

# Patchwork policymaking: Linking Innovation and Transport Policy in Austria

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# The OECD NIS MONIT Process

- OECD NIS MONIT (Monitoring and Implementing Horizontal Innovation Policy)
- Aims to provide a better understanding of national capabilities in innovation governance and policy coordination
- Two parts:
  - Innovation policy profile: overview of the main national priorities, strategies and mechanisms
  - relationship between innovation policy and sectoral policies in each country

# Transport case study: Starting point

- What is policy integration in the Austrian context?
  - Policy objectives, decision-making structures, knowledge and capabilities, or policy instruments
- What mechanisms exist between innovation and transport policy in Austria? Are the mechanisms formal or informal?
- Which actors are involved?
- Is there such a thing as “good practise” in policy integration?
- What are the barriers to integrated policy making?

# Transport case study: Aims and objectives

- Context mapping: which actors are involved, what are their goals?
- What innovation means in transport policy and.....
- How transport policy goals are integrated into innovation policy
- Interviews with policy makers, agencies, NGOs etc.
- Not an objective to look at specific technologies in individual modes of transport, but...
- Concentrate on governance mechanisms between policy areas

## Actors involved

- Integration between innovation and transport should be easy because they are all in one ministry - Ministry for Transport, Innovation and Technology (BMVIT since 2000)
- Main players are the Innovation and the Transport Division
- Other divisions and other ministries also exercise influence
  
- Gap in transport policy: sustainable mobility
- Agenda now in the environment ministry, but with few connections to transport or innovation

# What is transport policy in Austria?

- There is no such things as an integrated transport policy in Austria
- Local/sectoral/ policy circles with own agendas look after individual areas
- Two key documents exist:
- Austrian federal transport infrastructure plan (2002)
  - planning and providing transport infrastructure
- 1991 General Transport Plan
  - Integrated transport concept of over 300 pages that never went past the paper stage

# Innovation policy in transport policy

- Neither of the documents explicitly mentions innovation policy
- Austrian federal transport infrastructure plan (2002) explicitly says that it is not its responsibility to consider wider issues
- No formalised ideas on the integration of the two policy areas
- Integration is mainly ad hoc

# Integration mechanisms between TP and IP

- Reliance on informal networks and especially on individuals
- High level of differentiation and departmentalisation
- Integration takes place under three circumstances:
  - when external and internal pressure is high enough
  - When external actors take initiative
  - When issue is not life threatening
  
- Two Case Studies:
  - RTD Programmes
  - Telematics Framework

# Transport Technology Programmes - aims

- RTD Programmes with a focus on transport technologies
- One of the longest running RTD Programmes in Austria (consecutive programmes)
- Aim to increase innovative capacity in selected areas

# Transport Technology Programmes - content

Programme	Programme lines	Thematic focus	Time scale
IVS2- Intelligent Transport Systems and Services (new programme lines)	A3	Automotive suppliers	2003 -
	ISB	Rail technologies	2003 -
	I2	Transport telematics	2003 -
MOVE (current programmes)	TAKE-ÖV	Telematics – public transport	1999-2003
	Logistik Austria Plus	Logistics	1999-2003
	Innovative mobility services	Urban passenger transport	
	Pilotprogramm Donau		2001-2005
	Combined Freight transport	Combined road, rail and ship freight transport	1999-2002
	ITF	Transport technology programme	1992-1997

# Transport Technology Programmes - process

- Innovation Division has the responsibility for programme development
- Development both a bottom-up and a top-down process
- Criticism in past for focus on bottom-up without strategic policy direction
- development predominantly with industry partners
- Combination of different goals (transport, innovation, environmental, industrial) but not integration
- Implementation: innovation and competitiveness focus

# Transport Technology Programmes - design

- Key area where integration between innovation and transport could take place
- With the IV2S programme integration process attempted, but with limited commitment from transport side
- Transport Division: Innovation Division should concentrate on technological development and not get involved in transport policy – strict division of labour
- When programme submitted to Council for Science and Technological Development for ratification it was deferred
- Council concerned that funding earmarked for innovation would be used to fill holes in basic infrastructure provision

# Transport Technology Programmes - summary

- Attempt at internal co-ordination difficult
- Limited willingness and considerable scepticism often based on misunderstanding of what the other one does
- Different time-scales, disciplines and approaches to change
- Take-over bids: divisions feel threatened
- Co-ordination means being specific about goals, but this only takes place on a limited scale

# Telematics Framework Programme - aims

- Need for comprehensive and strategic plan for development of transport telematics in Austria
- Optimal use of transport network and to increase the efficiency and safety of the transport system
- To develop detailed structures on the systemic, technology policy and operative level in this area
- The planning covers 5-10 years
- The initiative covers a broad range of initiatives including education and training aspects

# Telematics Framework Programme - process

- The process owner is the BMVIT (funders)
- The person responsible is in the transport division, responsible for telematics
- However, the process organiser and the main driver behind the initiative is the programm management organisation, the via donau
- Design and implementation outside the ministry (4 people work full-time on the programme)

# Telematics Framework Programme - design

- High level policy group of BMVIT Division Heads – to ensure commitment especially for future implementation phase
- Involvement of representatives from the operators (ÖBB, ASFINAG, SCHIG and Austrokontrol)
- Involvement of lower-level civil servants in individual working groups
- Working groups look at the implications in different modes of transport (e.g. public or road transport)
- These are involved in different phases of the plan from the initial concept phase, the consultation phase, through to the design of initiatives

# Telematics Framework Programme - summary

- TFP is outside the ministry
- Even though the process is owned by the Transport Division, the fact that external actors organise the process gives it a credibility and acceptance it would perhaps otherwise not have
- High degree of trust in the via donau (on personal level)
- High-level commitment and wide involvement of stakeholders
- Strategic, yet not competency threatening subject, so agreement possible
- Co-ordination makes sense for all sides

# Barriers to policy integration

- High level of departmentalisation leads to:
  - Mistrust of different goals and objectives
  - Attempts to reduce interfaces not increase them
  - Perceived take-over threat from other divisions
  - The cultures of the two policy areas are very different (stability vs experimental)
  - Mutual perceptions are reinforced
  
- Departmentalisation is reinforced by unstable federal ministry structures and framework conditions
  - Changes in ministerial responsibilities

# Success stories of policy integration

- When does (formalised) integration take place?
  - When pressure is high
  - When potential benefits to co-operation are higher than perceived losses
  - When no loss of responsibilities are perceived
  - High-level commitment combined with external project management
  - Trust in individuals that can talk to both sides

# Conclusions

- Co-operation, co-ordination and integration is time consuming
- Stable structures, responsibilities and resources form the basis for trust and co-operation
- External agencies with mediation function that allow both to come together have facilitated the integration process
- There is a lack of an integrated transport policy as a guideline and of an integrated transport and transport technology policy
- But, would formal integration work given the niche approach to policy making in Austria