

A Mission Oriented Approach

The Camden Renewal Commission

London Borough of Camden | UCL Institute for Innovation and Public Purpose

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Camden's commitment to a mission-based approach

Camden Council has bold ambitions for achieving an economic and social renewal post-Covid-19 that is inclusive, fair, just, participatory, and sustainable. The Council aims to use these unprecedented circumstances to galvanise locally driven, purposeful economic growth - to nurture an economy that works for all.

Camden's leadership holds the view that the true test of an economy's success is not how large it is or how fast it grows, but how well it supports people to live a good life. At the IIPP, we use the concept of public value as a way to think about which direction innovation and industrial policy takes.^[1] At the core of Camden's renewal strategy is the belief that economic growth has not only a rate, but also a direction, and that policymakers should have a key, active role in shaping it.

For this aim, the Renewal Commission will take a mission-oriented innovation approach and examine the levers that Camden Council, and other local authorities, will need to realise the ambition of these missions. The Commission will work together with a vast array of partners to design practical policy interventions to further economic renewal both locally and nationally. A mission-oriented approach will enable the council to build new systems and structures that are inclusive and sustainable and deliver on Camden's vision for a place in which everyone can succeed and where everyone has a voice.

^[1] Kattel, R., Mazzucato, M., Ryan-Collins, J., Sharpe, S., (2018). The economics of change: Policy appraisal for missions, market shaping and public purpose. UCL Institute for Innovation and Public Purpose, Policy Brief series (IIPP PB 02). Available at: <https://www.ucl.ac.uk/bartlett/public-purpose/sites/public-purpose/files/ipp-pb-02-economics-of-change-03-08-2018.pdf>

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Introducing mission-oriented innovation policy

What is mission-oriented innovation?

The 21st century is increasingly defined by the need to respond to major social, environmental, and economic challenges. Referred to as ‘grand challenges’, these include environmental, demographic, health and wellbeing concerns, as well as the difficulties of generating sustainable and inclusive growth.^[2] The Covid-19 pandemic has exacerbated and exposed the severity and interlinkages of challenges such as inequality and systemic racism. It also made it even more apparent that tackling these challenges is a matter of urgency.

These complex challenges demand new, radical ways of thinking about the role of the state and the private sector. Mission-oriented innovation provides a framework for policymakers to drive economic renewal and growth that is more innovation-led, inclusive and sustainable. Mission-oriented policy intends to steer growth in the direction of the desired goals, instead of only de-risking or levelling the playing field for private enterprises. Providing governments with tools to shape and influence the direction of growth, it challenges the traditional view of directionless economic policy.^[3]

Grand challenges by their nature are big, difficult, and complex. In order to address them, a problem-based, rather than sectors-based approach is required, as challenges require boundary-crossing solutions. To make these challenges achievable, they have to be broken down into pragmatic steps. At UCL’s Institute for Innovation and Public Purpose we call these missions. Missions are concrete targets within a challenge that act as frames and stimuli for innovation.

^[2] Mazzucato, M. (2017). ‘Mission-Oriented Innovation Policy: Challenges and Opportunities’. Working Paper IIPP WP 2017-01. Available at: <https://www.ucl.ac.uk/bartlett/public-purpose/sites/public-purpose/files/moip-challenges-and-opportunities-working-paper-2017-1.pdf>

^[3] Kattel, R., Mazzucato, M., Ryan-Collins, J., Sharpe, S. (2018). The economics of change: Policy appraisal for missions, market shaping and public purpose. UCL Institute for Innovation and Public Purpose, Working Paper Series (IIPP WP 2018-06). Available at: <https://www.ucl.ac.uk/bartlett/public-purpose/publications/2018/jul/economics-change-policy-and-appraisal-missions-market-shaping-and-public>

Mission-oriented' policy responds to grand challenges by identifying and articulating concrete problems that can galvanise production, distribution, and consumption patterns across various sectors. Through well-defined missions that are focused on solving society's most important challenges, policymakers can determine the direction of growth by making strategic investments across many different sectors. Using missions to drive local growth means focussing less on particular sectors and more on problems that matter to all. When public, private, and civic actors are oriented around big, bold missions, they are more apt to share resources and work cooperatively to realise those missions.

By setting the direction for a solution, missions do not specify how to achieve success. The right answers are not known in advance. Rather, mission-oriented policies stimulate the development of a range of different solutions to meet grand challenges and reward those actors willing to take risks and experiment.^[4]

^[4] Mazzucato, M and Dibb, G. (2019). Missions: A beginner's guide. UCL Institute for Innovation and Public Purpose, Policy Brief series (IIPP PB 09). Available at: <https://www.ucl.ac.uk/bartlett/public-purpose/publications/2019/dec/missions-beginners-guide>

Characteristics of missions

We have set out five criteria for the development of missions – a mission should:

1. **Be bold, inspirational with wide societal relevance.** Missions should engage the public. They should make clear that through ambitious, bold action, solutions will be developed that will have an impact on people's daily lives. They should be broad enough to engage the public and attract cross-sectoral investment; however, they should also remain clear and focussed to involve industry and achieve measurable success.
2. **Set a clear direction: targeted, measurable, and time-bound.** Missions need to be clearly framed. While enabling long-term investments, they need a specific target that can either be formulated in binary ways (as clearly as whether a city achieved climate neutrality or not) or quantified (as clearly as whether a certain percentage increase in social housing stock was obtained).
3. **Be ambitious but realistic.** Mission objectives should be set in an ambitious manner (taking risks), centred on research and innovation activities across the entire innovation chain, including the feedback effects between basic and applied research.
4. **Encourage cross-disciplinary, cross-sectoral, and cross-actor innovation.** Missions should be framed in such a way as to spark activity across, and among, multiple scientific disciplines (including social sciences and humanities), across different industrial sectors (e.g. transport, nutrition, health, services), and different types of actors (public, private, third sector, civil society organisations).
5. **Involve multiple, bottom-up solutions.** Missions should not be achievable by a single development path, or by a single technology. Instead, missions' objectives should only be achievable by a portfolio of projects and supportive policy interventions.

Mission-oriented thinking requires understanding the difference between (1) challenges, (2) missions, (3) sectors and (4) specific solutions. These components are required to develop a mission roadmap:

A challenge is a broadly defined area which has been identified as a priority (whether through political leadership, or the outcome of a movement in civil society). These may include areas like inequality, climate change, or housing crisis.

Missions: a set of concrete problems that different sectors can address to tackle the challenge. Possible missions should be tested against the criteria outlined in the previous section.

Sectors: Sectors of the economy that are well placed to invest and innovate in ways that will contribute to a mission. This should include sectors spanning the public sector, private sector, third sector, and across all manufacturing and services.

Solutions: A portfolio of potential projects from across different sectors, including businesses, the government, universities and the third sector. Solutions have clear objectives and should stimulate new forms of partnerships and collaboration, across different industries and between different actors to help achieve a mission. Solutions can be supported through policy interventions and public financial instruments, including co-financing.

Political agenda setting
and civic engagement

Clear targeted
missions

Cross-sectoral
innovation

Portfolio of projects
and bottom-up
experimentation



Whom does it involve?

While technological missions of the past (for example the Apollo program to go to the moon and back) have often been driven top down by the central government, social missions must involve a wide group of stakeholders in both definition and implementation. Missions must be widely perceived to be legitimate and of high societal importance. This will ensure their durability and survival across political cycles.^[5]

In order to achieve this, meaningful public participation in the selection process of missions is essential. Policymakers in charge of designing missions should work hand in hand with citizens, community leaders and social movements, engaging with their demands and tapping into their collective energies.^[6] Without civic engagement, the risk of alienation from the broader public and a purely technocratic approach is too high. A mission will not inspire people unless they feel like they are part of it.

Moreover, public participation in the selection process must be followed by public inclusion in the implementation. Genuine participation of civil society organisations in concrete projects within a mission will be crucial to facilitate open dialogues on expected outcomes and practical applicability of solutions.

^[5] Mazzucato, M., (2019). Governing Missions in the European Union. Available at:
<https://www.ucl.ac.uk/bartlett/public-purpose/publications/2019/jul/governing-missions-european-union>

^[6] Leadbeater, C. (2018). 'Movements with missions make markets'. UCL Institute for Innovation and Public Purpose Working Paper Series (IIPP WP 2018-07). Available at:
<https://www.ucl.ac.uk/bartlett/public-purpose/publications/2019/jul/governing-missions-european-unionhttps://www.ucl.ac.uk/bartlett/public-purpose/publications/2018/aug/movements-missions-make-markets>

In the local context, missions should galvanize and bring together residents, businesses, academic institutions, community organisations and social movements. Objectives should be chosen, defined, and designed collectively, using an open, collaborative process that engages a range of stakeholders.

Covid-19 has inspired a proliferation of community solidarity and social action at the local level. Moving ahead, these experiences of spontaneous community responses should be used to learn from and harnessed for the economic transitions of the coming months and years.

What sets missions apart?

Mission-oriented policy is distinct from orthodox approaches to economic policy in a number of key ways.^[7] Primarily, it is concerned with co-creating and shaping markets to achieve societally agreed missions driven by public purpose, rather than limited to ‘market fixing’. The idea that the State is at best a fixer of markets has its roots in neoclassical economic theory, which asserts that competitive markets will bring about optimal outcomes if left to their own devices. This theory justifies government ‘intervention’ in the economy only if there are explicit market failures. Mission-oriented innovation proposes an alternative framework to the dominant view of markets as solely the interactions of private enterprise.

A market-shaping, mission-oriented approach to policy views markets as embedded in society and hence as outcomes of the interactions between the public, private and civil society sectors. The framework recognises the need to shift from the existing support-and-measure approach to policy (find market failure; fix it with a support instrument; measure the impact) to a lead-and-learn approach (create and shape markets with variety of policy instruments with open-ended impact horizons, and learn through wider social engagement and coordination).^[8] In addition, it is not only concerned with the effectiveness of public spending, but also includes the wider institutional features of markets, from the regulatory framework

(e.g. environmental standards) to the type of finance available, to the creation of demand for new products and services (e.g. through procurement and fiscal policy). Finally, it puts particular emphasis on creating new technologies and shifting

^[7] Kattel, R., Mazzucato, M., Ryan-Collins, J., Sharpe, S. (2018). The economics of change: Policy appraisal for missions, market shaping and public purpose. UCL Institute for Innovation and Public Purpose, Working Paper Series (IIPP WP 2018-06). Available at: <https://www.ucl.ac.uk/bartlett/public-purpose/publications/2018/jul/economics-change-policy-and-appraisal-missions-market-shaping-and-public>

^[8] Kattel, R., Mazzucato, M. (2018). Mission-oriented innovation policy and dynamic capabilities in the public sector. UCL Institute for Innovation and Public Purpose, Working Paper Series (IIPP WP 2018-5). Available at: <https://www.ucl.ac.uk/bartlett/public-purpose/publications/2018/jul/mission-oriented-innovation-policy-and-dynamic-capabilities-public-sector>

technology frontiers.

By embedding public purpose and direction and bringing public value back to the heart of economic practice, mission-oriented policies give confidence back to public servants that their work is of crucial importance to society. It also encourages rethinking of how government should be structured to best use the full extent of the bureaucracy's creative and entrepreneurial potential.^[9]

^[9] Mazzucato, M and Dibb, G. (2019). Missions: A beginner's guide. UCL Institute for Innovation and Public Purpose, Policy Brief series (IIPP PB 09). Available at: <https://www.ucl.ac.uk/bartlett/public-purpose/publications/2019/dec/missions-beginners-guide>

Where have IIPP applied missions before?

Mission-oriented innovation and market-shaping policies have been adopted by policymakers around the world in international bodies like the EU and UN, national governments, and institutions such as development banks.

A Mission-Oriented UK Industrial Strategy. UCL Commission on Mission Oriented Innovation & Industrial Strategy (MOIIS) launched in 2018, chaired by Prof Mazzucato and former minister, Lord David Willetts. The commission's report, 'A Mission-Oriented UK Industrial Strategy' set out an approach to UK investment and innovation targeted at solving systemic 21st century challenges. The commission worked closely with the Department for Business, Energy & Industrial Strategy (BEIS) to transform the government's 'Grand Challenges' (Clean Growth, Ageing Society, the Future of Mobility and AI & Data Economy) into concrete missions. The report also outlined how to ensure that the design of these missions will mobilise crowding-in of investment and innovation across different actors and sectors of the economy. The paper discussed how government structures, agencies, and instruments need to be reimaged to deliver the new strategy. IIPP and the MOIIS commission were instrumental in the inclusion of 'Grand Challenges' in the UK government's 2017 Industrial Strategy White Paper. The challenges were among the only parts of the industrial strategy which were carried forward after the formation of a new government in 2019. By 2020, some of the mission areas have achieved significant progress (e.g. building insulation in the Clean Growth mission). Finally, the recent UK R&D roadmap announced by BEIS includes a significant section on "moonshots" which draws on the mission-oriented framework.

Scottish National Bank. State investment banks have become key domestic and global actors driving economic growth and innovation. IIPP was central in setting-up and the implementation of the Scottish National Investment Bank building on the strategy laid out in IIPP's 'A mission-oriented framework for the Scottish National Bank' report published in 2019. The Scottish National Investment Bank Bill, passed in 2019, drew on IIPP's research and outlined a framework for creating a new mission-oriented financial institution. The Bank is being established as Scotland's primary public sector debt and equity investment institution which is set to deliver the government's vision of smart and inclusive growth. The Bank,

which opens its doors this year, will play a transformative role by focusing on long-term, mission-led patient capital. Its initial focus will be on investment towards its primary mission to support the transition to a net-zero society by 2040. Once established, the Bank will also become a major contributor to economic recovery through investment in place-based projects and innovation. The Bank is central to Scotland's post-Covid-19 strategy of an investment-led economic recovery, as outlined in the report of the Advisory Group on Economic Recovery led by Benny Higgins. The report recognises that the crisis accelerated the need for a robust public investment institution at the heart of the Scottish economic landscape.

Mission-Oriented Research & Innovation in the European Union. Professor Mariana Mazzucato was the special advisor to Carlos Moedas, the Commissioner for Research, Science, and Innovation in the European Commission (EC). In 2018, she authored the report 'Mission-oriented research & innovation in the European Union: A problem-solving approach to fuel innovation-led growth' to help direct the Horizon programme for EU science and R&D funding in a more mission-oriented way. This report led to an adoption of the missions framework as part of the 2021-2027 round of funding, called Horizon Europe, and an uplift in funding to approximately €100bn over the 7 years. The report was followed by the 'Governing Missions in the European Union' independent report published in 2019.

Following IIPP's framework, five missions have been developed by the Mission Boards and are currently being consulted with the citizens to ensure that they have wide societal relevance. The proposed missions are:

- Conquering Cancer: Mission Possible
- Accelerating The Transition To A Climate Prepared And Resilient Europe
- Regenerating our Ocean and Waters
- 100 Climate-Neutral Cities by 2030
- Caring for Soil is Caring for Life

The Mission Boards will hand over their final recommendations to the Commission in September 2020. The Commission will announce its selected missions at the end of 2020. The missions will launch as part of the EU's research and innovation programme, Horizon Europe, in 2021.

Greater Manchester. IIPP's partnership with Greater Manchester started in 2019, when IIPP's thought starter report 'A mission-oriented approach to clean growth' acted as an initial roadmap for the city region. It was created as part of the Greater Manchester Independent Prosperity Commission, on which Professor Mariana Mazzucato was a panellist. The report took a mission-oriented approach to Greater Manchester's challenge of Climate Change and carbon-neutrality target and framed its citizen-oriented mission for 'carbon neutral living' in the city-region by 2038. The paper provided an introduction to the mission-oriented approach to innovation and policy, key criteria for selecting and framing successful missions, a hypothetical mission roadmap, and a series of case studies. The mission and roadmap became integral to the city-region's 5 Year Environment Plan, and trailblazing UK Local Industrial Strategy. Since 2020, IIPP has been working with Greater Manchester to observe and support the development of the mission roadmap as it has been translated into action in the city-region. Greater Manchester Combined Authority (GMCA) is also a member of IIPP's Mission Oriented Innovation Network, a group of public sector organisations which are experimenting with mission-oriented frameworks and approaches.

Missions and the local context

Mission-oriented policy in the local, urban, and regional context has at its core the belief that local places have enormous capacity to drive inclusive economic growth on the local level, as well as influence nation-wide institutions and policies. Local institutions and communities can shape the future of the local economy collectively and impactfully. Missions acknowledge that public servants have a role in shaping the economy and economic growth and this applies at the local and regional level, as well as in central government. This includes the use of existing place-shaping powers, partnerships, and services to support people, local labour market and local organisations.

In the context of a local community, missions should speak to the values or aspirations of different residents and give residents a sense of ownership. This can be done by including and engaging community members in the process of identifying and shaping missions. Local mission-oriented policy recognises that a thriving local place must be founded on coalitions, from community members to voluntary organisations to public sector institutions. Given flexibility and proper resources, such diverse groups of collaborating local stakeholders are best placed to guide decisions about local renewal.

The local context is an environment highly distinct from policymaking at the national or international level. Locally driven missions must take under consideration both the opportunities, as well as limitations of local government. Local authorities can make use of their influence and utilise powerful levers (such as in licensing, planning, procurement, public protection, and public real management) in pursuit of missions. Moreover, local bodies often exercise a good understanding of the local landscape and a close relationship to local businesses and citizens. They can also make use of having more agility and margin to innovate and experiment with different policy approaches. On the other hand, their agency is limited in comparison to the central government, which requires them to form local coalitions and lobby the central government in terms of policies and resource availability. Shaping a green and inclusive local economy requires local, urban, or regional authorities to take on a market-shaping role. To be able to do so, they require a substantial degree of political autonomy from the central government, as well as financial resources and local flexibility.

One of the key challenges in designing and implementing mission-oriented policies, at all levels of government, is the governance context. Crucial to a successful implementation of a mission-oriented approach is the development of dynamic capabilities.^[10] This means reinvigorating capacity building, competencies, and expertise within the public sector. A market co-creating role requires the state to have capabilities for leadership and engagement. Capability to encourage bottom-up engagement means that there is a capacity to set missions, but also to leave enough space for contestation and adaptability. It is essential that different organisations of the state can successfully coordinate and provide direction to private actors when formulating and implementing policies that address societal challenges.^[11] The ability to identify coherent policy mixes (instruments and funding) is of key importance. Equally important are evaluation capabilities that do not rely only on market-failure-based approaches but can integrate user research, social experiments and systems thinking. Finally, administrative capabilities need diversity of expertise and skills, from engineering to human-centric design. Openness to experimentation and testing of approaches, as well as an ambitious, coalition-building leadership are key success factors for missions at the local level.

^[10] Kattel, R., Mazzucato, M. (2018). Mission-oriented innovation policy and dynamic capabilities in the public sector. UCL Institute for Innovation and Public Purpose, Working Paper Series (IIPP WP 2018-5). Available at: <https://www.ucl.ac.uk/bartlett/public-purpose/publications/2018/jul/mission-oriented-innovation-policy-and-dynamic-capabilities-public-sector>

^[11] Mazzucato, M. (2017). 'Mission-Oriented Innovation Policy: Challenges and Opportunities'. Working Paper IIPP WP 2017-01. Available at: <https://www.ucl.ac.uk/bartlett/public-purpose/sites/public-purpose/files/moip-challenges-and-opportunities-working-paper-2017-1.pdf>

Moving forward with missions at Camden

Camden has a community-led vision of a place where everyone has the chance to succeed, nobody gets left behind, and everybody has a voice. As one of the most-progressive and forward-thinking local authorities in the UK, Camden is extremely well positioned to be at the forefront of mission-oriented innovation and growth, building on its portfolio of innovative projects (Loneliness Lab), citizen engagement (Citizens' Climate Assemblies), strategic thinking (Camden 2025) and bold economic ambitions.