to incentivise sectoral engagement.** Budgetary mechanisms often deter cooperation across ministerial and agency siloes. Specific technical and

financial support (e.g., some central fund budgetary top up for inter-ministerial actions) could support cross-sectoral cooperation.

7. **Be clearer about the expected benefits of the mission approach, develop a clear narrative and theory of change for each mission.** While the coordination costs of missions (time and efforts) are immediate and directly borne by participants, their systemic benefits are less tangible, necessitates a broader perspective and can take time to materialise. Theories of change, in each mission and at overall level, clarify the expected effects of the missions and help 'educate' (potential) mission partners about the additionality of this policy approach vis-à-vis more traditional (less oriented and integrated) policies.

How to attract more political support and public awareness?

8. **Keep a constant dialogue with higher level of policy making and present the missions and the progress of their implementation** (e.g., in the FTI Task Force, at Ministerial meetings, etc.).
9. **Continue and strengthen awareness measures among actors and actor groups not yet fully involved (business, broader public) and develop sound 'explanatory narratives' from missions** (among policy makers, HEI and research community and public stakeholders), e.g., highlighting the added value of missions in the existing landscape (see Action 7).
10. **Involve regional and local actors wherever suited for the missions and leverage their access to local communities.** These actors are particularly important to roll out specific actions in the phase of implementation.
11. Ensure that the implementation of the five EU Missions in Austria is fully embedded in the Austrian RTI system, as well as in existing sectoral policies. To be successful the five EU Missions must build upon already existing work in the cancer, water, soil, climate and cities domains. Existing mission-oriented activities in Austria, for example on climate neutral cities have to be taken into account.

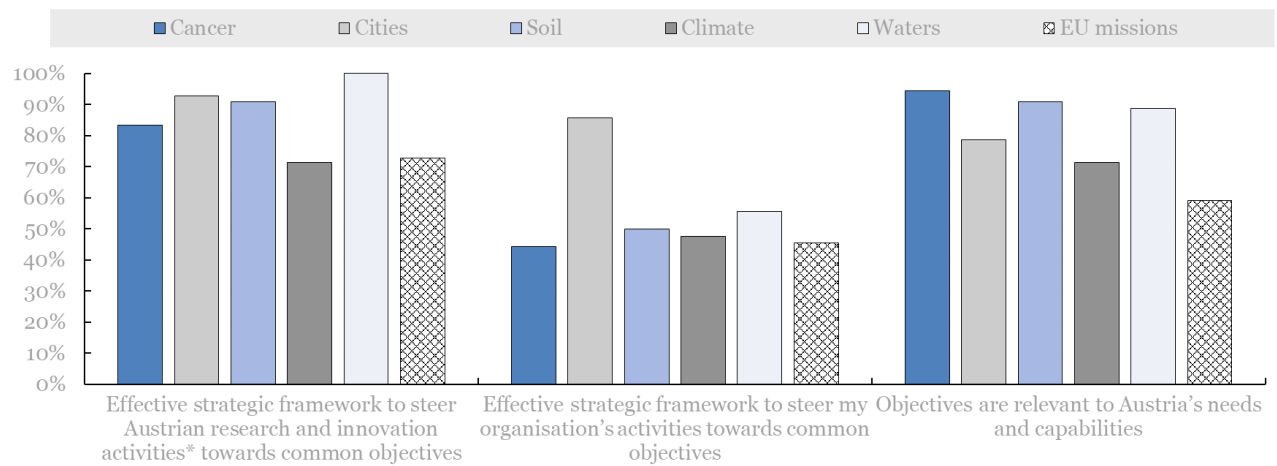
Annex A. Survey response rates

	Total number	Responses collected	Valid responses	Almost complete response	Response rate
EU WG	19	15	11	0	58%
Cancer	28	19	19	0	68%
Cities	23	19	13	1	61%
Soil	44	25	22	1	52%
Climate	47	24	22	2	51%
Waters	13	11	11	0	85%

Annex B. Main results of the mission self-assessment survey

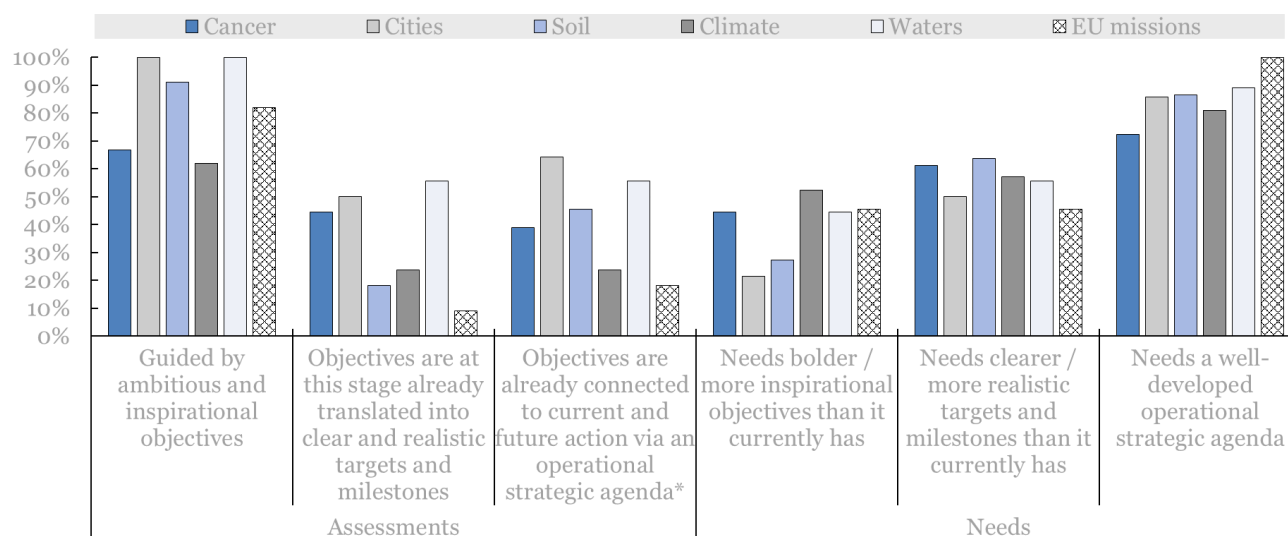
B.1. Strategic orientation

Figure 3. Do the missions provide effective strategic frameworks that can federate and guide action?



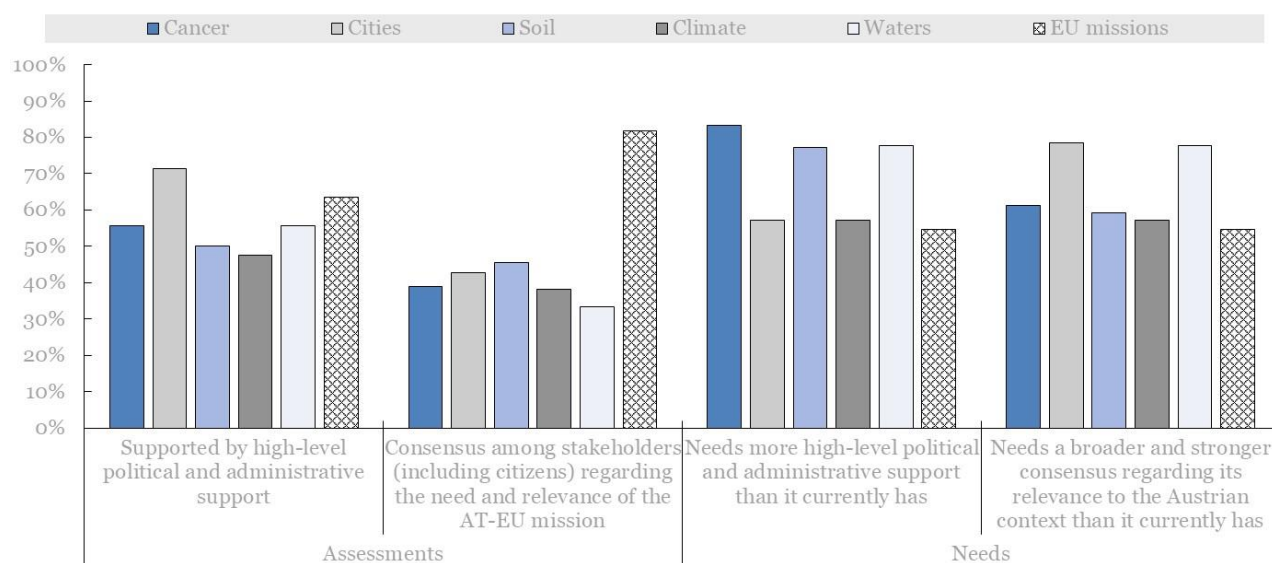
Note: Share of survey respondents who agree or strongly agree with the following statements regarding the mission

Figure 4. Are the missions guided by clear and well-informed orientations, formalised in objectives, with measurable targets and milestones?



Note: Share of survey respondents who agree or strongly agree with the following statements regarding the mission

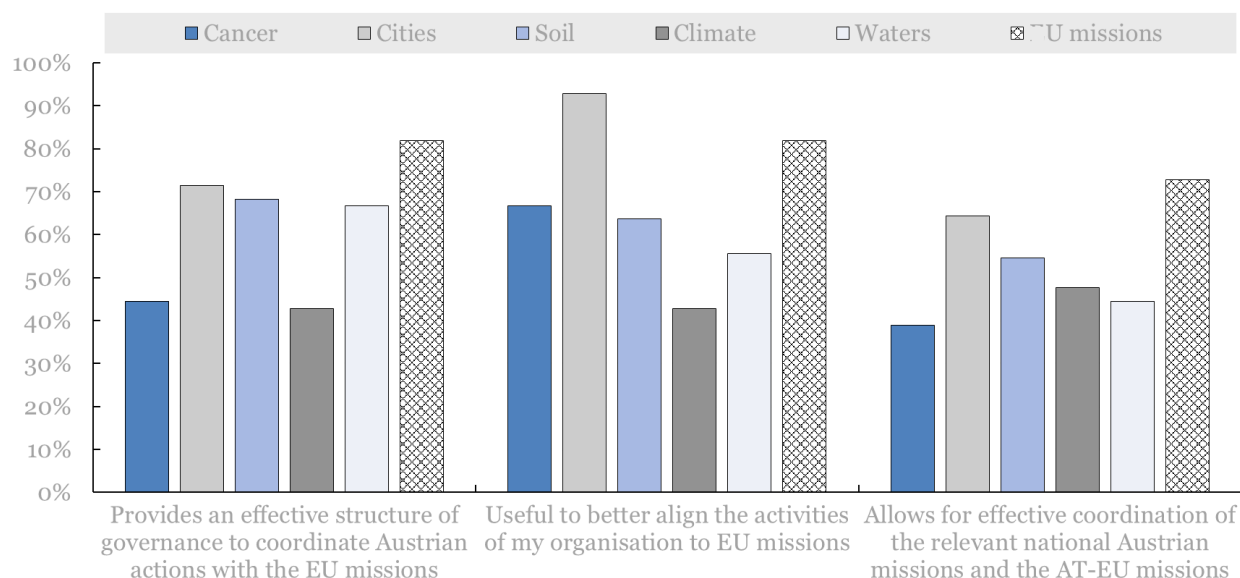
Figure 5. Is the mission supported by high-level political and administrative support and relies upon on a consensus among a wide group of stakeholders regarding the need and relevance of the mission?



Note: Share of survey respondents who agree or strongly agree with the following statements regarding the mission

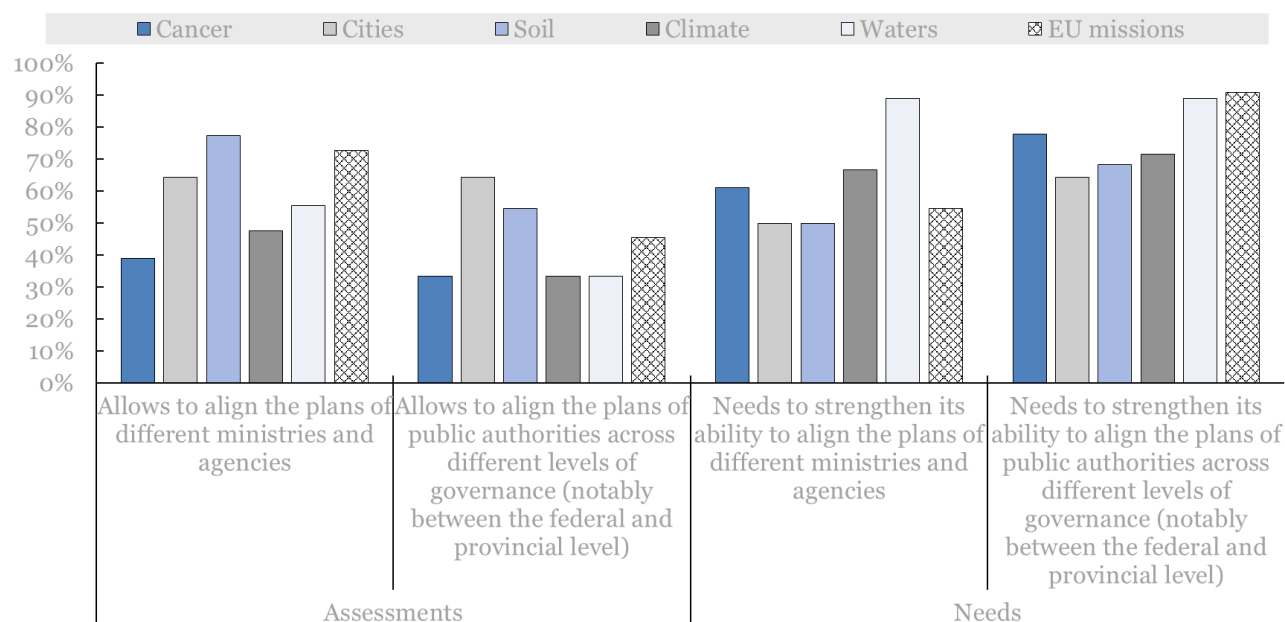
B.2. Policy coordination

Figure 6. Do the missions provide effective governance frameworks to coordinate research and innovation efforts?



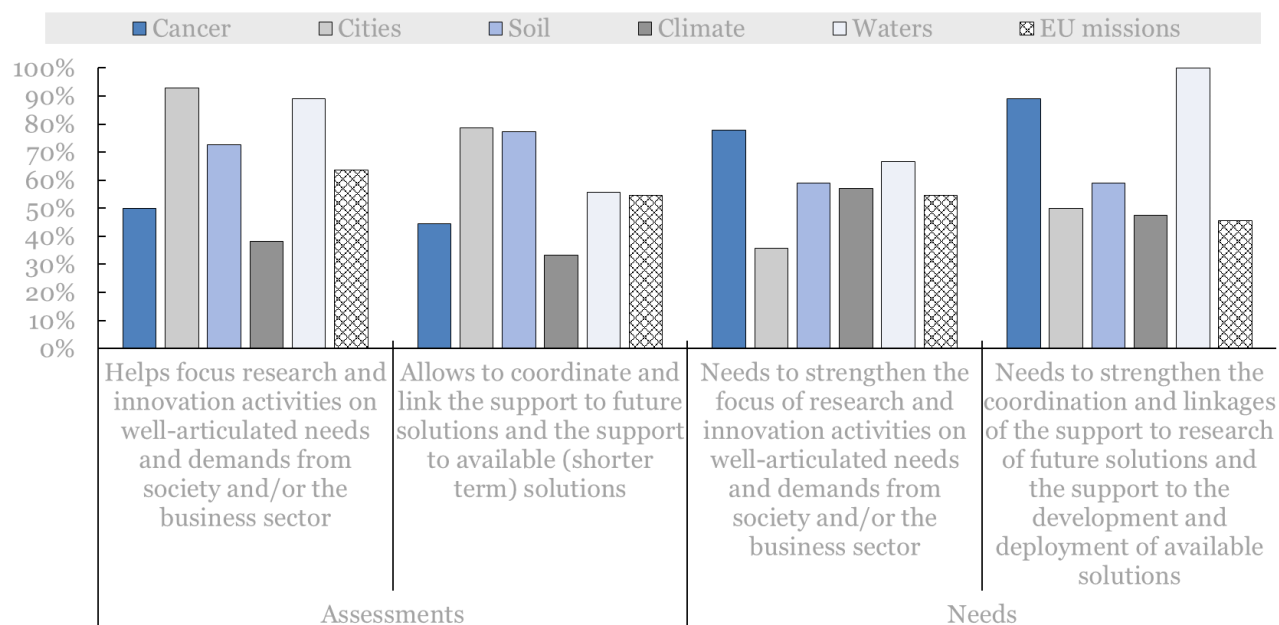
Note: Share of survey respondents who agree or strongly agree with the following statements regarding the mission

Figure 7. Are public authorities' plans coordinated across different policy fields and levels of government to achieve the mission?



Note: Share of survey respondents who agree or strongly agree with the following statements regarding the mission

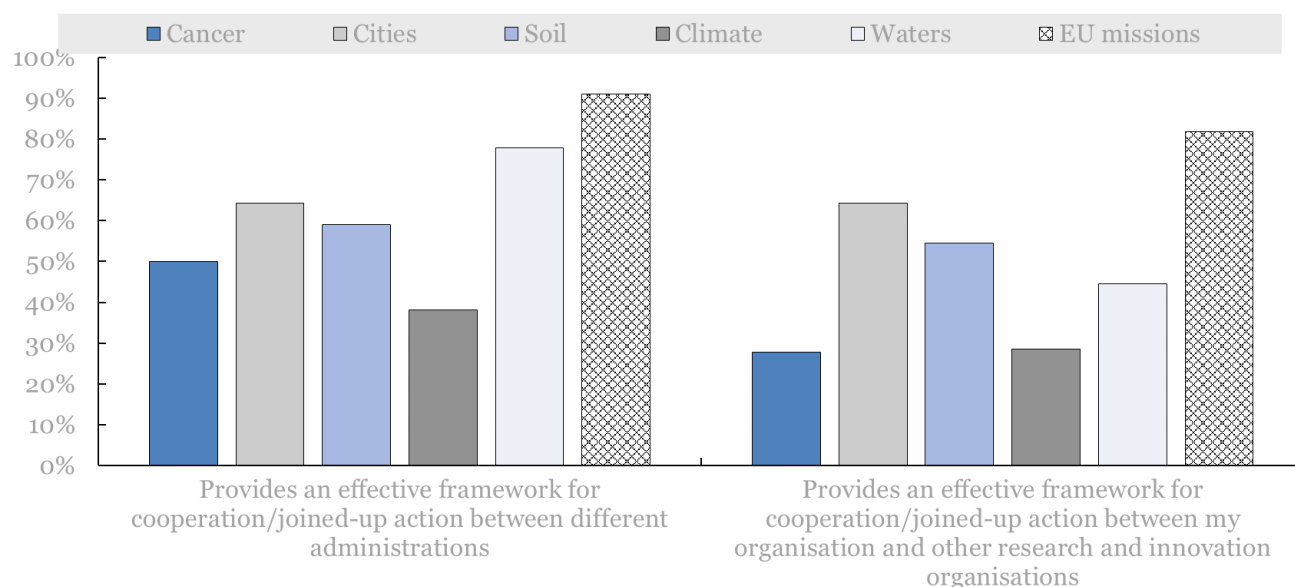
Figure 8. Are research and innovation activities driven by well-understood needs and demands from society and/or the business sector?



Note: Share of survey respondents who agree or strongly agree with the following statements regarding the mission

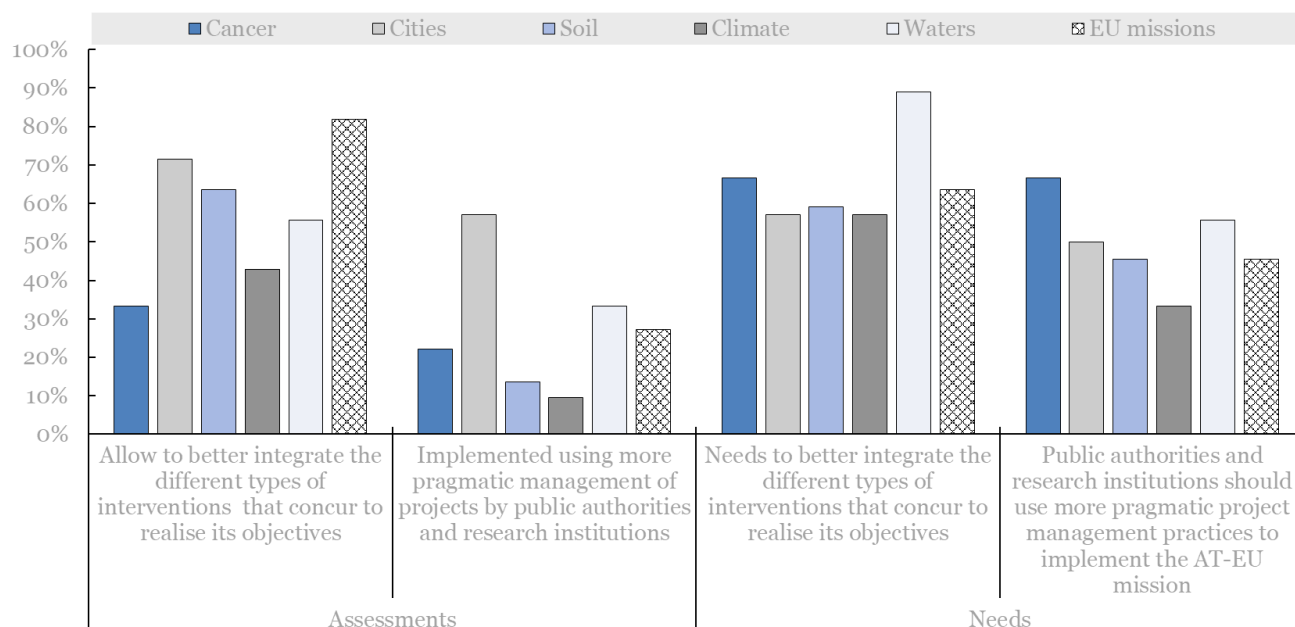
B.3. Policy implementation

Figure 9. Do the missions provide effective frameworks for cooperation?



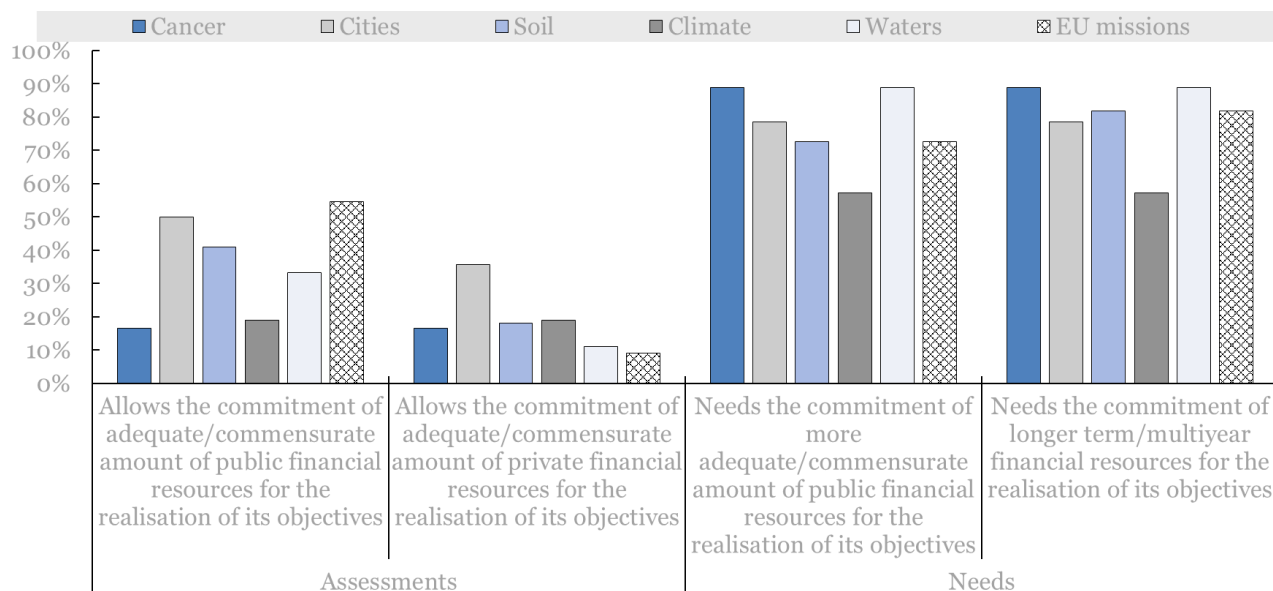
Note: Share of survey respondents who agree or strongly agree with the following statements regarding the mission

Figure 10. Are diverse and consistent set of policy interventions (technical, financial, regulatory, etc.) combined to operate together and achieve the mission?



Note: Share of survey respondents who agree or strongly agree with the following statements regarding the mission

Figure 11. Do public and private stakeholders commit and integrate commensurate resources over several years for the achievement of the mission?



Note: Share of survey respondents who agree or strongly agree with the following statements regarding the mission

B.4. Synthetic assessment indexes

Figure 12. Composite index – Strategic orientation

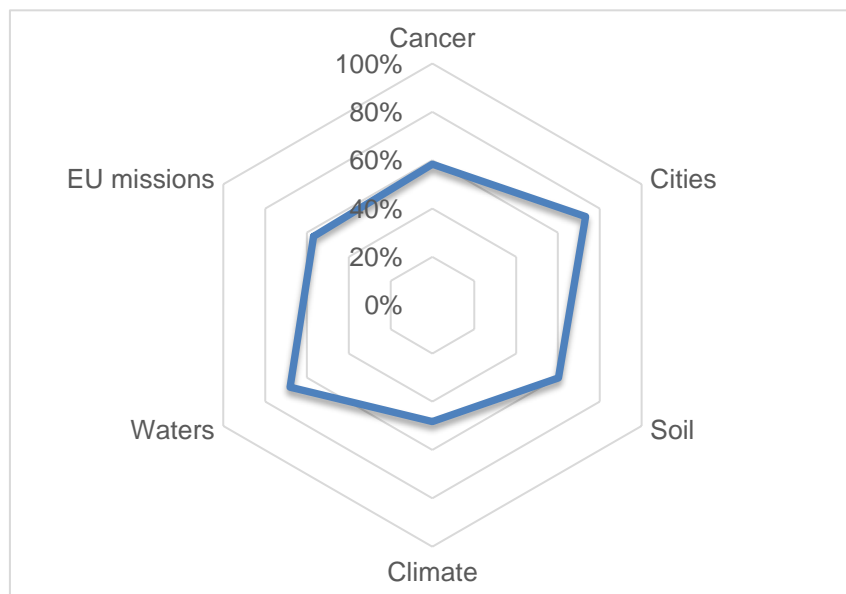


Figure 13. Composite index – Policy coordination

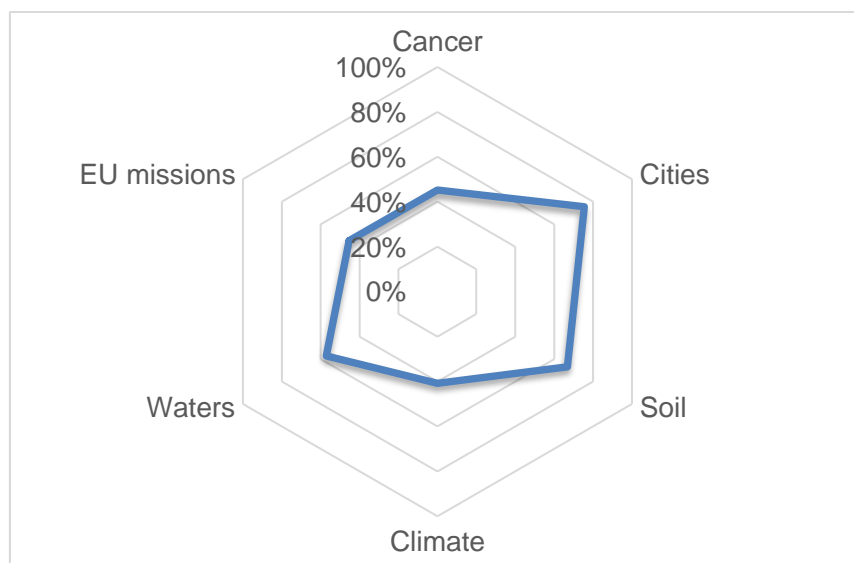
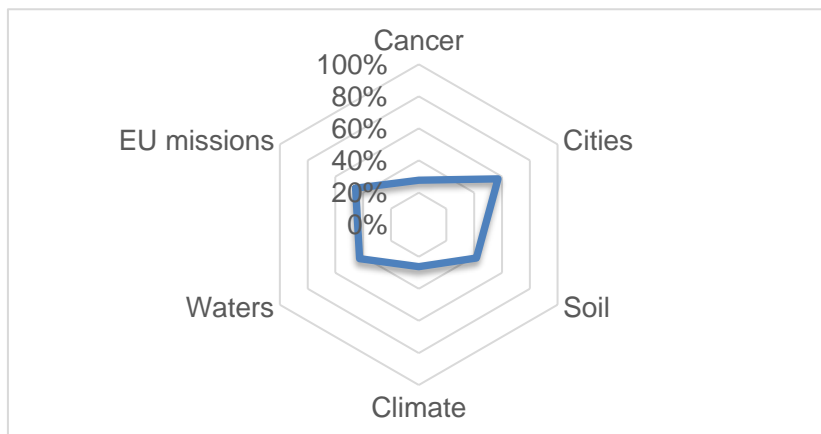


Figure 14. Composite index – Policy implementation



Note: average shares of survey respondents who agree or strongly agree with the proposed assessment statements regarding the mission

Annex C. Focus group participants

Cancer mission

Chair and co-chair

- Elisabeth TISCHELMAYER, Federal Ministry of Education, Science and Research
- Eva Claudia LANG, Federal Ministry of Social Affairs, Health, Care and Consumer Protection

Participants

- Lovro MARKOVIĆ, Federal Ministry of Social Affairs, Health, Care and Consumer Protection
- Ines HABERL, FFG - Austrian Research Promotion Agency
- Barbara FRÖSCHL, Austrian National Public Health Institute (Gesundheit Österreich GmbH, GÖG)
- Matthias WEBER, Austrian Institute of Technology, chair of the "Foresight & Citizens" Advisory Board
- Christian NACZINSKY, Federal Ministry of Education, Science and Research, chair of the EU Governance Group

Climate adaptation mission

Chair

- Karolina BEGUSCH-PFEFFERKORN, Federal Ministry of Education, Science and Research

Participants

- Christian NACZINSKY, Federal Ministry of Education, Science and Research
- Ilona OTTO, University of Graz
- Andrea PRUTSCH, GeoSphere Austria
- Brigitte WEISS, Federal Ministry for Climate Action, Environment, Energy, Mobility, Innovation and Technology (BMK)
- Gerhard WOTAWA, GeoSphere Austria
- Thomas SCHINKO, International Institute for Applied Systems Analysis
- Katrin BRUGGER, Climate Change Centre Austria
- Tanja TÖTZER, AIT Austrian Institute of Technology
- Wolfgang POLT, Joanneum Research

Soil mission

Chair and co-chair

- Andrea SPANISCHBERGER, Federal Ministry of Agriculture, Forestry, Regions and Water Management
- Karolina BEGUSCH-PFEFFERKORN, Federal Ministry of Education, Science and Research

Participants

- Simone JÄHRIG, FFG - Austrian Research Promotion Agency
- Heide SPIEGEL, AGES - Austrian Agency for Health and Food Safety
- Elisabeth HAINFELLNER, University of Agriculture
- Vera BORNEMANN, *Convention Alpine, Ständiges Sekretariat der Alpenkonvention (excused)*
- Christian STEINER, Office of the Lower Austrian Provincial Government, Amt der NÖ Landesregierung
- Brigitte WEISS, Federal Ministry for Climate Action, Environment, Energy, Mobility, Innovation and Technology (BMK)
- Matthias WEBER, Austrian Institute of Technology
- Christian NACZINSKY, Federal Ministry of Education, Science and Research

Waters mission

Chair and co-chair

- Andreas CHOVANEC, Federal Ministry of Agriculture, Forestry, Regions and Water Management
- Karolina BEGUSCH-PFEFFERKORN, Federal Ministry of Education, Science and Research

Participants

- Norbert KREUZINGER, TU Vienna
- Susanne MEISSNER-DRAGOSITS, FFG - Austrian Research Promotion Agency
- Helmut HABERSACK, University of Natural Resources and Life Sciences
- Annett UHMANN, GeoSphere Austria
- Christian NACZINSKY, Federal Ministry of Education, Science and Research
- Brigitte WEISS, Federal Ministry for Climate Action, Environment, Energy, Mobility, Innovation and Technology
- Wolfgang POLT, Joanneum Research

Cities mission

Chair

- Hans-Günther SCHWARZ, Federal Ministry for Climate Action, Environment, Energy, Mobility, Innovation and Technology (BMK)

Participants

- Anna WANG, Federal Ministry for Climate Action, Environment, Energy, Mobility, Innovation and Technology (BMK)
- Brigitte WEISS, Federal Ministry for Climate Action, Environment, Energy, Mobility, Innovation and Technology (BMK)
- Walter WASNER, Federal Ministry for Climate Action, Environment, Energy, Mobility, Innovation and Technology (BMK)
- Barbara SARINGER-BORY, Austrian Academy of Sciences
- Heinz BUSCHMANN, Climate and Energy fund (Klima- und Energiefonds)
- Siegfried LOICHT, FFG - Austrian Research Promotion Agency
- Matthias WEBER, Austrian Institute of Technology
- Christian NACZINSKY, Federal Ministry of Education, Science and Research

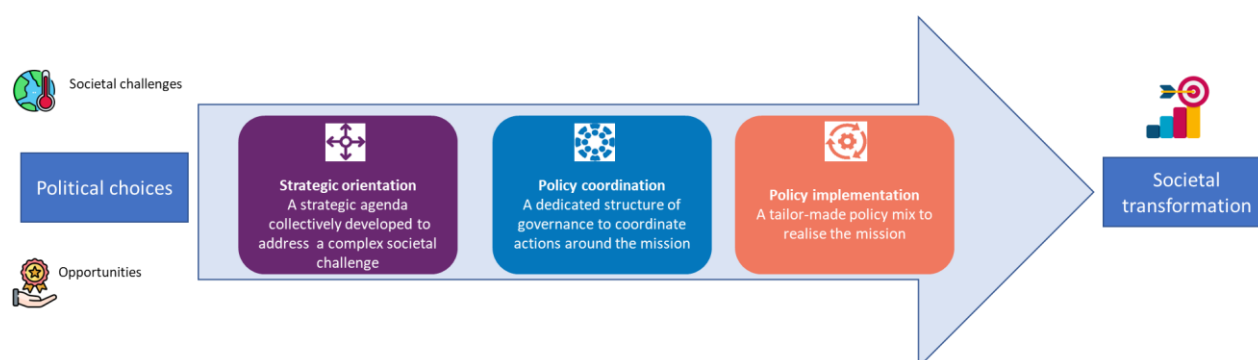
Annex D. The mission assessment framework

The Austrian initiative to mobilise and coordinate actors around EU missions is the first of a kind not only in Austria but also at the EU level. Hence, in absence of a clear referent model, it is essential to monitor the different activities conducted in the different mission areas (and overall) and assess their results against the expected features of missions. These expected features have been formalised by the OECD in an analytical framework synthesising the lessons-learned from several years of research into the worldwide practice of this policy approach.

This analytical framework (as illustrated in the Figure 15) is based on three building-blocks:

- Strategic orientation – the main objective of mission-oriented policies is to develop and set well-accepted objectives regarding a complex challenge to be addressed, with a view to setting the ground for targeted and coordinated collective action. While mission-oriented policies are still often characterised as top-down, the definition of their objectives requires the involvement of a wide array of public and private stakeholders and the formation of a solid consensus among them.
- Policy coordination – MOIPs coordinate the strategies and plans of various public authorities that are in charge of different components (e.g., knowledge, technologies, funding, skills, regulations, markets) essential to achieve collectively agreed objectives. These public authorities belong to different policy fields (research, innovation and different sectors that own the societal challenges, e.g., energy, mobility, health, etc.) and different levels of governance. Coordination arrangements are negotiated and found in different types of governance bodies at various levels (strategic and operational, at the level of the overall initiative and at the level of specific missions).
- Policy implementation – MOIPs are implemented via a comprehensive mix of policy interventions and various initiatives to support a range of activities, from research to market launch and the formation of required skills, deliberately designed to achieve the objectives of each mission. For the most part, these policies do not substitute, but build upon and coordinate pre-existing policy interventions, in order to tackle a specific challenge.

Figure 15. The three building-blocks of mission-oriented policies



This framework was directly reflected in the assessment survey sent to the Mission Action Groups, as illustrated in Figure 16.

Figure 16. Structure of the mission assessment survey

