



Mapping innovation policy in services (IPPS): Country report The Netherlands

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Executive summary

As part of the 2006-2007 innovation policy project in services (IPPS, a preparatory SSA Inno-Net project) participating countries report on the existing policy measures aimed at supporting service innovation. This country report provides an *overview of the policy efforts aimed at facilitating service innovation in the Netherlands* using a typology of innovation policy measures as introduced by Professor Georghiou (see Annex 1).

Over the last few years attention for services and services R&D and innovation seem to be on the rise in the Netherlands. It is most likely a combination of factors that has contributed to this renewed attention. First of all as part of the growth agenda there is an increased interest in ways to further improve productivity growth in the Netherlands. Service innovation is simply needed to allow for continued economic growth and to realise the growth agenda. Secondly, ICT alone allows for major innovations with a wide impact in numerous service occupations and service industries. To make investments in ICT productive investing in the technology does not suffice. It is increasingly acknowledged that these type of investments need to be backed up by considerable (intangible) investments in service and/or organizational innovation. Thirdly, the growing tradability of services or at least some service products of some industries have raised attention to the growth potential of services. Fourthly, institutional reforms such as the service directive and more recently the new community framework for state aid for research and development and innovation raised the attention for services R&D and innovation. Awareness has also been raised through a stream of reports and initiatives by organisations such as OECD, a plea by the Dutch Council for Science and Technology to foster service innovation, various advices by the Dutch innovation platform to address issues closely linked to services and service innovation and other EU-member states that are busy assessing the feasibility of service innovation policies or actually introducing dedicated schemes aimed at facilitating service innovation (most notably Finland and Germany). Increasingly so, Dutch government itself seem to be aware of the fact that it is a major service provider itself or purchaser of services and therefore can play a considerable role in making especially (semi-) public domains more innovative and act as lead user. Finally, the fact that some Dutch 'manufacturing icons' indicate that their competitiveness is increasingly dependent on the way in which they succeed in adding service functionality to their product portfolio, seem to help in tabling the notion of service innovation.

Although various other actors have identified the need to address services and service innovation more seriously, the notion of service innovation is most visibly on the radar of the various directorates and units within the Ministry of Economic Affairs. Various people spread over the Ministry and its services deal with service industries and service innovation more deliberately, albeit largely at the level of stocktaking, foresight exercises and impact studies and less so at the level of concrete policy actions. Spread over the ministry attention is paid to growth in services (strongly linked to competition policies), trade and exportability of services, implications of the Services Directive and the new framework for state aid for R&D and innovation, improvements in the statistical coverage of service industries and the (innovative) use and implementation of ICTs in public service sectors. Apart from the fairly prominent position of some service industries in regional innovation policies in some regions, there are at the national level some smaller (specific) initiatives aimed at addressing individual service industries. However, the general point of departure is still horizontal or generic policies. An overview of both generic and more specific policies and policy schemes which are relevant to services and service innovators are given in the

scheme below (and discussed in more detail in the main text). The overview further differentiates between typical supply-side measures and more demand-side measures as well as policies related to the internationalisation of services.

Supply-side measures	Demand-side measures
WBSO (§3.1.1.)	Creative Challenge Call (§3.2.1.)
Innovation Vouchers (§3.1.2.)	ICT in Societal Sectors (§3.2.2.)
Smartmix (§3.1.3.)	Netherlands ICT Research and Innovation Authority (§3.2.3.)
Investments Grants for Knowledge Infrastructure (§3.1.4.)	Innovation vouchers (§3.2.4.)
Contact points for services (§3.1.5.)	Small Business Innovation Research Programme (§3.2.5.)
Centre for Social Innovation (§3.1.6.)	PIANOO and innovative procurement (§3.2.6.)
Syntens programmes (§3.1.7.)	
Peaks in the Delta (§3.1.8.)	
Regional Attention and Action for Knowledge circulation (§3.1.9.)	
Internationalisation	
Internationalisation of services (§3.3.1.)	
Services Directive (§3.3.2.)	

Service specific policy measures

Generic policy measures, also applicable to services



Generic policies aimed at fostering entrepreneurship and innovation equally apply to services and service innovation. Service innovation may indeed benefit from these generic policies and the shaping of the right framework conditions, however, in practice these generic policies are mostly having a technology and manufacturing bias (in their design, wording, conceptualisation).

More specific policies – and the number of more specific or should we say customized (innovation) policy approaches seems to be on the rise – are by and large aimed at facilitating technological innovation. There are however some specific policy schemes which can be interpreted as more service innovation specific policies, although these are mostly ‘just a toe in the water’ and not always initiated from the idea of facilitating service innovation in the first place (a clear example being the Creative Challenge Call).

However, it can also be concluded that it seems as if the Dutch innovation system and the way it is governed is slowly adapting to the new service paradigm. A couple of actors at various levels in the innovation system are increasingly aware and do recognise the need to address service innovation more fully. Various actors have also started to consider how they can better cater for the needs of service innovators and a few policy initiatives were actually started. These attempts are so far mostly experimental. It remains to be seen if in early 2007 a stronger plea for service innovation policies will be made and some more explicit and new policy initiatives aimed at service innovation will be added or not.

In a more prospective final section the following issues are briefly discussed:

1. Ubiquity of service innovation i.e. the intertwining of manufacturing and service functions as well as technological and non technological R&D and innovation.
2. The rationale for services innovation policy.
3. The need for service activities to better formulate their knowledge needs and more widely the sort of measures that would help them in becoming more innovative.
4. The balance between innovation and non-innovation policies to support services R&D and innovation.

These issues – apart from the huge variety among service industries – are thought to be essential when further designing and discussing services innovation policies.

1 Introduction

1.1 Goal, research questions and scope

For a long time service firms and service innovation were only marginally – with some exceptions – dealt with by government in general and by innovation policy makers in particular. Every now and then the topic of service innovation popped up, was studied or some feasibility studies held, but this did not seem to result in R&D and innovation policies more sensible to the needs of service firms, specific R&D and innovation policies aimed at service industries or more systemic schemes in which service innovation was integrated. As the awareness on the role of services and service innovations seems to be on the rise the question which innovation policy-makers are confronted with is whether specific services innovation policies are needed and how these would look like. There certainly is scope for policy learning here, the more so as some countries have introduced deliberate and concrete policy actions to facilitate service innovation.

As part of the 2006-2007 innovation policy project in services (IPPS, a preparatory SSA Inno-Net project) participating countries provide country reports on the existing policy measures aimed at supporting service innovation. The country report presented here provides an overview of the policy efforts aimed at facilitating service innovation in the Netherlands. It maps the policy efforts aimed at and affecting the scope for service innovation using a typology of innovation policy measures as introduced by Professor Luke Georghiou¹ (see Annex 1 for an overview). The research questions addressed in this country report (see box 1 below) are directly derived from the related policy mapping template provided by the coordinators of the IPPS project². The country report is largely based on desk research (e.g. EU Trendchart database and recent research reports) and additional interviews by telephone. The results of all the individual country reports will be synthesized in an overall report on service innovation policies and will be disseminated later in 2007.

Box 1: Research questions addressed in the country reports

- Which policy actors are involved in the National Innovation System (DIS)?
- Which actors have recognised services and related innovations?
- How do the policy actors address service related innovations?
- How can supply-side measures be described that are targeting services related innovation?
- How can demand-side measures be described that are targeting services related innovation?
- How can measures promoting services internationalisation be described?
- How can measures seeking to create favourable framework conditions for service related innovations be described?
- Are there some future policy measures being developed for services and related innovation?
- Which other relevant issues and comments related to the emerging service innovation policy must be addressed?

¹ Georghiou, L. (2006). *Effective innovation policies for Europe – the missing demand side*. Manchester: PREST – Manchester Business School.

² Kuusisto, J. (2006), Policy Mapping Template. Innovation Policy Project in Services – IPPS 2006-2007, European Touch Ltd.

As to the scope of the country report it should be remarked beforehand that in Dutch context no explicit services innovation policy schemes or programmes exist. This is not to say services and services innovations are completely ignored. Generic policies aimed at fostering entrepreneurship and innovation equally apply to services and service innovation. More specific policies – and the number of more specific or should we say customized (innovation) policy approaches seems to be on the rise – are by and large aimed at facilitating technological innovation. There are however some specific policy schemes which can be interpreted as more service innovation specific policies, although these are mostly ‘just a toe in the water’ and not always initiated from the idea of facilitating service innovation in the first place. This country report primarily addresses as systematically as possible those generic and specific policies which clearly affect the scope for service innovation. Further one can identify some policy initiatives which are not exactly policy schemes or programmes but which flag at least an increasing sensitivity or willingness to look more specifically at services and service innovation. Here one could think of explorative research, feasibility studies, policy discussions, policy advice, discussions on new institutions etcetera. These are only touched upon and described in less detail (mostly in boxes). Further – and in line with the Georghiou taxonomy – a broad definition of innovation policies is adopted as a point of departure here³.

1.2 Outline

In this report the emphasis is on providing an overview of generic and specific policies and policy schemes – and in this context flagging most relevant initiatives – that affect the scope for service innovation. This overview is presented in chapter 3 and the ‘density’ of Dutch service innovation policies is visualised separately in annex 3. In chapter 3 and annex 3 by and large the Georghiou typology is adopted (although some schemes and initiatives can be included under various headings) and therefore differentiates between supply-side, demand-side and measures and initiatives aimed at the internationalisation of services. Before doing so the main actors and their relationships are given in chapter 2 (and annex 2) as well as some indications how innovations policy is changing currently. Finally, chapter 4 addresses four issues which we think are essential when discussing future service innovation policies including a rationale for a services innovation policy.

³ Although, admittedly, we focus relative strongly on the key actor i.e. the Dutch Ministry of Economic Affairs.

2 The Dutch Innovation System and its services innovation sensitivity

2.1 Actors and relationships in the Dutch innovation system⁴

The Innovation Governance of the Netherlands is a complex system with many actors, funding mechanisms and interrelations. An overview of the key actors can be found in Annex 2. Below we mention those actors which in practice have shown their interest or have been active – directly or more indirectly - in facilitating service innovation or policies aimed at increasing service innovation.

Innovation Policy is mainly the responsibility of the Ministry of Economic Affairs (EZ). EZ consists of 4 departments (Directorate Generals -DG). Through DG Enterprise and Innovation (which has the responsibility for all matters concerning entrepreneurship including applied and industry oriented R&D and innovation policy instruments), EZ seeks to strengthen the innovative capacity of the Dutch economy. The major issues in this respect are knowledge, technology, employment and innovative entrepreneurship.

The Ministry of Science, Culture and Education (OCW) also plays an important role in defining innovation policy, in particular in regards to scientific research and education. Its mission is “to create a research climate that encourages optimal performance: producing science of high quality for the stimulation of wealth and well being”. In this capacity the Minister is responsible for a good operation of the research infrastructure, in terms of size, its innovative capacity, its quality and its efficient use of resources. Implementation of OCW policy is achieved through a more hands-off approach using the various research institutes that fall under its remit. It does however make particular use of NWO, and for programme implementation SenterNovem.

Knowledge and innovation are high on the policy agenda of numerous other ministries: The ministry of Transport, Public Works and Water Management (V&W) has a separate project organisation and linked to it a project plan on knowledge and Innovation. The Ministry of Agriculture, Nature and Food quality (LNV) has invested in a dedicated research infrastructure mainly concentrated in Wageningen and has a separate innovation policy. The Ministry of Defence is carrying out a reassessment of the supply of knowledge. The focus is on meeting the demand for knowledge by means of scientific R&D (with a 10-year horizon), available financing instruments, and international cooperation.

At the top-level (high-level cross-cutting policy as depicted in the scheme included in annex 2) various actors impact on the wider STI policy discussion. Among them the Advisory Council for Science & Technology Policy (AWT). AWT through one of its advices named “*To better serve services: innovation policy for services*” (2005, report no. 66) made a plea to better integrate service innovation in innovation policies.⁵ Apart from further emphasizing its general message that ‘innovation is more than knowledge development or technical development alone’ the council concluded that non-technical

⁴ This description is largely based on: Boekholt, P. & P. den Hertog (2005). Shaking up the Dutch Innovation System: How to overcome inertia in Governance. In: Governance of Innovation Systems (Vol. 2): Case Studies in Innovation Policy, OECD, Paris.

⁵ One of the background report published in 2005 by AWT was named “*Myth and reality. The behaviour of innovative service providers in seven sectors*” (background study 31).

knowledge is fundamentally important for innovations in services, and is usually at the core of service innovations. In relation to service-related policy the council recommended to "Broaden the scope of policy to include non-technical forms of innovation" (e.g. by removing the restriction to technical forms of innovation in the earlier mentioned WBSO as well as in other instruments) and "adapt the mix of policy tools, use the economic value of innovations as the main pretext, focus more attention on utilising knowledge, and make room for demonstration projects". It further pointed at some generic elements in policy-making that are important for service innovations (mostly on supporting co-operation, networking and increasing the absorption capacity of businesses as well as the need to analyse for key sectors innovation related opportunities and obstacles).

Another actor that entered the scene at this top-level quite recently and on which opinions differ as to its effectiveness is the Innovation Platform. The Innovation Platform is aimed at making proposals and concrete suggestions for improving overall innovativeness. It is chaired by the prime-minister and populated with two other ministers and heavyweights from industry and academia. Over the last few years it increasingly seems to have an open eye for the importance of other industries than the usual suspects and various of its advices dealt with service innovation. It for example published a study on the role of creativity as the weightless petrol for our economy which resulted for example in the creative challenge scheme (see chapter 3) and it proposed the innovation voucher scheme which in practice is quite popular among service firms. The Innovation Platform was also involved in initiating the Centre for Social Innovation (see chapter 3). The new coalition in the Netherlands (February 2007) decided to continue the Innovation Platform. After all, this platform is a temporary organisation. Furthermore it is chosen to focus on societal matters as health care, energy and water management (Coalition Agreement, 2007).

At the level of detailed policy development and/or co-ordination we should mention SenterNovem. EZ programmes are, for the majority, implemented by the agency SenterNovem (a merger of SENTER and NOVEM in 2004). This fusion is intended to further enhance and streamline amongst others R&D programmes aimed at industry. Typically SenterNovem is well-informed about who benefits most from its programmes and may act as a linking pin between policy-makers and industry. In the area of research important agencies are further NWO (Netherlands Organisation for Scientific Research, mainly academic basic research but increasingly involved in applied research) and STW (Technology Foundation STW is the Dutch funding agency for – mostly applied technological - university research). Finally Syntens is an independent advisory organisation providing all sort of information, awareness, networking and consultancy services towards SMEs on for example entrepreneurship, innovation and ICT and is in practice an important diffusion channel (see chapter 3 for more detail on Syntens).

At the level of research and innovation performers (level 4 in the scheme included in annex 2) we have numerous players that in principle might play a role in addressing needs relevant for service innovation. Among them are the various TNO Institutes included under the TNO umbrella. TNO is a large knowledge institute for applied (technological) research. Since TNO is the largest institute in the Netherlands, and it is very much interwoven with Dutch universities, it is a major resource of knowledge. TNO has a strong reputation in various manufacturing industries as well as some typical public tasks it disposes of knowledge which is highly relevant for service innovation. More recent are the Leading Technological Institutes (TTIs) such as the Telematics Institute, Dutch Polymer Institute, Netherlands Institute for Metals Research and Wageningen Centre for Food Sciences. These institutes are typical examples of public private partnerships. Especially the Telematics Institute deals with service firms and service innovation. Still the selection of institutes and the topics covered signals the dominant technology bias in Dutch STI policies. In contrast, it must be mentioned that a Network for Studies on Pensions, Aging and Retirement

(Netspar) as a societal top institute was launched in 2005. Netspar “*aims to stimulate social innovation in addressing the challenges and opportunities raised by aging in an efficient and equitable manner and in an international setting*” (www.netspar.nl/about). So, Netspar focuses on services in the field of pensions as well as service innovations.

Box 2: Characteristics of the Dutch STI governance model (based on Boekholt & den Hertog, 2005)

- There has always been a strong ‘division of labour’ between science on the one hand and technology and innovation on the other hand, both in terms of policy design, funding and research performers. Consequently there are two different governance cultures in the science and innovation parts of the system. At different levels in the system these two spheres are gradually moving towards each other, and in the Innovation Policy White Paper the Ministry of Economic Affairs and Ministry of Education Culture and Science have collaborated intensely. Cross-cutting organisations, like Innovation Platform, have further stimulate this integration.
- There is a quite decentralised and fragmented science and research community comprising of 13 Universities, 18 KNAW Institutes, 6 NWO Institutes, 5 Large Technological Institutes (GTIs), 4 Technological Top Institutes (TTIs), 14 TNO Institutes, and a number of state owned research and advisory centres. On the one hand the academic research system functions quite independently and has its own ‘sub-governance system’. On the other hand there is a multitude of applied research centres, which receive funding from certain Ministries and/or have a mission to find contracts in the market. The trend here is to develop more public-private collaborations and use co-funding as a basis of finance.
- There has been a current trend in the way in which the Ministries, in particular EZ and OCW, are using intermediaries to execute policy programmes. The recent merging of Senter (historically the front desk of EZ) and Novem (focused on environment and energy) has seen a move towards collaboration between the various parties to provide better support (and scientific links) to industry. Further, there has been a move towards the use of specially formed bodies to execute programmes in certain key technology areas. Examples are the Genomics and ICT initiatives, which are an umbrella for activities coming from various ministries active in these areas.
- Despite the complex set of formal linkages and funding routes, it is a system in which organisations and people deal with each other on an informal level quite easily.
- There has been a creation of a new high-level advisory council in the system, the Innovation Platform, with high-level representatives from research, industry and the policy arena and chaired by the prime Minister. It was launched in September 2003 and it is not sure whether it will be continued in its current form as it was clearly linked to the Balkenende Administration..
- A trend that is at least clear in the Netherlands is the increased use of external bodies and committees that do play a role in formulating and implementing policies. If government itself for whatever reason is not willing or capable to prioritise in the innovation policy agenda, different types of external support and advice are used to derive co-ordination and coherence e.g. frequent use of external committees, separate action programmes in which outsiders have increasingly a steering role etc. This partly stems from the ‘public-private-partnership’ concept that has been en vogue since the mid- 1990s.

In addition to the actors just mentioned –which predominantly operate at the national level – there are various actors active at other levels such as provinces and Regional Development Agencies (ROMs). We will not deal with the regional level here except for the Peaks in the Delta initiative which in fact are revamped regional developed policies initiated from the national level. In some of the selected regions service innovation features quite prominently (see chapter 3).

Measures and initiatives of the above mentioned actors are discussed in the next chapter. Some measures are initiated by more actors, or initiated by actor A but managed by actor B. For that reason measures and initiatives subdivided on the basis of the taxonomy of Georghiou (2006) will be the starting point.

2.2 Changing policies: a new services innovation sensitivity?

Over the last few years attention for services and services R&D and innovation seem to be on the rise in the Netherlands. It is most likely a combination of factors that has contributed to this renewed attention. First of all as part of the growth agenda there is an increased interest in ways to further improve productivity growth in the Netherlands this was noticed to deteriorate compared to that of some of the competitors. Service innovation is simply needed to allow for continued economic growth and to realise the growth agenda. Secondly, ICT alone allows for major innovations with a wide impact in numerous service occupations and service industries. To make investments in ICT productive investing in the technology does not suffice. It is increasingly acknowledged that these type of investments need to be backed up by considerable (intangible) investments in service and/or organizational innovation. Thirdly, the growing tradeability of services or at least some service products of some industries have raised attention to the growth potential of services. Fourthly, institutional reforms such as the service directive and more recently the new community framework for state aid for research and development and innovation – containing a.o. a section on aid for process and organisational innovation in services – raised the attention for services R&D and innovation. Awareness has also been raised through a stream of reports and initiatives by organisations such as OECD, a plea by the Dutch Council for Science and Technology to foster service innovation, various advices by the Dutch innovation platform to address issues closely linked to services and service innovation and other EU-member states that are busy assessing the feasibility of service innovation policies or actually introducing dedicated schemes aimed at facilitating service innovation (most notably Finland and Germany). Increasingly so, Dutch government itself seem to be aware of the fact that it is a major service provider itself or purchaser of services and therefore can play a considerable role in making especially (semi-) public domains more innovative and act in fact as lead user. Finally, the fact that some Dutch (at least in name) manufacturing icons indicate that their competitiveness is to an important degree dependent on whether they succeed in adding service functionality to their product portfolio seem to help in tabling the notion of service innovation. Paradoxically, manufacturing firms whose competitive edge is at risk seems to be a powerful argument to table the topic of service innovation.

Although various other actors have identified the notion of service innovation, and the need to address services and service innovation more seriously is most visibly on the radar of the various directorates and units within the Ministry of Economic Affairs. Various people spread over the Ministry and its services deal with service industries and service innovation more deliberately, albeit largely at the level of stocktaking, foresight exercises and impact studies and less so at the level of concrete policy actions. Spread over the ministry attention is paid to growth in services (strongly linked to competition policies), trade and exportability of services, implications of the Services Directive and the new framework for state aid for R&D and innovation, improvements in the statistical coverage of service industries and the (innovative) use and implementation of ICTs in public service sectors. Apart from the fairly prominent position of some service industries in regional innovation policies in some regions, there are at the national level some smaller initiatives aimed at addressing individual service industries. However, the general point of departure is still horizontal or generic policies.

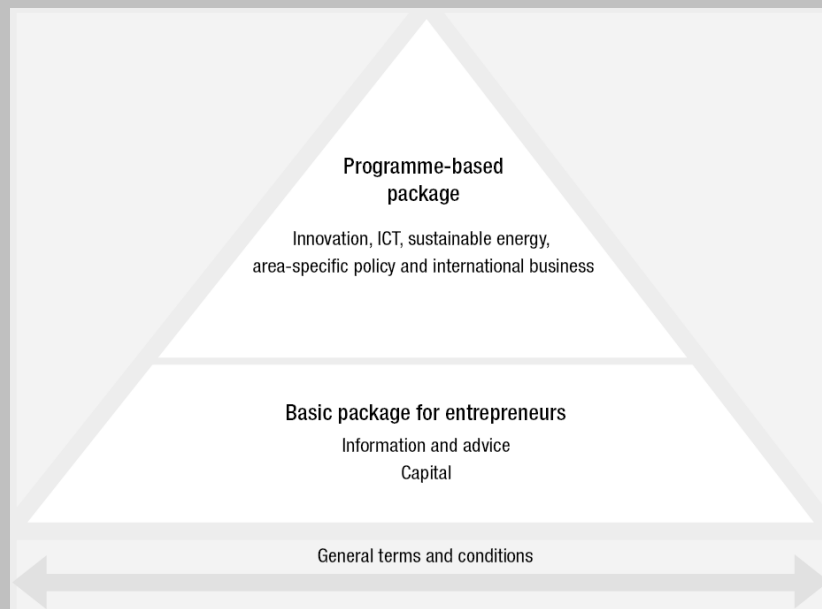
Further, low key feasibility studies are performed on the desirability of a future specific innovation programme. However, whether this will actually happen is to an important degree dependent on the new minister and government agreement (including the budget for what is mostly referred to as the Knowledge agenda) to be announced in February 2007. In the next sessions we deal with most direct and indirect policies and policy

schemes that can be said to currently affect services, services R&D and innovation. A complicating factor here is that Dutch innovation policy are in a state of flux due to major recalibration allowing for more demand-driven and customised policies (see further box 3 below).

Box 3: Recalibrating the Dutch Innovation Policy

End of May 2005 the Minister of EZ presented its plans and actions to drastically modernise or recalibrate the portfolio of policies and schemes aimed at firms (i.e. broader than R&D and innovation policies, see Ministry of EZ, 2005) as well as the way these are implemented⁶. It is a reaction to various problems associated with the current portfolio, namely: too many and too many un-coordinated schemes; broadly perceived lack of flexibility of the current instrument (or the perceived need to provide certain group of firms and industries a certain customized mix of policies); the fact that the limited financial means are spread too thinly; the too high number and overlapping activities of various agencies and organisations responsible for implementing policies and schemes.

This results in a major restructuring by which a basic (one stop shopping) facility or generic package for entrepreneurs is introduced as well as a more specific or programmatic package. The first will be a mix of information & advice facilities and a package for (supporting access to) capital. The second category is mainly focussed at innovation, ICT and sustainable energy, regional economic policies and international entrepreneurship and will be focussed on selected strategic key areas on which the Netherlands wants to excel (see figure below, derived from Ministry of EZ, 2005).



This shift has important repercussions on the actual portfolio of EZ schemes and how these will be used. Most changes in the portfolio of EA schemes are planned and already underway in the area of innovation, regional policies and international entrepreneurship. In total 26 schemes will be amalgamated to 7 clear-cut instruments. An additional of 14 existing EZ schemes will remain largely unaffected. The new approach will be most visible in the innovation area where a so-named omnibus approach will be adopted. This is a legal framework for various forms of financial support, ranging from leading institutes, research programmes, development credits and feasibility studies (Deuten et al., 2005, p. 35). It is important to note that overall these changes will require a sort of transitory period as the schemes themselves, organisational structures (involving various organisations now involved in implementing these policies) and ways of working will have to be changed considerably

⁶ In May 2006 the Ministry of EZ presented a quick short-term review (*Tussenstand 'Sterke basis voor topprestaties'*) concluding that costs of allocation - in fact transaction costs for firms that want to participate in subsidy programmes - must decrease. This development can be stimulated, amongst other things, by standardisation of allocation processes.

and will only be fully implemented in 2008. The recalibrating exercise will take place within the existing budgetary frameworks.

3 Policy measures and initiatives

This chapter provides an overview of current policy measures and related framework conditions in the field of service innovation and further points at relevant initiatives which can be interpreted as developments relevant to (furthering) service innovation. The Georghiou taxonomy is adopted where possible roughly differentiating between (i) supply-side measures (section 3.1), (ii) demand-side measures (section 3.2) and (iii) internationalisation (section 3.3).⁷ The relevant framework conditions that the authors are aware of and need mentioning are spread over the text. A clear example of such a policy area is given in box 4 below.

Box 4: Competition and regulation as an example of highly relevant framework policy

A policy area that more indirectly affects the scope for innovation in services is competition policies and regulation. This indeed is a truly example of a relevant framework policy. The Competition Directorate of the Ministry of EZ – apart from the activities of the Netherlands Competition Authority (NMA) and various other industry specific Authorities- deals with competition policies and market regulation, consumer policies and procurement policies. In principle competition policies are generic. However, as part of for example productivity analyses service and manufacturing industries are analysed and in some cases it may be concluded that competition levels are suboptimal due to institutional barriers or lack of scale for example. If needed other departments and directorates within the Ministry of EZ or other ministries are actively engaged or requested to look after specific barriers or work on measures which might result in more firm dynamics in these industries. By more specifically looking at market regulation – which include a proper working of product markets – amount and quality of regulation is critically reviewed. A number of service industries is addressed in particular such as healthcare, housing, education and free professions (i.e. sectors such as consultancy, legal services etc.) and this also might affect the room for innovation in these particular service industries. The directorate also deals with procurement policies; besides these are mostly aimed at cost effectiveness the policies are additionally aimed at triggering or supporting innovation.

When a scheme or programme is described the following items – wherever possible - are discussed:

- Description of the problem to solve;
- Goal and rationale of the measure;
- Running time of the measure;
- Policy related activities/policy delivery process;
- Outputs and outcomes of the policy measure.

3.1 Supply-side measures

As Georghiou puts it, the supply-side is dominant in innovation policy measures. In addition, most measures touch upon R&D support of various types: think of fiscal incentives, grants and support for training. Besides these mostly financial incentives or schemes, Georghiou comes up with (supply-side) measures related to information brokerage/support and networking measures. The following sections outline Dutch

⁷ For an overview of the taxonomy, see Annex 1. In some cases schemes and programmes can be included under various categories of the taxonomy and this is mentioned where applicable.

measures (national as well as regional) that have a supply-side character. Additionally, in box 4 current research from policy actors, ongoing initiatives and policy recommendations with a supply-side character are mentioned. Consequently this box refers to specific initiatives mostly, however these will not necessarily lead a concrete policy scheme or measure.

3.1.1 WBSO (*Research & Development Promotion Act*)

The Research & Development Promotion Act, abbreviated as WBSO, is a fiscal facility in order to support firms in investing in R&D through employing R&D personnel. WBSO in practice reduces the costs of employing R&D personnel, which in practice is the dominant part of private R&D expenses. Since 2005 the scope of WBSO is broadened and also allows for process innovations. The budget for the WBSO is between €450 – 500 million per annum. The actual size cannot be given before hand as the amount requested and amount granted are different as applications maybe rejected or actual R&D expenditures of firms maybe lower than anticipated.

A mid-term review performed in 2002 showed a positive effect of WBSO expenditures on R&D efforts (€1 WBSO input leads to €1,02 investment in R&D).⁸ Furthermore, the Act is perceived as easy accessible (low administrative threshold) and interesting for SME's.⁹ SenterNovem regularly reports on the fact and figures of the scheme. Concerning 2004 they notice that:

- 14.200 WBSO applications were granted amounting to € 466 million;
- 13.600 (i.e. 96%) were applications from SMEs (< 250 employees);
- 2.750 applications derived from new applicants (also due to a limited broadening of the scheme e.g. in relation to self employed persons);
- 2.400 applications were from techno starters (who since 2001 are granted a higher tax credit).

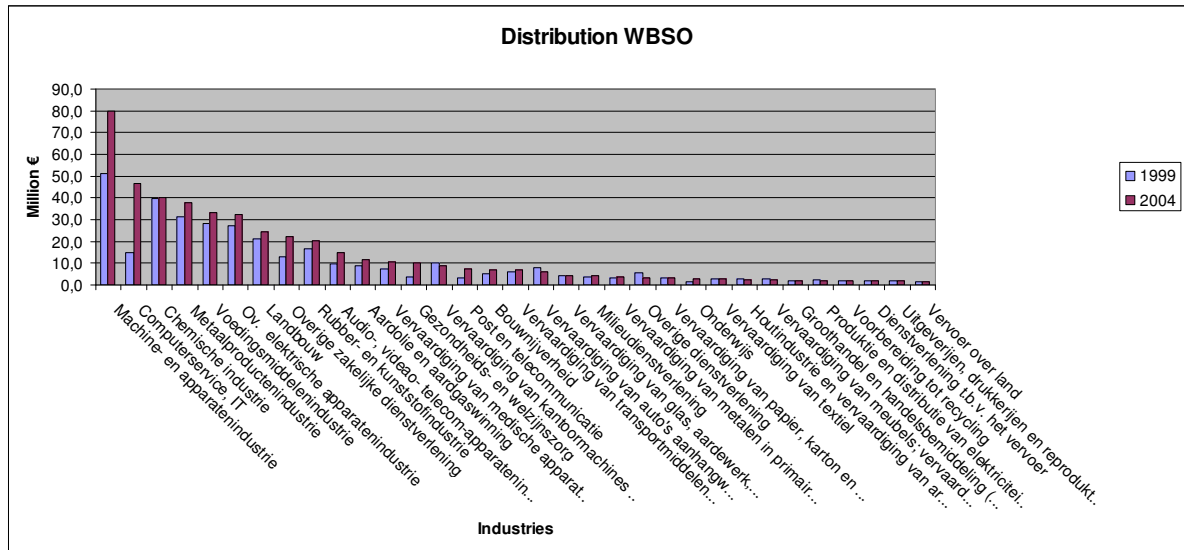
It can be mentioned that WBSO is a major scheme which is noticed and marketed, e.g. by subsidy firms, as a scheme that is accessible to many organisations. Figure 3.1 below provides a picture as to what industries benefited most from the WBSO in 1999 and 2004. In both years only two service industries managed to reach a top-10 position. Computer service and IT industry managed to improve its position considerably as the wording in the WBSO scheme regarding technologically new software was relaxed a bit in 2001 and in 2004 was granted € 47 million of tax credit. Further the dynamic 'other business services' industry remains quite stable and was granted a tax credit of € 22 million in 2004. If we look at other service industries health and welfare services is a clear runner up ranking 13th position in 2004 with € 10 million and education ranking 24th position and starting from a low base. The improved position of at least health and welfare services might be due to a further privatisation of the industry. Environmental services seem to be quite stable with a 20th position in 2004. The overwhelming picture is that the distribution of WBSO budgets is highly skewed. This does not come as a surprise as the scheme which is said to be

⁸ For more details on second order and third order effects for example see Brouwer et al. (2002)

⁹ Trendchart 2006: Innovation Policy in Europe.
http://trendchart.cordis.lu/tc_policy_measures_overview.cfm

generic and accessible to all firm in practice is mostly geared towards supporting technological R&D in manufacturing firms¹⁰.

Figure 3.1: Sectoral distribution of WBSO granted in 1999 and 2004 (data provided by SenterNovem, 2005)



3.1.2 Innovation Programmes

As already indicated the policy approach of the Dutch ministry of EZ towards enterprises and more in particular the way entrepreneurship and innovation is facilitated has changed considerably (as given in Box 3). Apart from having defined various generic set of policies aimed at for example starting firms, financing firms or facilitating exports more room has been created for selectivity (mostly triggered by the plea and subsequent selection of key areas by the Innovation platform in 2004), customisation and demand steering. The newly introduced innovation programmes are probably the centre piece of this new approach and a separate project department was established within the ministry to support the development of these programmes. The idea is to create major innovation programmes together with industry and knowledge institutes in fields where the Netherlands already have a strong track record and has a specific specialisation. These major innovation programmes are designed in dialogue in subsequent steps. Firstly firms jointly- in collaboration with knowledge institutes and helped by the Ministry- define a specific focus for an innovation programme. In a second step a joint vision and strategic agenda is defined describing in fact the ambition and the steps to be taken to get there. This vision and strategic agenda is then presented to the Minister of Economic Affairs and subsequently judged by a high level external expert commission. If the minister accepts the proposal this vision and agenda is turned into an innovation programmes. Finally, the actual proposed innovation programme including the sort of (customised) support from government is again decided on by the minister who is again advised by the earlier mentioned expert commission.

Thus far three innovation programmes have been accepted in the areas of nanotech and embedded systems, water and flowers & food. Concerning nanotech and embedded

¹⁰ Hertog, den P. & J. Segers (2005). *Use of national R&D schemes by service firms. The Dutch case.* RENESER Working paper.

systems, the Ministry of EZ invests €36,1 million in pilot projects during the period of 2006-2009. Participating organisations are amongst others TNO, Philips, ASML, IMEC Nederland and the universities of technology: Delft (TUD), Eindhoven (TUE) and Twente (UT). Furthermore, EZ aims to spend about €14 million on open tenders during the programme. An investment of €35 million will be done in water technology (2006-2010); a new TTI will be developed on this specific research theme. Finally, the pilot of flowers & food is funded with €53 million (2006-2010).¹¹

Four more (in the areas of chemical industries, maritime industries, life sciences & health and automotive are well underway in the pipeline and another four are more or less being investigated. The three areas selected so far mainly represent actors that are not exactly newcomers to the innovation instruments. Overall, service firms are not excluded, but the programmes thus far mainly have a manufacturing focus. One of the four areas which are on the radar is services. The topic is still in its infancy and the Ministry itself started a low key foresight activity in the area of services. It seems not likely that on the short run an innovation programme on services (or rather some focused areas within this broad category) will be initiated. Budgetary limits – also dependent on the negotiations for the new cabinet and the budget for this type of programmes – and the fact that service firms do currently not very actively initiate this type of programmes and have less so of a history in using innovation schemes, make it harder to define an innovation programmes for services. However, if a major dedicated services innovation programme will emerge it will most likely be shaped as an innovation programme.

Whereas support for public/private research is dominating, additionally the innovation programmes can be characterised as a systemic policy (cluster policy). For that reason, innovation programmes are also mentioned as a demand-side measures as given in Annex 3.

3.1.3 Smart Mix

Smart Mix – programme-based funding to consortia – is a scheme that was recently initiated by the Ministry of OCW and the Ministry of EZ. It is managed by a project office (combination of the research council NWO and innovation agency SenterNovem). Just like the Innovation vouchers (3.2.4.) the Smart Mix programme is recommended by the Innovation Platform. Focus and mass of (outstanding) scientific research and valorization of output is central to this project. The rationale is the well known innovation paradox, the fact that knowledge created is so often only very partially utilized.¹² Because of the emphasis on joint knowledge development and exchange, Smart Mix subsidies will be given to consortia¹³. So, the Smart Mix is not an organization/institute related funding, but programme-based funding. Furthermore, because of the general focus on innovation, also services are considered: *"Smart Mix is a subsidy programme which supports innovators who work together. Smart Mix encourages **economic, civil-societal and cultural innovation** that will enable the Netherlands to excel both nationally and internationally"*

¹¹ Ministry of Economic Affairs (2006). Investeren in innovatieprogramma's. Sleutelgebiedenaanpak: samen werken aan innovatie op kansrijke gebieden. The Hague.

¹² On the one hand this addresses supply-based scientific research, on the other hand a lack of co-ordination between research institutes and firms/societal organisations.

¹³ Firms (also SME's) as well as societal organisations and knowledge institutes (TNO, universities, TTI's).

(Smart Mix, 2006)¹⁴. In essence, the aspects of innovation (also service-related ones) covered by the measure include¹⁵:

- Pre-competitive research;
- Applied industrial research;
- Development/prototype creation;
- Commercialisation of innovation;
- Industrial design;
- Co-operation promotion and clustering;
- Diffusion of technologies in enterprises.

The overall budget will be € 100 million each year, starting in 2007: December 2006 is the deadline for research proposals. In April 2007 the awarded proposals will be presented. The pre-selection of proposals is already published (<http://www.smartmix.nl>). Although innovation is defined rather broadly, a first look at the pre-selected proposals seem to indicate that service-related proposals are not particularly well represented. Because of the preliminary status of the selection (and the fact that an overview of all the handed in proposals cannot be checked at this stage in the selection process), the project office was not able to comment already on the total mix of proposals.

3.1.4 Investments Grants for Knowledge Infrastructure

Investments Grants for Knowledge Infrastructure (BSIK) is also known as ICES/KIS. This is a large scale inter-departmental investment programme running since the early nineties through which hundreds of millions are invested in the strengthening of the knowledge infrastructure, mostly through supporting multi-actor (i.e. including firms and various categories of knowledge institutes) R&D networks and programmes focussing on innovative industrial or fundamental research. The first two rounds (1994-2002) amounted to an investment of € 324 million. The budget available for the third round (2003-2006) increased considerably to a massive €802 million to 37 consortia¹⁶. In the first generation the agenda was set by the individual departments each choosing their own research theme and corresponding network of actors to perform the tasks. In the course of this initiative the departments realised that this agenda setting mechanism led to sub-critical and not always effective R&D investment projects. The agenda setting mechanism evolved over the 8-10 years into a long but deliberate filtering process from large cross-departmental subjects to multidisciplinary networks conducting the work. The tools used started with external studies based on stakeholder interviews to an involvement of the potential stakeholders in a competitive network building process. An interdepartmental working group facilitated the process, various advising bodies were involved to do quality checks on

¹⁴ www.smartmix.nl

¹⁵ Trendchart 2006: Innovation Policy in Europe.
http://trendchart.cordis.lu/tc_policy_measures_overview.cfm

¹⁶ As the Economic Reinforcement Fund is coupled to additional state income from selling natural gas some extra investment impulses are financed using this budget. After a ministers crises of the current cabinet it was decided to invest an additional € 500 million in knowledge, innovation and education. The additional expenditure will be used for additional investments in primary vocational education, for top-research (on nanotechnology, biotechnology and innovative ICT-applications), for a specific innovation-impulse aimed at vocational education, large-scale research infrastructure and the key areas which have been selected by the Innovation Platform. (Deuten et al, 2005, p. 33)

the proposed investment projects and an independent "Committee of Wise Persons" prepared the final decision and ranking of investment proposal (the agenda) to the cabinet. This entire process took more than three years¹⁷. An overview of the current projects (37) is given in Annex 4. Although service activities are not excluded most consortia have a science and engineering character. There are quite a number of ICT-based consortia which possibly come closest to developing new knowledge that is relevant to service industries. In a number of these most ICT-firms participate.

3.1.5 Contact points for services industries

In Dutch industrial policy providing the right framework or entrepreneurial climate (competition, infrastructure, regulation, labour market, taxes, education) is the first priority. On top of that the innovativeness is supported through generic innovation policies as well as more targeted or specific action for key areas. Although sectoral policies have been mostly phased out in the nineties, it is increasingly acknowledged that in some cases attention for specific industries is required. In order to be able to establish a dialogue with individual industries and clusters the Ministry of Economic Affairs established contact points within the core Ministry for individual industries, clusters and firms. These contact points mainly serve as a front office or entry points to firms that want to signal particular problems or barriers in their industry. These contact points act in a way as gatekeepers between industry and the Ministry and its services and schemes.

Although the contact points are mostly reacting to signals from the field, contact points may also more pro-actively signal important developments to industries or liaise bring actors and initiatives. Of the total of almost 30 contacts points 8 are addressing service industries such as financial services, business services, wholesale and retailing, transport and logistics, telecom/ICT, tourism and cultural and creative industries. Manufacturing and service industries are treated in a similar way. The impression is that some contact points for services are used less intensive compared to some contact points for manufacturing industries. However, if the Ministry has become more active in a particular industry such as in the creative industry, contact points are used more intensively as well. The actual use therefore is not solely dependent on the characteristics and its historically rooted institutional arrangements of an individual industry (e.g. working of industry associations), but also an indication of the overall attention paid to these kind of service industries.

3.1.6 Centre for Social Innovation

It is increasingly acknowledged that not so much technological innovation or knowledge creation is the key challenge as well as diffusion and valorisation of this knowledge and the complementary non-technological or social innovations to successfully implement and benefit from new technological options. For that reason a Centre for Social Innovation (CvSI) was initiated. Social innovation is defined as the development of dynamic management (within organisations), finding innovative strategies in HR management (e.g. flexibility for employees) and employee development (e.g. talent development) in order to increase productivity and competitiveness¹⁸. The central goal of CvSI is to support and initiate direct actions to further social innovation, adopt a clear demand perspective when supporting these and facilitate scientific research and the exchange of knowledge on this topic (e.g. through the involvement of Erasmus University, University of Amsterdam and

¹⁷ This section is largely based on Boekholt & den Hertog (2005).

¹⁸ Centrum voor Sociale Innovatie (2006). *Centrum voor Sociale Innovatie: flexibel organiseren, dynamisch managen, slimmer werken [In Dutch only]*. Please note this is a very broad definition and one could argue whether it can be differentiated from running a regular business in a smart way. See http://www.innovatieplatform.nl/assets/binaries/documenten/2006/erim_juni06.pdf

TNO). Although the CvSI is a general measure in essence, it clearly provides opportunities for furthering service innovation in both manufacturing and service industries. Foreseen actions of the centre are:

- Realisation of practical experiments and change programmes within sectors, organisational networks, firms and public organisations;
- Training and teaching programmes for managers, consultants and employees in the area of social innovation who can become change agents within their respective organisations;
- Organise networks, stakeholder workshops, conferences and exchange programmes in order to support knowledge flows and dialogues;
- Support demand-articulation (e.g. via sector organisations) of the applied scientific research on the theme.

In the kick-off document of the CvSI (see footnote 19) some specific items are identified and described. An example that is related to services is 'effective management of hospitals'¹⁹. In this programme, social innovation within health services is addressed. Think of operational management, HRM and evaluation & monitoring of performance.

CvSI was initiated by a mix of actors, namely: Innovation Platform, AAVN, FME-CWM, FNV Bondgenoten, CNV²⁰, TNO, Rotterdam School of Management (Erasmus University) and the University of Amsterdam. Moreover in order to finance the centre's activities, the Ministries of SZW, EZ and OCW contribute about €350.000 (half of the costs each year). The programme office of CvSI counts 5 fte, mainly seconded staff of the initiating organisations. The centre started in May 2006 and planned their activities as follows:

- Development phase (May-September 2006): proposition of the CvSI;
- Initiating Phase (September 2006 – January 2007): start of the content-wise activities, development of specific programmes and partnering.
- Realisation Phase (January 2007 – 2011): period of action and evaluation of the programmes.

3.1.7 Various programmes of Syntens

Syntens is a national network of 15 regional advisory offices on innovation and entrepreneurship, in specific for SMEs. As initiated by the Ministry of EZ in 1998, Syntens provides consultancy on e.g. entrepreneurship, innovation and ICT and is in practice an important diffusion channel. Syntens is involved in several initiatives and (implementation of) policy measures. Two specific items we will discuss here are an ICT programme for SMEs and an Innovation Action Plan.

The regional programme '*To innovate with ICT*' (2004-2007) is organised by several regional offices of Syntens for the Northern provinces of the Netherlands²¹. The essence of the programme is to let ICT solutions be underlying drivers for organisational performance, e.g. exploring new markets or development of internal working processes. In the light of this measure, Syntens advises concerning – and subsidises – implementation and development of new software applications, hardware and infrastructures for (service)

¹⁹ It must be mentioned that this programme already started and will be continued as a CvSI item.

²⁰ AAVN is an employers' association, FME-CWM is a trade organisation for the technological-industrial sector, FNV Bondgenoten and CNV are labour unions.

²¹ In specific, the provinces of Groningen, Friesland and Drenthe.

sectors like the building industry, creative industry & multimedia, food and agribusiness, the health care sector and logistics & trade. Interestingly, in the context of our exercise on services innovation, retail, hotels, restaurants and catering firms, and the primary industry are excluded to participate. Syntens subsidises 35 per cent of all *direct* costs which will be at maximum €35.000 for single projects. The overall budget is more than €1,2 million for a period of 3 years (2004-2007)²².

By tailor-made Innovation Action Plans (IAP, since 2003), Syntens' consultants advise SMEs on technology and (technological as well as non-technological) innovation. Upfront, firms are able to do a so-called innovation (quick) scan in order to find its current state of innovativeness and its strong/weak points. In an early stage of the Innovation Action Plan, lines of action and priorities are summed. During the plan, which can take about 4 years, the SME will put these concrete plans into action with help and advises of Syntens. Next to hands-on support regarding the lines of action, Syntens acts as a intermediary (e.g. interaction with knowledge institutes, educational institutes and other SMEs).

The major importance of Syntens in general has already been mentioned. After all, a European Trend Chart document²³ shows that:

- *Syntens reaches 18,500 SMEs per year, 40 per cent of which is a new client;*
- *Syntens intervention resulted for 30 per cent of the companies to increased cooperation with other companies or knowledge institutes;*
- *In 40 per cent Syntens cooperation leads to regional projects and for 30 per cent to more awareness of innovation measures;*
- *50 per cent of the Syntens clients has started a renewal project as a result of advise and half of these companies has the opinion that the strategic meaning of these projects is large to very large;*
- *60 per cent of the clients confirms that labour productivity is increased due to Syntens' advice.*

Concluding, Syntens' measures are generically formulated in essence (especially a programme like IAP). The measures and programmes are mainly aimed at fostering entrepreneurship and innovation, which are in most cases also applicable to services and service innovation (e.g. To Innovate with ICT).

3.1.8 Peaks in the Delta – The North Wing Randstad

Thus far mostly national policy initiatives and schemes were discussed. However, regional economic policies – in addition to economic and indeed innovation policies at the level of provinces and (large) cities or agglomerations – may play a role in facilitating service innovation as well. Breaking with a tradition of distributing funds to the economically more backward regions and in some case industries, the new policy paradigm switched the last few years to backing the stronger and more competitive parts of regions and urban networks and facilitate these in flourishing. The Ministry of EZ played an important role by setting the new framework when publishing the Peaks in the Delta report and subsequently

²² 'To innovate with ICT' is a joint programme of two sub initiatives, namely ICT for SMEs (sub initiative 'Implementation of development projects', €875.000) and the programme Suppliers within the ICT sector and knowledge institutes (sub initiative 'Development of new products and services', €340.000).

²³ Directly derived from the 2005 European Trend Chart: General presentation of the measure/scheme/action/regulation. Retrieved from <http://trendchart.cordis.lu>

putting serious budgets behind this new paradigm. In total six specific regions were selected (the peaks) for which the actors most involved developed plans. Here actual choices were made as to what industries, technologies and networks are believed to be most competitive or most promising and how to support these. Part of these regional programmes are competitions for project funding in selected industries where consortia of firms and others (including knowledge institutes) hand in proposals for regional projects. The total budget of Peaks in the Delta is €296 million (2007-2010). 60 per cent of the budget is directly invested in the different regions, and 40 percent in competition. For the latter projects will be selected which are believed to provide the best economic output. An overview of (regional) investments through the Peaks in the Delta Programme is given below.²⁴

In some of the regions services feature prominently such as in the North Wing of the Randstad (or Rimcity i.e the urban agglomeration in the Western part of the Netherlands with important axes of economic activity reaching east and southeast wards)²⁵. This area – which stretches from Amsterdam, Haarlem, Velsen, Zaanstad to Almere, Amersfoort and Utrecht (see Figure 2) – gives home to internationally competitive services such as financial services, other business services, transport & logistics²⁶, creative industry, ICT & multimedia as well as other clusters with service elements such as Life Sciences and a medical cluster. So, this region is mostly services-oriented. Over the period 2007-2010 a budget of approximately €42 million will be invested to further innovativeness and eventually competitiveness of networks and clusters in these industries²⁷. Lines of action are mainly related to the industries featuring prominently in the Peaks in the Delta programme: (i) creative industry, (ii) life sciences and the medical cluster, (iii) innovative logistics and trade, (iv) tourism and hospitality services as well as the well known theme of supporting industry science relationships. It is expected that in early 2007 an additional action line on business services will be launched.

Table 3.1: Peaks in the Delta - Budget

Peaks in the Delta – Budget	
Eastern Netherlands	€23M
North Wing (of the Randstad)	€42M
South Wing (of the Randstad)	€30M
Southwestern Netherlands	€8M
Southeastern Netherlands	€27M
<i>60% budget (specific regions)</i>	€130M
<i>40% budget (in competition, output based)</i>	€86M

²⁴ Derived from Ministry of EZ (2005). *Kamerbrief Pieken in de Delta*. The Hague.

²⁵ Ministry of EZ (2006). *Pieken in de Noordvleugel. Verdere uitbouw van de internationale dienstverlening*. The Hague. [In Dutch only]

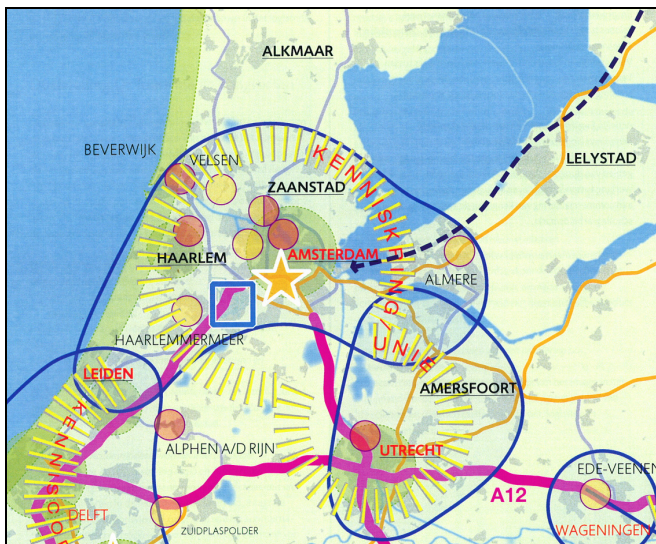
²⁶ Amsterdam Airport Schiphol (AAS), as a hub for Air France-KLM and one of Europe's mainports clearly plays a key role here.

²⁷ The whole Peaks in the Delta exercise is not undisputed. Lambregts, Röling and Kloosterman (2005) for example comment on the possibility of a lack of coherence in planning and development. Furthermore, it is mentioned by Lambregts, Röling and Kloosterman that the North Wing (based on services) developed rapidly over the last years, whereas the South Wing faced an economic challenge. Economic activity tend to spill over to Eastern rather than to the South Wing of the Randstad.

Additional programme: Transition Programme Northern Netherlands	€80M
	€296M

It should be noted that the Peaks in the Delta programme runs in parallel to regional and local economic development and innovation plans. However, not least because of its serious funding and the fact that there are a few obvious strong performing clusters per region, the various policy initiatives address similar clusters and networks and are to a certain degree co-ordinated. In the North Wing for example three provinces (North Holland, Utrecht, Flevoland) are active with their innovation policies, as well as more local initiatives including newly created initiatives such as the Amsterdam Innovation Motor²⁸ (AIM) and Taskforce Innovation (TFI) region Utrecht. The latter two clearly show similarities in the service industries that they target at such as life sciences, ICT, new media and the creative industry²⁹. AIM also names sustainability and trade & logistics whereas TFI reports on business services.

Figure 3.2: Area of the North Wing: network for (international) services



As part of regional innovation policies in the North Wing a new initiative addresses the needs for paying more structural attention to the role of service R&D and innovation. The province of Flevoland ordered over summer 2006 a feasibility study for what in the mean time is named a European Service Innovation Centre (ESIC) in the city of Almere. An elaboration of the ESIC case is given in Box 5. since this centre is not in use yet.

3.1.9 Regional Attention and Action for Knowledge circulation (RAAK)

RAAK (2004-2008) aims to support the knowledge exchange between SMEs and educational institutes, especially Higher Vocational Education (HBO) and adult education (BE). Starting point is the innovation demand within a region. The idea is to enhance regional knowledge circulation (in fact small clusters based on spatial proximity) and so

²⁸ Initiated by a mix of local and regional parties, e.g. municipal of Amsterdam, municipal of Almere, University of Amsterdam, Free University Amsterdam, Chamber of Commerce Amsterdam, Province of North-Holland, 3 banking firms: ING Bank, ABN-Amro and Rabobank.

²⁹ Mentioned as 'Design' by TFI.

gradually make the knowledge created by the national knowledge infrastructure more demand-driven. So, in line with the previous measure a regional differentiation is made. RAAK is coordinated by the Foundation Innovation Alliance (SIA) and financed by the Ministry of OCW. Furthermore, Syntens provides, if necessary, advisory and practical assistance. SIA is a joined foundation of SME Netherlands, VNO-NCW, Council for Professional Higher Education (HBO-Raad), TNO, Telematics Institute and Syntens. Since 2004 approximately €9,3 million was spend and the budget has been increased several times.

The goal of RAAK, as formulated by SIA, is to increase the number of SMEs interacting with the knowledge infrastructure (e.g. educational institutes) on a more structural basis. Within 4 years an increase of 10.000 SME firms (from 10.000 to 20.000) is aimed for. Furthermore, indicators as (i) the share of teachers involved in knowledge exchange with SMEs and (ii) the share of students involved in knowledge exchange with SMEs are used to review the (mid-term) performance. A mid term review found that there is a positive correlation between RAAK as a stimulus and investment in innovative projects of participating organisations: €1 of RAAK subsidy leads to €5 of organisational investment³⁰. Currently 81 different RAAK collaborations have materialised, all by different regional consortia. Service related projects are included as well such as 'Innovation in the Healthcare sector'³¹, 'Design for All'³², 'Sustainable Logistic Quality in a Safe Environment'³³ and 'Knowledge Development & circulation in the Multimedia industry'³⁴.

Box 5. Research, initiatives, recommendations concerning supply-side policies

- **European Service Innovation Centre (ESIC)** in the city of Almere: starting point is that the (broadband) infrastructure of this area is state of the art, but that the actual development and use of innovative ICT-based services in the both public sectors such as health, education and safety and private industries could be improved considerable. The central idea is that a place where systemic knowledge on service R&D and innovation is gathered and partners co-operate and experiment in a real life, real scale experimental setting is thusfar missing. ESIC would have to develop into a logical place where those actors dealing with services R&D and innovation meet, experiment and learn. In this context the idea of communities of service innovation practitioners and service developers was mentioned. The Almere area (close to Amsterdam) is further part of the services heartland in the Netherlands, has a clear pioneering mindset (Almere was built over the last 30 years from scratch, is already in size the fifth Dutch city and will be the fastest growing (big) Dutch city for the years to come). Currently the initiative is developed further i.e raising support from local and regional government, service industries and an actual business model developed. First reactions and support are quite promising and in 2007 the initiative should materialise. Most likely the initiative will be coupled to the overall regional innovation plan for the North wing of the Randstad.

- In order to reduce the gap between knowledge production (e.g. universities) and application of knowledge the **Casimir exchange programme** was started in 2004 (end date: 2006). The scheme focuses on technology & engineering. The Ministries of EZ and OCW co-developed the programme jointly with the research council NWO, innovation agency SenterNovem and Deltapunt/Platform

³⁰ Trendchart 2006: Innovation Policy in Europe.

http://trendchart.cordis.lu/tc_policy_measures_overview.cfm

³¹ Hanze University for Applied Sciences (Higher Education), Syntens, VNO-NCW, TOP group and small regional SME players.

³² Saxion University for Applied Sciences (Higher Education), Syntens, Technology Circle Twente and small regional SME players.

³³ Amsterdam University for Applied Sciences, Air Cargo Netherlands, Syntens and Amports.

³⁴ University for Applied Sciences (Higher Education) Utrecht and INHOLLAND, the Media Academy and IMMovator, TFI. All awarded projects are described on [http://www.innovatie-alliantie.nl/?id=224&t=\[In Dutch only\]](http://www.innovatie-alliantie.nl/?id=224&t=[In Dutch only])

BètaTechniek³⁵. The Casimir pilot (2004) is consistent with a recommendation of the Innovation Platform. The Casimir is more or less based on the European initiative for research mobility, namely Marie Curie fellowships³⁶. The mobility idea works reciprocally: academic researchers who participate in private R&D (e.g. Shell, Philips) and practical researchers working at knowledge institutes (universities, NWO institutes, TTIs or TNO institutes). One may wonder if a parallel scheme can be designed that would in an equal fashion address the knowledge needs of firms dealing with service innovation as this scheme is clearly manufacturing biased.

- **AWT** recommended government to better facilitate service innovation through its advice to government named "*To better serve services: innovation policy for services*" (2005, report no. 66) and the related background study named "*Myth and reality. The behaviour of innovative service providers in seven sectors*" (2005, background study 31). It is concluded that services innovations need non-technological knowledge. It is further concluded that current innovation policy, which mainly addresses technological knowledge, do not fit to the needs of service industries. AWT recommends to broaden the scope of instruments like WBSO (technological as well as non-technological innovation), and adjust the current mix of policy measures in such a way as to support service innovation better.

- **IOP GenCom**. Innovation Oriented Research Programmes (IOPs) are aimed to increase accessibility of (applied) scientific research for businesses and to increase the fit of research with current needs of business sectors. In essence, the focus is on fundamental research, industrial research and pre-competitive development³⁷. The Ministry of EZ subsidises IOPs with an overall annual budget of approximately €45 million, whereas SenterNovem is the managing actor. IOP is a well established instrument and most of these programmes are typically focussing at high tech knowledge and applications typically relevant to high tech manufacturing firms.

Concerning IOP GenCom, currently four key areas of research are defined: (i) Transport technologies for access and in-home networks, (ii) Communication and control, (iii) security: user ID and service control, and (iv) Gateways for private users. Remarkably it is most likely that this (hardcore) technological innovation programme will address more specifically service innovations.

- **Innovation vouchers**, can be seen as a sort of information & brokerage support scheme with a supply side nature,. As the programme allows especially SMEs to purchase knowledge and services from knowledge institutes on topics defined by these firms it was decided to include these under the demand-side measures (see 3.2.4.).

- Although the **Creative Challenge Call (CCC)** can be characterised as a (supply side) networking measure (see also Annex 3) it is to a high degree demand-driven and therefore described as a demand-side measure (see 3.2.1).

3.2 Demand-side measures

According to Georghiou (2006), the demand-side of innovation policy is highly under-exploited and, consequently, underdeveloped in Europe. This under exploitation is said to be due to an under-investment in business R&D and fragmented service markets. So, in order to overcome this under-exploitation, he proposes to focus more on demand-side measures, which he grouped as follows: systemic policies providing an environment for co-operation/clustering/networking, regulations, procurement (public procurement of services, R&D but also support for private procurement of innovative services). The following

³⁵ This project office aims to increase the number of students and graduates involved in technology and engineering studies. It seems rather ironic that this initiative is mentioned here. However, one could think to what extent knowledge on technology and engineering is applicable for services. And, additionally, how a parallel programme could be organised (quick win).

³⁶ Trendchart 2006: Innovation Policy in Europe.
http://trendchart.cordis.lu/tc_policy_measures_overview.cfm

³⁷ Defined as "*Transforming the outcome of industrial research into plans and designs for new, changed or improved products, processes or services.*" One might think of prototype creation. (Programme site of IOP, retrieved January the 5th, 2007)

sections outline some of the Dutch demand-side measures which may be relevant when furthering service innovation i.e. may impact upon service innovation.

3.2.1 Creative Challenge Call

The Creative Challenge Call (CCC) is particularly focused on services since the programme aims to stimulate innovation within the Dutch creative industry. Key are network development, co-operation and knowledge exchange. The CCC is initiated by the Ministry of EZ in co-operation with OCW. The managing party is EVD, an EZ agency for international business and cooperation. The reason for the current programme is the importance of the creative industry for the Dutch economy on the one hand³⁸, and the lack of inter- as well as intra-sectoral co-operation on the other hand. After all, currently there are more than 230.000 jobs in these services and the total annual turnover is about € 8 billion. (<http://www.creativechallengecall.nl/>) Furthermore, design is of major importance as an input for both services and the manufacturing industries.

Services included are art, museums, content industries (e.g. new media, audiovisuals, publishers) and creative business services (e.g. design, graphics, architecture and gaming). In total the Ministries have a budget available of €8 million for proposals³⁹. Only organisations within the creative industry were allowed to hand in a proposal, however knowledge institutes and local governments could be partners within the network. Awarded proposals will receive 67% of all costs (max.) up to €100.000. A quick scan of the awarded proposals points out that, besides projects *within* the creative sector, proposals are focused on cross-overs. E.g. the ABCD-Network (project_2) included in the overview in Annex 5, in which co-operation between creative industries and the building sector is supported.

The CCC is an one-off financial impulse and is part of the total packages of programmes on the creative industry. This total package has five specific policy lines: promotion of co-operation and networking (e.g. CCC), investment conditions for creative organisations, framework conditions of intellectual property rights (IPR) and promotion of international contacts. The CCC-scheme was clearly not designed as a deliberate specific innovation scheme aimed at furthering service innovation in and around a specific service industry in the first place, but works out that way anyhow.

3.2.2 ICT in Societal Sectors

In 2005 the Dutch government launched the Action Programme for ICT & Social Sectors. Apart from the Ministries of EZ and OCW, Ministries of Justice, Internal Affairs (BZK), V&W and VWS are involved. The aim of this major programme is to find sustainable hands-on solutions, ICT based, for social problems in the field of education, mobility, security and health. The action programme is a so-called rolling agenda: developments, direct needs and external factors will influence the concrete lines of action during the running time (2005-2009).

The rationale and underlying problem to be solved: it appeared to be that small-scaled ICT projects within the mentioned societal sectors (e.g. hospitals, secondary schools) are

³⁸ For more information concerning the Dutch creative industry, see e.g. Marlet, G. & J. Poort (2005). *Cultuur en creativiteit naar waarde geschat*. Utrecht/Amsterdam: Stichting Atlas voor Gemeenten/SEO [In Dutch only].

³⁹ 39 out of 425 proposals are awarded. €3 million is reserved for this call, whereas €5 million is specified for large projects (not published yet). An overview of awarded proposals is attached (Annex 5).

successful. However, there is an increasing need for focus as well as mass in order to exploit ICT applications and services at a much larger scale. According to the co-operating Ministries⁴⁰ system failure, which is basically a result of coordination and governance problems, leads to less focus and mass. System failure goes beyond market failure: the total system of market parties, governmental bodies and institutions are not able to bring about a development or result which is preferred or even necessary⁴¹. In addition, it is necessary to increase transparency and knowledge exchange and diffusion: key actors need to find each other via networks, chains and clusters. Besides sector specific lines of action, general measures are formulated such as:

- Development of new business models and investment structures;
- Standardization of technology, processes and rules;
- Diffusion of individual knowledge (sharing knowledge);
- Development of ICT skills (training for e.g. teachers and nurses).

The programme was started in 2005 and will end by 2009. Because of the highly social nature of the action programme, the Dutch government is willing to invest about €80 million during the total period. Furthermore, specific items within the programme are co-financed by private and (semi-) public organizations.

3.2.3 Netherlands ICT Research and Innovation Authority (ICTRegie)

Another specific initiative which may partly result in more specific services R&D and innovation policies is the creation in 2004 of the Netherlands ICT Research and Innovation Authority (ICTRegie). The goal of ICTRegie is to develop a more demand-driven national ICT research and innovation strategy that is aimed at strengthening the ICT knowledge infrastructure of the Netherlands and maximising the benefits for society and the economy⁴². It is an independent organisation created by (and still under the political responsibility of) by the Ministries of Economic Affairs, and of Education, Culture and Science. ICTRegie organisation is supported by the Netherlands Organisation for Scientific Research (NWO) and SenterNovem. ICTRegie is financed for the period 2005-2009 and remarkably so some of the public funds for ICT research have been brought under direct or indirect control of ICTRegie⁴³. In addition the organisation has a budget of 15 million Euro for 2005-2007. Please note that there is no overall regieorgaan for the whole IS/ICT-domain and that the regieorgaan ICT is restricted to the area of ICT research.

Currently ICTRegie mobilises supply and demand in ICT knowledge around challenging themes using workshops, creating Communities of Interest (some of these will be developed into ICT Innovation Platforms), performing targeted strategic foresight studies or roadmaps and developing innovation programmes on selected themes. Currently two

⁴⁰ Programme commission (2005). *Actieprogramma Maatschappelijke Sectoren & ICT: Beter benutten, meer kwaliteit*. The Hague. [In Dutch only]

⁴¹ Rutten, P. (2003). *Innovatie tussen markt en overheid: Ontwikkelingen in ICT en elektronische infrastructuur*. TNO report STB 03-13. Delft: TNO. [In Dutch only]

⁴² ICTRegie reflects the emergence of new forms of in Dutch innovation governance. Industry and academia have a greater involvement in policy formulation and funding i.e. external advisors are given more permanent tasks or some discretionary power to actually do something. Apart from the innovation platform chaired by the prime minister that is active during the Balkenende administration this development towards the use of 'outboard motors' can be noticed in other fields as well including Life Sciences and ICT (Boekholt, P. and P. den Hertog (2005) and P. den Hertog and H. de Groot (2005).

⁴³ See http://www.senternovem.nl/ICT_Regie/English_summary.asp.

themes with a clear relevance to service innovation feature on the agenda i.e. Software as a Service and Science of Services. Both themes are not yet fully established and may even be merged in the near future, but could lead to a demand driven services innovation programme.

3.2.4 Innovation vouchers

The main objective of this scheme is to stimulate SMEs to buy knowledge from knowledge institutes with innovation vouchers and thus to stimulate interaction and exchange between the knowledge suppliers and SMEs (and lower barriers for knowledge transfer). An innovation voucher is worth € 7,500 and can be used by one or a group of SME(s)⁴⁴ to buy technological knowledge from (semi-)public knowledge institutes. As from 2005 onwards SMEs can also submit requests for knowledge to large companies with R&D expenditures that exceed €60 million per annum. The knowledge supplier can hand in the voucher with the Innovation Agency SenterNovem and receive payment. The subsidy was initiated in 2004 by the Ministry of EZ and is managed by the innovation agency SenterNovem. The Dutch Innovation Platform recommended this measure. In 2004 and 2005, only vouchers of €7.500 were handed out. Since 2006 a differentiation is made between 'small' vouchers (€2.500 each, in total 3000 vouchers for the 2006 scheme) and 'large' vouchers (€7.500 each, also 3000 vouchers for 2006). Concerning large vouchers, matching is required: 1/3 of €7500 (€2500) must be invested by the participating SME.

Because of the scheme was only recently created, no ex-post evaluation is available yet. However, the Netherlands Bureau for Economic Policy Analysis (CPB) performed an evaluation of just the first set of innovation vouchers ⁴⁵. It estimated the effectiveness (output) of the innovation voucher which is very much perceived as controlled experiment in innovation policy-making. CPB surveyed both successful and unsuccessful applicants (control group). CPB concluded that "the innovation voucher stimulates SMEs to engage in many new assignments with public research institutes. Out of every ten vouchers, eight are used for a project that would not have been assigned without such a voucher, one is used for a project that would have been assigned anyhow, and one voucher is not used." (Cornet et al., 2005a, p. 3) The evaluators clearly point at the additionality of the scheme although there are some uncertainties still. They have indications that some of these additional assignments are merely assignments that would have taken place later in time. The researchers also emphasize that there still is no insight into the outcome of the scheme i.e. the value added of the extra contacts between SMEs and research institutes as there is no clue yet whether SMEs involved will subcontract R&D to these research institutes more often (on their own account) and whether these contact result in more innovations (Cornet et al., 2005a, p. 9). Further, a first review by SenterNovem (see Hielkema et al., 2005) showed that this manner of knowledge exchange is highly successful: in the first round, the 100 innovation vouchers that were available were 'sold out' on the first day as more than 800 applications were received within one day (total 1044). The procedure for awarding the innovation vouchers was that they are awarded per day, until the total budget is depleted (first come, first served). Based on the experiences

⁴⁴ SMEs may bundle the innovation vouchers and submit a joint request for technological knowledge to a knowledge institute. At the time of the first pilot scheme, no conditions were given for such bundling. The pilot round was to shed more light on the way bundling of vouchers would be used. In the second round, 100 of the 400 innovation vouchers were allocated to collaborating SMEs who bundled their vouchers (Deuten et al, 2005, p. 49-50).

⁴⁵ However, the Netherlands Bureau for Economic Policy Analysis (CPB) performed an evaluation of just the first tranche of innovation vouchers (2004), see Cornet et al (2005a) and Cornet et al. (2005b).

with the first round, a second round was launched in March 2005 and a third round in autumn 2005. In 2006 the scheme was no longer a pilot scheme and added to the innovation policy arsenal of instruments.

Furthermore, SenterNovem found out that the vouchers reached a new group of firms⁴⁶: 40% of the users were not formerly users of SenterNovem services and 83% had not used a specific innovation scheme before, suggesting that the behavioral additionality is exceptionally high. Concerning the effectiveness: 80% of the knowledge exchange would not have been done without the subsidy of €7.500.⁴⁷ From the first reviews it appeared that service industries participated significantly. After all, 24% of the applicants are from the 'other business services' category (including architects and technical engineering, economic research, advice and PR bureaus), 11% from wholesale and 10% from ICT industries (10%)⁴⁸. The share of other business services is explained by the fact that "*firms in this industry deal with innovative products, processes and services to be used by other firms. To a certain extent they give shape and content the absorption capacity of SMEs for new technologies*" (Hielkema et al., 2005, p. 13). This may further adds to the idea that this more demand driven instrument can possibly reach those actors that have no experience with more formal R&D support and allows them to outsource some of their R&D that suits their R&D needs. This type of scheme possibly better suits the needs of small service firms and possibly even more if the criteria of the scheme were reformulated a bit as to allow for forms of non-technological innovation as well.

3.2.5 Small Business Innovation Research Programme

According to The European Trend Chart on Innovation "*Guideline no. 8.4 on the encouraging of public procurement of innovative products and services, has become a more import issue in Dutch innovation policy*" (2006, 44). After all, as an equivalent of the American Small Business Innovation Research Programme (SBIR)⁴⁹, the Dutch government implemented a SBIR pilot (2004 – still running). In essence, the whole idea is that functional specifications (rather than detailed) formulations of tenders will lead to more competition, creative solutions and hence innovations. Consequently, innovativeness is an additional selection criterion. The SBIR pilot aims to especially support small businesses and start-ups and uses their 'fresh perspective' to find pragmatic and innovative solutions for societal problems.

The best proposals on a tender are selected to perform a feasibility study (phase 1). This study focuses on economic, technological and organizational feasibility of the product/service. Feasibility studies are aimed to decrease related risks as much as possible, since SBIR is a contract instead of a subsidy. In practice this means that the governmental party is a client instead of an investor and the concept is (output based: results are key instead). The first step, a feasibility study will take 6 months (maximum). The next phase, applied research and development, is only possible if it is plausible that external investors are positive about phase three (commercialization). In phase two a direct R&D process takes place without any commercial component (e.g. prototypes). This trajectory of

⁴⁶ Entrance of organisations within a network can lead to dynamism of the network (of incumbents): e.g. knowledge exchange and competitiveness.

⁴⁷ Trendchart 2006: Innovation Policy in Europe.
http://trendchart.cordis.lu/tc_policy_measures_overview.cfm

⁴⁸ Hertog, den P. et al. (2006). *Research and development needs of business related service firms*. Utrecht: Dialogic.

⁴⁹ The American SBIR already started in the '80s. For more information concerning SBIR and small business administration in the USA, see <http://www.sba.gov/SBIR/>

research and development takes 2 years at max. The last phase is about implementation and commercialisation. It must be mentioned that the first two phases are funded by the government.

Several Ministries, amongst others V&W, Defence, LNV defined SBIR pilots in 2006. In the beginning of 2007 preliminary projects will be evaluated and options for improving the scheme formulated⁵⁰. Budgets for SBIR are not fixed and dependent on the single tenders. For example, the Ministry of V&W recently provided a single tender (phase 1 and 2) on fuel cells with a total budget of €1,1 million. It is quite likely that also service firms or rather firms dealing with service innovation may benefit from this generic scheme. To what extent is not clear at this point in time yet.

3.2.6 PIANOo and innovative procurement

Before the SBIR pilots were implemented Dutch government was aware of the potential effect of procurement on innovation. Various action programmes and plans were formulated like the Action Plan Innovative Procurement (1998), Programme Professional Purchasing and Procurement (PIA, 1999), Programme Purchasing Excellence (2005). The Action Plan Innovative Procurement (1998) stimulated innovative clustering within markets by creative and challenging tenders. A key element of PIA is efficiency (in time and money) of purchasing management at governmental departments for example by bundling of demands. Furthermore PIA, which was initiated by the Ministry of EZ, planned to develop public procurement into three dimensions, namely innovative/creative procurement, international and European procurement and e-procurement (e.g. placing publicly available tenders on the internet). All three dimension were aimed to drive market dynamics, competition and, consequently, innovativeness of organisations, sectors and markets⁵¹. However, as it is argued by Dittrich, Aptroot and Hessels⁵² efficiency as an argument is dominant whereas the catalysing function of procurement on innovation is rather underexploited.⁵³ Purchasing Excellence is organised by NEVI, the Dutch Association for Purchasing Management and previously was focused on the private sector. Purchasing Excellence is an instrument to increase efficiency and effectiveness of public procurement and purchasing.

Recently, in 2005, a network for public procurement was initiated: Professional Purchasing and Procurement, Network for Public Procurers (PIANOo). This network fits the early statement of Professional Purchasing and Procurement (PIA). In a similar vein as for PIA, the Ministry of EZ is responsible for the organisation of PIANOo. Where the named action plans and programmes are based on agenda setting, PIANOo is a real network and practical instrument for matching the demand-side and supply-side of innovative goods and services meant for the Dutch government. By means of PIANOo, knowledge on public procurement and ways in which private innovations can be triggered through procurement are currently joined.

⁵⁰ This section is based highly on the programme text of the SBIR pilot:
<http://www.senternovem.nl/SBIR>

⁵¹ Actieplan Innovatief Aanbesteden (1998). Electronically available on <http://www.ovia.nl> [In Dutch]

⁵² As a reference in: Ministry of EZ (2005). *Overheid als launching customer: Van best practices naar common practice*. The Hague. [In Dutch]

⁵³ The arguments of Dittrich c.s. are based on the Innovation Platform study (2005, see Box 5.).

Box 6. Research, initiatives, recommendations concerning demand-side policies

- The Dutch government started a programme in order to increase innovations in its own services: **'Modernising Government' (Andere Overheid)**. Themes within Modernising Government are: (1) improved services, (2) less bureaucracy and (3) consistent organising (so, no task overlapping between different governmental bodies). So, although Georghiou did not touch upon policy measures on public or governmental services, this type of actions maybe highly relevant to the current exercise of describing innovation policy measures which impact upon service innovation. An additional advantage is that here government has by definition a role to play.

- In 2005 the Innovation Platform, working group **'Government & Innovation'** presented a paper on governmental actions to increase societal innovations. Basically they formulate three areas of attention, namely (1) investing (i.e. funding) in innovations, (2) improved governmental services (see previous bullet) and (3) innovative procurement. The last one is a demand-sided issue according to the taxonomy. The Platform comes up with a systematic list of recommendation, e.g. the preference for governmental departments to be 'launching customers'.⁵⁴

3.3 Internationalisation

Internationalisation of services can be effective in order to stimulate knowledge exchange, innovation and economic growth; one could think of exports as well as inward investments. The next issues touches upon policy measures which promote internationalisation of services.

3.3.1 Internationalisation of services

Another phenomenon that clearly affects the room for or the need to innovate is internationalization. Internationalization may offer Dutch firms – through exports but also other forms of internationalisation such as outward and inward FDI – new opportunities and threats and exporters new opportunities. Internationalisation may increase competition and so push for innovation. At various departments within the Ministry of EZ and its agencies internationalisation is looked into, although mostly not directly with the aim of supporting or triggering innovation. We briefly touch upon a few examples here:

- The department dealing with international economic relations has started in summer 2006 a study on the internationalisation of services. The aim of this study is to assess what the nature, composition and current state of affairs is concerning Dutch exports in services. The study also addresses the issue of a possible untapped export potential and the prevalence of specific barriers that may hamper exploitation of this potential. The study also addresses the issue whether there is a need for specific policy aimed at service industries. It seems that currently in a number of service industries the small scale and trust are important factors when discussing internationalisation of services. Currently and most likely neither in the near future there will not be a specific services internationalisation policy apart from informing and creating awareness among service industries of the possibilities that internationalisation offers.⁵⁵ Here the Agency for International Business and Cooperation (EVD) plays an important role.

⁵⁴ Innovatie Platform, Werkgroep Overheid & Innovatie (2005). *Grenzen zoeken, grenzen verleggen: veertien acties voor de overheid om maatschappelijke innovaties te bevorderen*. The Hague. [In Dutch]

⁵⁵ Although it was mentioned that there seems to be an untapped potential in pushing for public private partnerships in areas such as environmental protection and infrastructures. In these areas quite a few competitive Dutch construction, engineering and environmental advisory services are active.

- The Agency for International Business and Cooperation (EVD) is a branch of the Ministry of Economic Affairs and is the central organisation of the Dutch government which promotes the international presence of Dutch companies in foreign markets and supports private sector development in emerging markets. The agency offers Dutch companies information and services critical for the pursuit of new opportunities in all markets and financial support for activities contributing to sustainable private sector development in emerging markets.⁵⁶ Currently the agency offers its services along two lines i.e. generic services and more customised services to selected industries and sectors. The generic services are in principle accessible to all Dutch firms that want some support in their efforts to internationalise. Typical generic facilities range from information provision, promotional events, generating business leads and contacts and matchmaking. It is acknowledged that currently typical service industries do not use these instruments that intensively as some manufacturing industries (apart from a generic programme where firms that start to export can benefit from some support by formulating export plans. This scheme is quite popular among smaller service firms that start to export). The services offered through the sectoral (second) track involves a more pro-active approach where selected sectors (maritime industries, energy, Life sciences, water, etc, please note that these are mostly the key technology areas proposed by the Innovation Platform) receive customised services. In practice this means dedicated information provision, branding of the industry abroad, information provision, promotional events, sectoral posts at Dutch Diplomatic Missions and Netherlands Business Support Offices and ultimately a multi-annual coaching e.g through the programme 2g@there (see below). Although services are to some extent part and parcel of the 11 key areas selected – it is acknowledged that it is in some areas hard to differentiate between manufacturing and services – the current selection at least seem to be biased towards technologies and manufacturing industries.

3.3.2 Services Directive

The services directive is in the first place a huge implementation trajectory which will affect all sorts of regulation at different levels of government. Apart from a serious screening operation that is set in motion and the subsequent more detailed analyses whether all sorts of regulation are in line with the requirements of the Directive or can be abolished altogether the operation will have an effect on Dutch service industries. How much and in what form is hard to anticipate beforehand. It is expected that most Dutch service industries operate already in quite an open economy and are not extremely burdened with all sorts of regulation. It is also expected that most service industries are offered new opportunities (or new incentives to innovate), but it cannot be anticipated whether Dutch service firms will grasp these opportunities (although it is expected that some business services are relatively well positioned). The whole implementation procedure has no direct link with innovation and innovation policies. However, it is observed that especially the requirements to offer information to also foreign service firms will in practice mean an extra impulse for E-government and smarter and less complex regulation. Finally, the need for starting an information or communication campaign was noted. Not only were relatively few firms liaising with the Ministry of EA before the adoption of the Services Directive, thus far most service firms thus far do not seem to be informed on how the directive may affect their business, including opportunities and need to innovate in service markets (in some of which an international consolidation is most likely).

⁵⁶ <http://www.evd.nl>

Box 7: Research, initiatives, recommendations concerning internationalisation

- In order to stimulate international programmes of Dutch entrepreneurs within a consortium, EVD developed the so-called **2g@there support** (To Get There). 2g@there is a multi-annual support, starting in 2006, for international co-operation with other firms, knowledge institutes, (local) governmental bodies, universities and other organizations. It is planned to provide 2g@there support during 3-5years, however the official end date and running time are not officially confirmed yet. Furthermore it must be stated that the support is customized to the actual needs of single cases and initiatives. 2g@there addresses financial measures⁵⁷, non-financial measures (trade missions, international advisory) and international governmental networks (Embassies, Netherlands Business Support Offices, Technological Scientific Attachés).

Moreover, EVD puts emphasis on the use of 2g@there in emerging *economies* or emerging *sectors*. Concerning economies one could think of e.g. China, Ukraine, Russia, Turkey and Western Balkan countries (Serbia, Bosnia-Herzegovina, Macedonia, Montenegro and Albania). Concerning sectors EVD mentions high-tech systems and materials, water technology, food and flowers, life sciences and health, energy, transport and infrastructure, the creative industry⁵⁸. This means that services and service innovation are not excluded, but there certainly is a certain bias towards technological innovation and manufacturing industries and technologies.

⁵⁷ In specific, Dutch Starters in Foreign Markets (PSB), Pilot Projects in Emerging Markets (PSOM) and Economic Co-operation in Projects (PESP).

⁵⁸ Amongst other criteria, each project must be focused on sustainable economic growth of the cluster and related sector, commitment from all parties involved is key (financial input, human capital, time investment and so on) and governmental legitimacy is handled (in each proposal it is described to what extent and how governmental intervention is necessary and legitimated). For more information, see <http://www.evd.nl>

4 Future policy developments and relevant issues

4.1 Four issues which are key for future services innovation policies

By way of summary we may conclude that services and service innovation are being facilitated in quite a number of different ways. However, there are no explicit services innovation policy schemes or programmes as of yet. The dominant preference is still for a horizontal or generic approach. Generic policies aimed at fostering entrepreneurship and innovation equally apply to services and service innovation. Service innovation may indeed benefit from these generic policies and the shaping of the right framework conditions, however, in practice these generic policies are mostly having a technology and manufacturing bias (in their design, wording, conceptualisation). More specific policies – and the number of more specific or should we say customized (innovation) policy approaches seems to be on the rise - are by and large aimed at facilitating technological innovation. There are however some specific policy schemes which can be interpreted as more service innovation specific policies, although these are mostly ‘just a toe in the water’ and not always initiated from the idea of facilitating service innovation in the first place (a clear example being the Creative Challenge Call).

However, it can also be concluded that it seems as if the Dutch innovation system and the way it is governed is slowly adapting to the new service paradigm. A couple of actors at various levels in the innovation system are increasingly aware and do recognise the need to address service innovation more fully. Various actors have also started to consider how they can better cater for the needs of service innovators and a few policy initiatives were actually started. These attempts are so far mostly experimental. It remains to be seen if in early 2007 a stronger plea for service innovation policies will be made and some more explicit and new policy initiatives aimed at service innovation will be added or not.

Let us finalise by tabling four important issues to be dealt with – apart from the huge variety among service industries - when discussing the scope for services innovation policies, namely:

1. Ubiquity of service innovation i.e. the intertwining of manufacturing and service functions as well as technological and non technological R&D and innovation.
2. The rationale for services innovation policy.
3. The need for service activities to better formulate their knowledge needs and more widely the sort of measures that would help them in becoming more innovative.
4. The balance between innovation and non-innovation policies to support services R&D and innovation.

We briefly illustrate these four points below.

4.2 Issue 1: Ubiquity of service activities and service innovation

Can we still differentiate between service type and manufacturing type of activities as both are increasingly intermingled and intertwined in firms? The reader might get the idea from this country mapping exercise that we can still make a clear cut distinction between services and manufacturing. This may be due to the fact that most of our statistics (and hence quite substantial parts of innovation research and innovation policy thinking) are

organised along those lines and focus on services sectors and industries rather than on service activities. We like to emphasize here that service activities, service products, service processes, service R&D and service innovation can be found in both service and manufacturing sectors⁵⁹. We further like to stress that the one on one association of technological innovation with manufacturing and non-technological innovation with services is false. Service R&D and innovation can be both technological and non-technological and in a similar vein R&D and innovation in manufacturing can be on technological and non-technological innovation. In fact those firms – no matter whether these are manufacturing or service firms – that most effectively combine technological and non-technological innovation – are believed to be the most advanced innovators that are capable of really benefiting economically from their R&D and innovation efforts.

4.3 Issue 2: Rationale for a services R&D and innovation policy⁶⁰

In discussions on services R&D and innovation policies one of the first issues to surface are the rationale for it. Are we in need of R&D and innovation policies to foster R&D and innovation in services? In our view we should at least be open to the idea of services R&D and innovation policies for various fundamental as well as pragmatic (or even opportunistic) reasons.⁶¹ Both are listed below separately. The box below indicates that the received wisdom mainly hints at not specifically targeting services R&D and innovation.

Box 8: What does mainstream theory and practice tell us about facilitating services R&D and innovation?

There is a received wisdom that services perform less technological R&D, and therefore they inevitably use and benefit less from existing (technologically oriented) R&D and innovation schemes. Service firms are simply not that much focused on technological innovation. A further argument is that innovation in services typically takes place quite close to the market, and so the case for intervention aimed at facilitating innovation is less obvious. Innovation in services is not sufficiently fundamental to be supported; there is a clear fear that government intervention might distort competition. A related point is that there are serious doubts whether externalities from investments in non-technological R&D and innovation are similar to externalities from investments in technological R&D and innovation. (Alternatively, services innovation involves so much organizationally specific development that there is little scope for spillovers across firms.) The classical argument for supporting private and collaborative (technological) R&D in firms is that through these externalities social returns to investments made in R&D are higher compared to private returns for the firms making these investments. The resulting underinvestment in technological R&D and innovation is a market failure which may be corrected through supporting private R&D efforts. However, these spillovers are strongly associated with technological R&D which is again mostly associated with manufacturing industries. One can seriously question whether this narrative starts from the right assumptions.

There are a number of fundamental reasons to consider a services R&D and innovation policy:

- a) Innovation and economic growth are driven by non-technological innovation as well. Investing in technological R&D is just one of the ways through which firms are becoming

⁵⁹ See for example the OECD KISA report in this context (OECD, 2006).

⁶⁰ This part largely is a summary of the argumentation given in Hertog, Pim den (2006), *Fostering service innovation. The role of research. Thematic report for the Expert Group on Innovation in Services*, Dialogic, Utrecht.

⁶¹ Differentiating between fundamental and more opportunistic reasons to plea in favour of services R&D and innovation policies is a bit artificial. In practice there is a continuum from fairly fundamental to practical arguments to do so and some arguments can be included under both categories used here.

ing more innovative (and eventually increase productivity or become more competitive)⁶². Some forms of innovation do require relatively more investments in non-technological innovations such as new organizational or marketing concepts, new client interfaces, new type of delivery organisations or new smart combinations of service and product elements. These investments are as real as investments made in technological R&D, although probably less well visible (therefore the name intangible investments!). However, as these investments made in intangibles lead to the sort of innovations that trigger economic growth there is no reasons to not facilitate these if barrier for realising these appear. There is no reason to suppose these barriers are less relevant or less harmful to the innovation process compared to barrier towards technological R&D and innovation.⁶³ There are examples where non-technological R&D and innovation is driving innovation and in most cases it is still the combination of technological and non-technological R&D (in whatever shape) and non-technological R&D and innovation that make new commercially viable combinations.

- b) Another argument to distrust the idea not to support (non-)technological R&D and innovations in services is that this is based on the idea that technological R&D and innovation and non-technological R&D and innovation can be treated separately. In today's reality it is increasingly difficult to see these two separately⁶⁴.
- c) Some service categories - most notably knowledge intensive business services (KIBS) - play a rather particular role in furthering innovation at their clients, including manufacturing firms. Some service categories make manufacturing and other firms simply more innovative and competitive. That means that by furthering (the use of) KIBS, innovation in client firms can be improved.
- d) It can not be taken for granted that market failure argumentation only applies to or is exclusive to technological R&D and innovation and would not apply to non-technological R&D and innovation. Quite likely different service industries - and the heterogeneity in services is huge - show a different mix of market failures (if any) as are most manufacturing industries and this need to be assessed on a case-by-case basis. There is no need to be more critical on whether market failure applies to services R&D and innovation if compared to manufacturing R&D and innovation. It may, however, have consequences for how the prevalence of market failures work out in terms of the sort of IPR policy that would suit service industries best of the mix of dissemination practices that are being used.
- e) There is reason to look beyond market failures and adopt a more systemic perspective and take systemic failures⁶⁵ as a starting point for developing services' R&D and innovation policies (including 'non R&D and non-innovation policies' to help reach their goals). There is a need to carefully see how well innovation systems on the one hand and service activities on the other hand are geared towards another as there seems to

⁶² This is not to say services firms do perform by definition perform less (technological) R&D. Although across the board this may be true still, some service industries do show rather high (technological) R&D levels. Across the board the gap technological services and manufacturing at large in performing technological R&D is getting smaller. However, this demarcation between manufacturing and service activities is increasingly obsolete.

⁶³ However the 'danger' for the individual entrepreneur of social benefits being higher than private benefits needs to be real (yes, there should be externalities involved), as well as the investments involved (yes, these softer type of innovations do come at a cost and require serious investments).

⁶⁴ This statement is already elaborated and discussed in-depth on the previous page, see *1. Ubiquity of service activities and service innovation*.

⁶⁵ Of course there are in a similar vein systemic failures that apply to technological innovation, we concentrate here on capability failures, institutional failures, network failures and framework failures in services that may benefit from targeted policy efforts.

be numerous systemic failures that ask for services R&D and innovation policies. More precisely we should look more carefully at the interaction between the two from both directions i.e.:

- How does the innovation system impact upon the service firm? Are our innovation systems designed well enough to cater for the needs of service innovators and trigger innovation in services and service functions? Based on the typology of systemic failures as given by O'Doherty and Arnold (2003); den Hertog et al. (2006) provided an overview of the sort of systemic failures for services R&D and innovation. They illustrate that there is quite some room to improve the way in which one can facilitate and support services, services R&D and innovation through both R&D and innovation as well as through 'non-R&D and non-innovation policies'. Taking this systemic perspective implies that the repertoire or policy options available to make the innovation system as a whole better suited to support services R&D and innovation increases considerably.;
- How does the service firm or functionality impact on the overall innovation system? How does services R&D and innovation contribute to the overall quality of the innovation system? Put differently how can services R&D and innovation contribute to the dynamics taking place in the overall innovation system? We think that especially knowledge intensive business services can play multiple roles in making innovation systems more dynamic and perform better. Increasingly KIBS are seen as being part and parcel of a fine entrepreneurial or innovation climate and as a basic element that you need for developing wide and deep clusters and networks. In almost all competitive clusters and networks you will find highly specialised service firms that help other firms to become more innovative and competitive. Therefore, adopting a systemic perspective when looking at services R&D and innovation does in our view not only mean understanding how the innovation system impacts upon the service firm, but also understand how a well built in service sector or 'service functionality' in the innovation system can increase the overall performance of this innovation system considerably.

Apart from these fundamental reasons, there are also a couple of fairly pragmatic reasons to consider services R&D and innovation policies. The pragmatic reasons listed below are maybe not strong enough to form a rationale themselves for having services R&D and innovation policies in the first place (although they might be to some policy-makers), but makes you wonder why services R&D and innovation policies are mostly absent still.

- a) There simply is the sheer size and ubiquity of services in the total economy, its potential in creating economic growth and welfare (through considerable opportunities for productivity gains). Size of a particular sector alone can never be a sufficient argument to invest in R&D and innovation policies aimed at service activities, but the flip side is that if innovativeness and ultimately competitiveness of such a huge part of your economy is raised only a fraction, the economic impact is considerable.
- b) From the European political point of view, the objective of turning the European Union into the most competitive power in the world by 2010 does not seem to be feasible, at least by increasing the R&D expenses to the 3% of the GDP, as services are left out of the picture to a large extent. This can be seen as a negative motivation or political motivation for supporting services R&D and innovation policies. The three percent goal is a tool in bringing about a culture shift and cannot be directed from above and interpreted as a yardstick for all industries no matter what their innovation pattern is!
- c) Increased competitive pressure will lead to an increased need for service innovation. A more competitive environment is expected from the on-going achievement of the internal market for services. The need of competitiveness in EU services, given the

global economy pressing, makes innovation becoming the key strategy to face the competitive challenge. The new services directive and other actions towards the internal market for services will lead towards increased competitive pressure in some service industries and most likely increase the need for services R&D and innovation. This third pragmatic argument than simply is that thus far the need for innovation was less evident in services and through increased market pressure will become equally relevant in services industries. This in itself is not a sufficient reason to initiate services R&D and innovation policies, but certainly makes it more logical to start pondering about such policies.

- d) A final pragmatic reason to consider services R&D and innovation policies are its lower than sometimes anticipated costs. One of the arguments why services R&D and innovation policies are so often rejected are their perceived costs. It is our understanding however that services R&D and innovation policies should not necessarily imply huge investments in additional budgets for R&D and innovation as various types of non-R&D and non-innovation policies might be used as well to trigger services R&D and innovation. Think of the effects that competition, environmental, educational and training policies for example could have on the scope for innovation in service industries and in service functions. Again, the argument that policies might be less costly than anticipated is not a reason to establish them in the first place, but budgetary constraints do play a role in discussion on widening R&D and innovation policies towards service activities.

4.4 Issue 3: Articulation of needs

The need for service activities to better formulate their knowledge needs and more widely the sort of measures that would help them in becoming more innovative. As part of a switch to a more systemic approach to service innovation we would like to draw attention to the importance of paying attention to the demand side. There is a tendency to focus mostly on supply side solutions and policy options for furthering service R&D and innovation. However, we need to take more demand side options into account as well. What are the actual needs of service firms – or for that matter firms with important service activities – in terms of R&D and innovation. What is the sort of typical knowledge that they find hard to acquire in current innovation systems? What do they want from academia? What are the main barriers that they encounter when working on service innovations? In what way can government facilitate innovation in their firms? What type of direct or more indirect framework policies would be most needed for triggering service R&D and innovation? How can these firms benefit from more dedicated and advanced demand for innovative services? Annex 3 shows an overview of all discussed measures so far. According to the Georghiou taxonomy these measures are divided into a supply-side component and demand-side component.

4.5 Issue 4: The balance between innovation and non-innovation policies to support services R&D and innovation

By way of conclusion we like to repeat here that there clearly is room to improve the way in which we facilitate and support services, services R&D and innovation as part of wider innovation systems. As well as directly involving R&D and innovation policies, this also requires examining and designing policies with other nominal objectives (e.g. education and training, environment, intellectual property, public services and procurement, and many other areas) and uses these for furthering services' R&D and innovation. Especially some of the 'non-innovation policies' are identified as quite important to provide the right

framework for services R&D and innovation to take place. Elsewhere⁶⁶ we have presented six broad categories or lines of actions for eventually furthering R&D and innovation in service activities, i.e.:

- a) Demand. Increase demand for innovative services
- b) Competition and regulation. Further opening up of service markets through competition policies, deregulation and smart regulation
- c) Skills base. Enhance high level service capabilities by investing in the European services skill base
- d) Institutional adaptation & systemic knowledge on services R&D and innovation. Invest in services knowledge base by adapting the research infrastructure to the needs of services
- e) Networking. Improve the links between service activities and the science base and among dissimilar service firms dealing with similar problems
- f) Non-technological R&D in R&D programmes. Invest in pre-competitive research in services and non-technological innovation by including it as a horizontal activity in current European and national R&D and Innovation programmes and invest in socio-economic research into service innovation

Remarkably so only few of them are direct R&D policies whereas the remainder are mostly on creating the right framework conditions for triggering service R&D and innovation economy-wide. Although there certainly is some need for having R&D and innovation programmes that address services needs, a policy framework or policy mix is proposed that spurs services R&D and does not necessarily require huge sums of money. On the contrary it rather spurs policy-makers to combine in a smart way various policy roles and provide incentives both to the demand as well as to the supply side of the knowledge market, to invest in networking, adapt current investments in for instance the skill base and make adaptations to various institutions that currently predominantly seem to cater for the needs of manufacturing firms investing in technological R&D and innovation.

This means that we propose to combine policy options derived from what was labeled earlier as the assimilation, demarcation and synthesis or systemic approach to services R&D and innovation. In short these 3 approaches boil down to:

1. 'No regret policies' i.e. making slight changes to existing programmes and policies as to allow services to benefit more from programmes and policies that are basically still focused on facilitating technological R&D and innovation in manufacturing.
2. Services specific R&D and innovation programmes and policies that basically see services R&D and innovation as a completely different type of animal that need to be furthered through dedicated programmes and structures.
3. Policies that start from the idea that service and manufacturing type of activities are not only in practice intertwined to a large degree (and therefore increasingly hard to differentiate from one another), but that supporting services R&D and innovation requires a systems perspective. As indicated in section 3 this perspective works both ways: are current innovation systems designed well enough and do they provide the right incentives for innovation in services and service functions to occur (1) do services R&D and innovation contribute well enough to the dynamics taking place in the overall innovation system and (eventually) contribute to overall economic performance.

In our view the current debate on service innovation practices, theory and policy suffers from too much assimilation (no-regret) and demarcation thinking and lacks a vision as to

⁶⁶ See, den Hertog (2006). Here aims of the policy, policy rationale and potential policy mechanisms or policy options are briefly discussed in somewhat more detail.

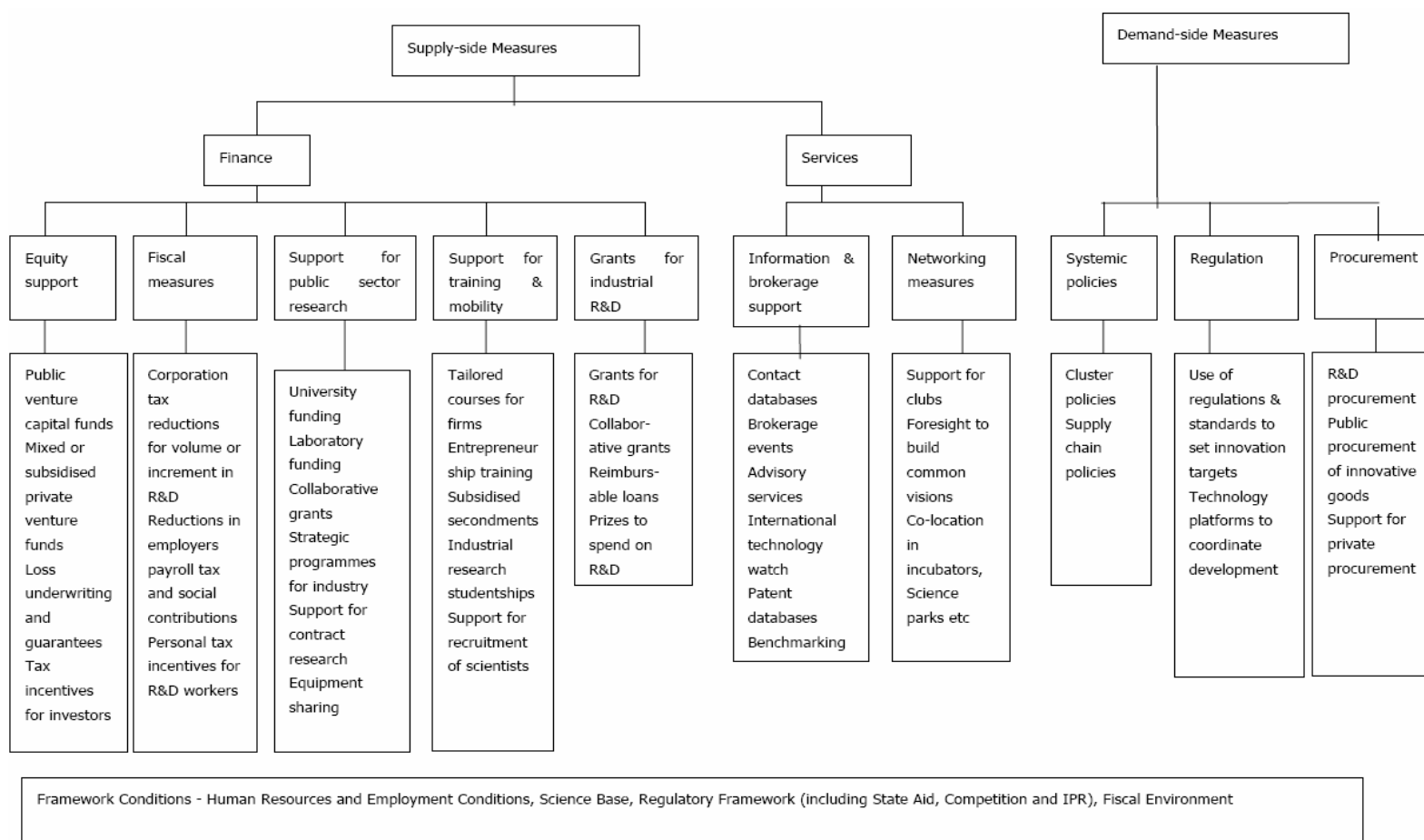
how services are part and parcel of innovation systems (systemic service innovation policies) and the sort of integrated policy packages that go with it.

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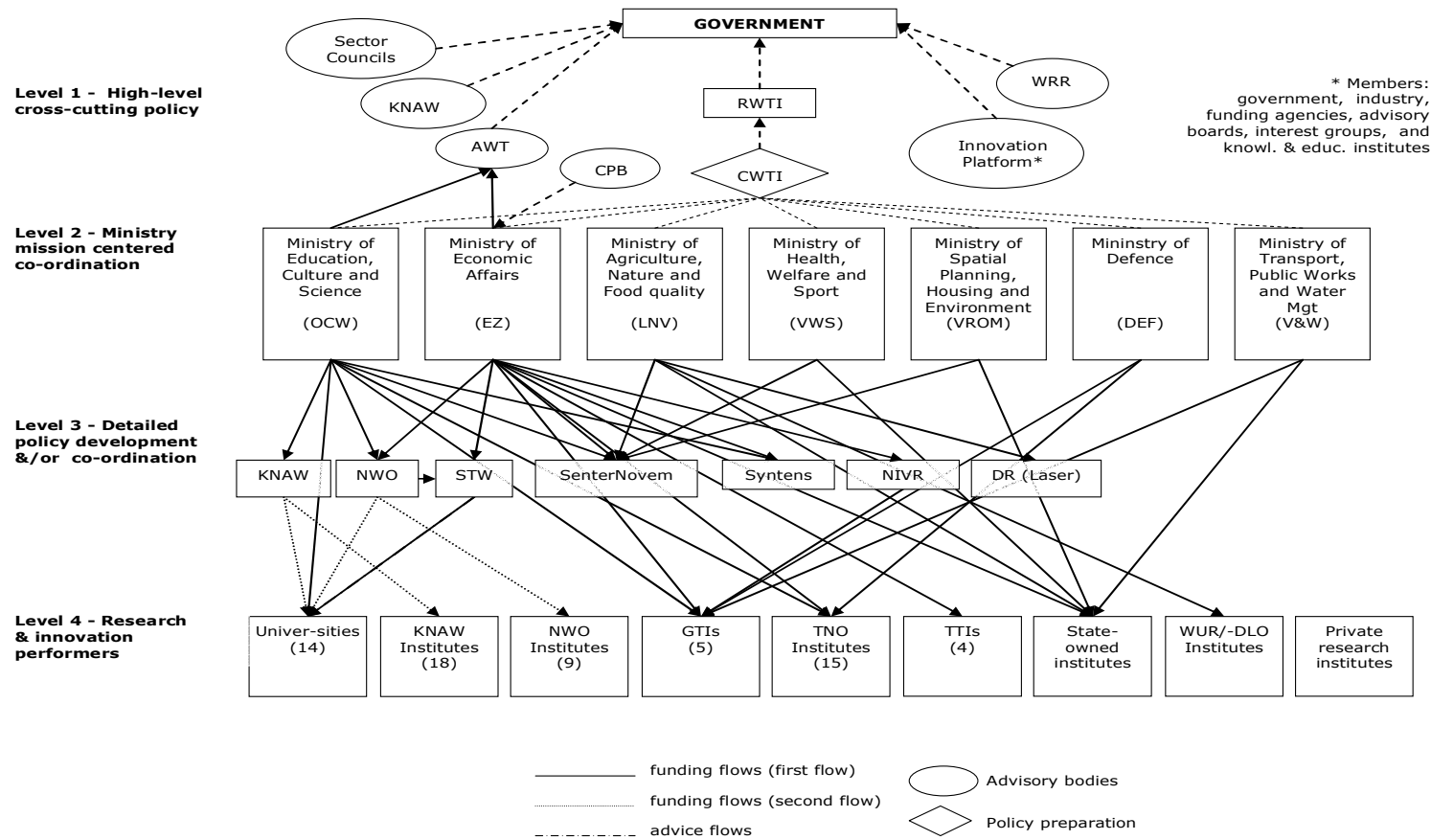
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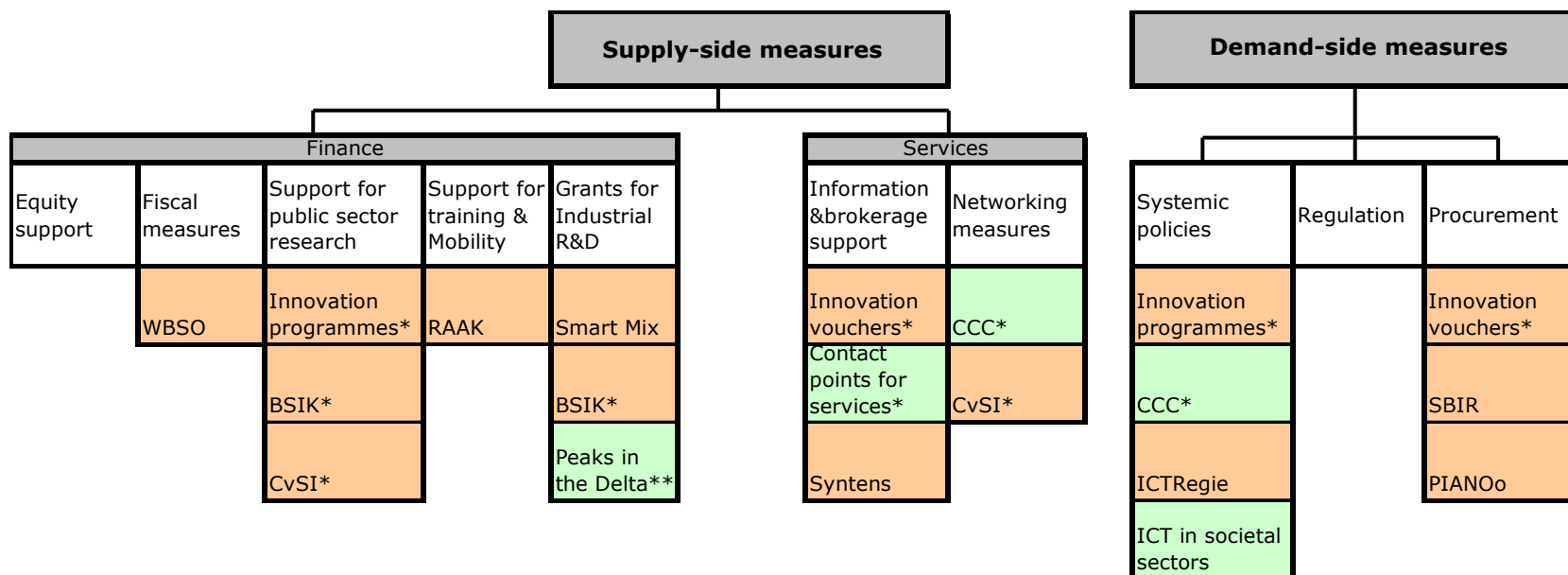
Annex 1. Taxonomy of Innovation Policies (Georghiou, 2006)



Annex 2. Dutch IS (Boekholt & den Hertog, 2005)



Annex 3. Taxonomy of Innovation Policies: The Dutch case



Framework conditions: Competition and regulation - Internationalisation of services - Services Directive ***

Service specific policy measures
 Generic policy measures, also applicable to services

* These measures are mentioned in multiple cells because of their wide scope or the comprehensiveness of actions within the measures.
 ** Only a single aspect of the mentioned measures is related to services in specific (e.g. North Wing programme within Peaks in the Delta).
 *** These initiatives are given in section 3.3. (Internationalisation).

Annex 4. BSIK: Awarded projects

Awarded Projects BSIK: focus and content
01 B-Basic: Chemistry and energy for sustainability
02 Biomade, Bio-Organic Materials & Devices
03 Biorange
04 BRICKS
05 Celiac Disease Consortium
06 CO2-afvang, transport en opslag (CATO)
07 Cyttron
08 Delft Cluster
09 DPTE: Dutch Program For Tissue Engineering
10 Ecogenomics: the living soil
11 Embedded Systems Institute (ESI)
12 Freeband Communication
13 GigaPort Next Generation Network
14 ICIS, Interactive Collaborative Information Systems
15 Klimaat voor Ruimte
16 KSI, Kennisnetwerk Systeem Innovaties
17 Leven met water
18 LOFAR, Low Frequency Array
19 MicroNed, Microsysteemtechnologie Nederland
20 Molecular imaging of ischemic heart disease
21 MultimediaN
22 NanoNed, Nanotechnologienetwerk in Nederland
23 Netherlands Proteomics Centre
24 Neuro-Bsik mouse phenomics
25 Next generation infrastructures
26 Nutrigenomics
27 Proces- en systeeminnovatie in de bouwsector
28 Ruimte voor geo-informatie
29 Smart Surroundings
30 Stem cells in development and disease
31 TransForum Agro & Groen
32 Transumo
33 Trauma related neurological disorders (TREND)
34 Vernieuwend Ruimtegebruik
35 VIRGO: Genomics of hostrespiratory virus interactions towards novel intervention strategies
36 VL-e, Virtual Laboratory for e-Science
37 We@Sea: Large Scale windpower generation offshore

Annex 5. CCC: Awarded projects

Awarded Projects CCC: focus and content (in Dutch)
<p>01 40 en Co Wie: De Netwerkgeregisseurs – www.netwerkgeregisseurs.nl Wat: Samenbrengen van de vier O's – ondernemers, onderwijs, onderzoek, overheid – en creatieve ondernemers in Delft. Via netwerken innovatie, kennisuitwisseling en economische bedrijvigheid bevorderen. Doelstelling is rendement te halen uit de 'via-via' netwerken die iedereen heeft. Hoe: Website, nieuwsbrief, startbijeenkomst. Met als uitkomst: activiteiten voor de gezamenlijke Delftse netwerken; marktplaats voor creatieve ideeën; creatieve ambassadeurs en een gezamenlijke stand op Holland Innovatie. Waar: Delft</p>
<p>02 ABCD-netwerk Wie: De Vereniging van Metalen ramen en Gevelbranche – www.vmrng.nl Wat: Wil Nederland in de toekomst internationaal toonaangevend zijn, dan is het van wezenlijk belang dat verschillende disciplines in de bouw gaan samenwerken met creatieve ondernemingen. 'Awake the Building instinct for Creative Development': verschillende bedrijven binnen en buiten de bouw moeten elkaar prikkelen om aangenamer, comfortabeler en mooier te bouwen. Hoe: Formeren netwerk van diverse disciplines, matrix opmaken voor inzichtelijkheid. Daaruit komen barrières en nieuwe ontwikkelingen boven. Deelnemers voor uitnodigen voor creatieve sessies. Dat alles in een virtuele omgeving samen met mensen uit alle creatieve sectoren. Waar: Landelijk</p>
<p>03 Actieplan Creatieve Industrie Twente Wie: Technologie Kring Twente – www.TKT.org Wat: Door een zogenaamde innovatiemarathon voor informal investors, "pitches" organiseren om kennis te maken met nieuwe creatieve productinnovaties en creatieve ideeën. Hoe: Gedurende 4 x 24 uur komen bedrijven en creatieven samen om te werken aan innovatievoorstellen, doorlopende exposities inabri's, portretten op regionale omroep, jaarboek, landelijk promotie Twents design en 'led walls' in de binnenstad. Waar: Twente</p>
<p>04 Beamlab Wie: Cultuurfabriek BV – www.cultuurfabriek.nl Wat: Interactief platform voor techniek, commercie, creatie en consumptie. Mediakunst in contact met producenten/leveranciers multimedia-apparatuur en tegelijkertijd de culturele sector (theater en filmmakers, DJ's, VJ's, beeldende kunstenaars, studenten etc.). Hoe: Via een website en maandelijkse labsessies in Pakhuis de Zwijger kunnen verschillende spelers van het digitale speelveld met elkaar in contact komen. Vorm: debatten, technische experimenten, productpresentaties en marktonderzoek. Waar: Amsterdam</p>
<p>05 Best Practices Wie: BNO (Beroepsorganisatie Nederlandse Ontwerpers) – www.bno.nl Wat: Dialoog aangaan met ondernemers over strategische waarde van design voor hun onderneming. BNO wil in gesprek met 30 invloedrijke Nederlandse ondernemers. Onderwerp van gesprek wordt de waarde van design voor het bedrijf. Hoe: BNO en partners wil netwerk opbouwen en dialoog aangaan, cases verzamelen, promotie verzorgen, website met best practices. Waar: Landelijk</p>
<p>06 Boerenwijsheid Wie: Via Traiectum v.o.f. – www.viatraiectum.nl Wat: Maatschappelijk Verantwoord Ondernemen project voor creatieve boeren. Relatieontwikkeling tussen creativiteit en agrarisch ondernemerschap. Bij een succesvolle uitwerking van dit creativiteitsconcept kunnen cross-overs naar andere sectoren als bijv. zorg, vrije tijd en integratie worden gerealiseerd. Hoe: Rondetafelgesprekken. Waar: Haarlemmermeer</p>
<p>07 Capital C Wie: Museum Boijmans Van Beuningen – www.boijmans.nl Wat: Opzetten van Innovatie Denktank waarin economische ondernemerschap wordt samengebracht met maatschappijbeschouwende visies van kunstenaars en vormgevers, om zo gezamenlijk tot</p>

<p>nieuwe visies en innovaties te komen. Richt zich op het thema 'De duurzame mobiele samenleving van de 21e eeuw'.</p> <p>Hoe: Verrichten haalbaarheidsstudie naar creatieve cross-overs. Bekendmaking via tentoonstelling en publicatie van een boek. Gericht op het grote publiek. Evaluatie en innovatieactieplan door Innovatieve Denktank.</p> <p>Waar: Landelijk</p>
<p>08 Connecting Conversations</p> <p>Wie: Walter Maas Huis – www.waltermaashuis.nl</p> <p>Wat: Creëren van een fysieke en virtuele ontmoetingsplaats en het op gang brengen van een dynamische uitwisseling tussen bedrijfsleven, kunsten en wetenschap. Nieuwe bronnen van innovatie ontdekken en verkennen, om duurzaamheid en waardegeneratie te vinden (naast model van Zweedse Businesschools).</p> <p>Hoe: Centraal staat de webomgeving met drie programmalijnen. "De inspiratiebronnen" met toonaangevende personen uit beide werelden gaan één dag in het inspiratiehuisje zitten. "De Netwerksalons", fysieke lezingenbijeenkomsten in een villa. "Connecting lab", 2-daagse themabijeenkomsten.</p> <p>Waar: Landelijk</p>
<p>09 Creaking Flevoland</p> <p>Wie: Digikring Flevoland – www.digikringflevoland.nl</p> <p>Wat: Netwerkvorming tussen ict-bedrijven en creatieve bedrijven met als doel samenwerking tussen partijen in het netwerk en stimuleren van creatief (internationaal) ondernemerschap. Zwaartepunt in Flevoland op mbo-niveau.</p> <p>Hoe: Netwerkvorming tussen de creatieve en ict-bedrijven m.b.t. gezamenlijke productontwikkeling en kennisuitwisseling, samenwerking met ROC Flevoland, Hogeschool van Amsterdam, KvK en Syntens. Zo ontstaat een leer-werk bedrijf creatieve sector.</p> <p>Waar: Flevoland</p>
<p>10 Creative and Technology Exchange</p> <p>Wie: ICT-Office – www.ictoffice.nl</p> <p>Wat: Wegnemen van drempels voor intensieve samenwerking creatievelingen en ondernemers in de ICT/nieuwe mediahoek. De creatieve industrie kan door actieve matchingactiviteiten beter bijdragen aan innovatie in deze sector.</p> <p>Hoe: Drie soorten activiteiten: organiseren van matching bijeenkomsten (online en fysiek), stimuleren van gezamenlijk business development, realiseren van kennisoverdracht.</p> <p>Waar: Landelijk</p>
<p>11 Creative buddy</p> <p>Wie: Matching Innovation b.v. – www.matchinginnovation.nl</p> <p>Wat: Koppels van creatieve professionals en mensen uit bedrijfsleven die gedurende zes maanden elkaar regelmatig ontmoeten en een duurzame relatie opbouwen (naar analogie burgerbuddy).</p> <p>Hoe: Communicatie via onder andere website. Buddy's regelen zelf maandelijks ontmoetingen. Contacten via diverse netwerken (bijv. brancheverenigingen), Kunstenaarsvakbond, MKB Nederland.</p> <p>Waar: Landelijk</p>
<p>12 Creative Greenhouse</p> <p>Wie: Bas Ruysseenaars Uitgever-Producent – www.basruysseenaars.nl</p> <p>Wat: Internationale bedrijven op een intensieve en effectieve manier kennis laten maken met het probleemoplossende vermogen van de Nederlandse creatieve industrie. Nederlandse zakelijke creatieve dienstverleners stimuleren om strategisch en operationeel vernieuwende oplossingen aan te dragen voor actuele vraagstukken van bedrijven met een Europese c.q. internationale focus.</p> <p>Hoe: Workshops met zakelijke en creatieve dienstverleners (kennis en vaardigheden vergroten), bijeenkomsten voor matchmaking en kennisuitwisseling van het Nederlandse bedrijfsleven en creatieve industrie, Engelstalig jaarboek.</p> <p>Waar: Internationaal</p>
<p>13 Creative Hotspots</p> <p>Wie: Vinland – www.vinland.nl</p> <p>Wat: Laagdrempelig samenbrengen MKB'ers en creatieve ondernemers via een gratis online database. Stimuleren kleine crea-ondernemers om zich te verenigen en (lokaal) te profileren. Naast database ook kennisbank.</p> <p>Hoe: database, community met nieuwsinformatie (subsidies, stipendia) en nuttige adressen, nieuwsbrief.</p> <p>Waar: Landelijk</p>
<p>14 Creative Resources Development</p> <p>Wie: School Foundation</p> <p>Wat: Kennis en kunde in kaart brengen en standaardiseren van creatieve innovatie: "Creative Resources Management". Achter geslaagde creatieve innovatie processen in de praktijk zit vaak specifieke kennis en visie. Die ligt nu vaak alleen bij pioniers. Daarom is het belangrijk om die</p>

creatieve processen in kaart te brengen via onderzoek en analyse. CRM is daarmee een professionaliseringslag: een innovatieproject waar gebruik wordt gemaakt van dwarsverbanden en het bundelen van ervaring, kennis en creativiteit.

Hoe: Kennis van CRM in kaart brengen via analyse en onderzoek. Bijeenkomsten met deskundigen en analyse van de werkwijze van innovatielabs. Publicatie van een CRM-manifest. Organisatie van een internationaal symposium, waar bestaande kennis wordt uitgewisseld en nieuwe samenwerkingsverbanden kunnen ontstaan.

Waar: Amsterdam

15 Cultuur 2.0

Wie: Virtueel Platform – www.virtueelplatform.nl

Wat: Tweedaagse internationale conferentie Cultuur 2.0 over Web 2.0 toepassingen en de invloed hiervan op de kunst-, cultuur-, media- en entertainmentsector. Kennis, ideeën en technologieën delen, ontwikkelen en (anders) leren benutten

Hoe: Bij elkaar brengen kunst-, cultuur-, ICT-partijen in cross-over workshops en scenarioworkshops. Die laatste in het teken van een specifieke casus. Over conferentie wordt een publicatie gemaakt.

Waar: Internationaal

16 De Arnhemse methode

Wie: Centrum voor Leiderschap V.O.F. – www.centrumvoorleiderschap.nl

Wat: Ondersteunen creatieve initiatieven door stakeholders uit diverse gelederen van Arnhem. Crux is het versterken van lopende initiatieven in plaats van starten van nieuwe.

Hoe: Inspiratiebijeenkomsten waarna projectgroepen worden gevormd rond specifieke projecten (zorg, mode, energie, creatief stedelijk vestigingsklimaat etc). Startcongres, magazine en webcommunity.

Waar: Arnhem

17 De Boreel

Wie: Dumont advies v.o.f. – www.dumontadvies.nl

Wat: Samenwerking tussen De Boreel (commercieel vastgoedproject in Deventer met o.a. lifestyle winkels) en de Jan des Bouvrie Academie, onderdeel Hogeschool Hanzestede (creatieve ontwikkeling) om mensen anders te gaan laten kijken, denken en beleven. Door zoveel mogelijk bedrijven in de regio hierbij te betrekken ontstaat een unieke symbiose.

Hoe: Workshops door topontwerpers, studenten en bedrijven. Creatieve productie-ideeën in een permanente tentoonstelling. Studenten laten meewerken in ontwerp De Boreel. Samenkomst bedrijven rondom ontwerptheema's, ontmoetingspunt in het algemeen en contact tussen industrie en consument.

Waar: Regio Deventer, Zutphen, Apeldoorn

18 de Uitvinders ... en de verdronken rivier

Wie: Atelier Vrijdag – www.ateliervrijdag.nl

Wat: Studenten tonen weinig interesse in techniek: te abstract, te weinig aanwas. Oplossen door bedrijven, studenten en technici op een vernieuwende, doeltreffende manier het techniek-avontuur te laten beleven met meer verbeeldingskracht.

Hoe: Creatieve teams gaan met technici aan de slag om het verhaal van 'de Uitvinders en de Verdronken Rivier' te verbeelden. Samen met studenten bouwen ze aan technische rekvisieten. Van het proces wordt een beeldverslag gemaakt en afsluitend een tentoonstelling en documentaire.

Waar: Landelijk

19 Design als onderscheidende factor

Wie: Federatie Dunne Plaat - www.fdp.nl

Wat: Netwerkvorming tussen leden van branchevereniging Dunne Plaat en de creatieve industrie. De volledige keten van ontwerp, productie, machinebouw, gereedschapbouw, onderwijs, toeleveranciers en handel is vertegenwoordigd

Hoe: Kennismaking met design en designwereld allereerst via publicaties en bijeenkomsten waar succesvolle ontwerpen worden getoond. Contacten vervolgens intensiveren en samenwerkingsplannen smeden. Continue publiciteit met als doel zichtbaarheid en implementatieenthousiasme

Waar: Landelijk

20 Design Colloquium

Wie: Stichting Design Management Netwerk (DMN) – www.DMnetwerk.nl

Wat: Dit project richt zich op het organiseren van een tweejaarlijks congres. Het doel is recente ontwikkelingen op gebied van (product-)design, design management en (product-) innovatie onder de aandacht brengen van potentiële opdrachtgevers. De bekende design-reputatie van Nederland wordt hiermee ook inhoudelijk ondersteund. Design wordt gepositioneerd als business strategie. Een doelgerichte inzet van design en innovatie vergroot positieve economische en maatschappelijke effecten.

Hoe: Een congres dat tweejaarlijks plaats vindt waar contacten tussen Nederlandse en buitenlandse designers verder worden gebracht.

<p>Waar: Landelijk</p> <p>21 Dutch Design Meeting Wie: European Design Center (EDC) – www.edc.nl Wat: Organiseren van een meeting bij Nederlandse Designprijzen om het 'reguliere' bedrijfsleven actief te betrekken bij de designsector. Daarnaast gaan de initiatiefnemers een platform oprichten om te netwerken waar zowel bedrijven als ontwerpers lid van kunnen worden. Hoe: Organiseren speciale meeting parallel aan Nederlandse Designprijzen. Opzetten platform voor bedrijven en vormgevers. Waar: Eindhoven, landelijk</p>
<p>22 Emerging Technology & Art Carousel (ETAC) Wie: MAD Emergent Art Center – http://mad.dse.nl Wat: Totstandbrengen van nieuwe product- en applicatieconcepten door hightechbedrijven en kunstenaars samen te brengen: door middel van "techmatische" bijeenkomsten op gebied van sensortechnologie. Hoe: Netwerkbijeenkomsten met systematische monitoring en streven naar praktische productrealisaties via kunstenaars met affiniteit voor technologische evoluties, ideeënlijsten etc. Waar: Eindhoven</p>
<p>23 Expeditie Frankendael Wie: Tinker Imagineers – www.tinker.nl Wat: Een vereniging die verbindingen tussen creatieve sector en bedrijfsleven stimuleert in een inspirerend pand met interactieve bijeenkomsten waar pioniers gezocht en gevonden worden: Hoe wordt conceptdenken geïntroduceerd binnen een commerciële omgeving waar met name ook innovatie speelt? Hoe: Drie werkbijeenkomsten en één slotbijeenkomst om kennis van en over creatieve intelligentie en creatieve competenties te vergroten. De vereniging is een businessomgeving van en voor aangesloten leden met als motto bruggen te slaan. Waar: Amsterdam</p>
<p>24 Het Huys ten Donck Wie: Catation Relations – www.huystendonck.nl Wat: De cultuurhistorische Buitenplaats Het Huys ten Donck (Ridderkerk) als ontmoetingsplek en inspiratiebron, broedplaats en conferentieoord voor vernieuwende concepten en communicatievormen, onder andere voor constructieve ervaringen op een uniek plek, match tussen verleden, heden en toekomst tussen kunst, cultuur en regulier bedrijfsleven. Hoe: Drie grote pilotevents in 2007 (met een wetenschappelijk, maatschappelijk en zakelijk thema). Waar: Ridderkerk</p>
<p>25 iMediate Wie: iMediate – www.imediate.nl Wat: Netwerkevenement op Noorderslag muziekfestival. Focus op interactie tussen de muziekindustrie in Noord-Nederland en in die regio actieve bedrijven uit andere 'niet-creatieve' sectoren. De muzieksector en het bedrijfsleven hebben elkaar iets te bieden. Hoe: Initiatieven om de samenwerking tussen muziekindustrie en bedrijfsleven te bevorderen; uitleg geven over te vormen allianties met artiesten, bands, etc; uitwisseling van kennis en kunde. In samenwerking met INHOLLAND. Waar: Landelijk</p>
<p>26 ISH goes corporate Wie: Stichting ISH – www.ish-events.com Wat: Theatergroep ISH bouwt netwerk met relevante partners in bedrijfsleven en instellingen. Hoe: Vier bijeenkomsten voor 20 mensen van 4 à 5 bedrijven en grote slotbijeenkomst. Na een demonstratie van ISH-artiesten gaan deelnemers zelf aan de slag. Waar: Amsterdam</p>
<p>27 Joystick cinema Wie: Submarine Rotterdam B.V. – www.submarine.nl Wat: Koppeling game-industrie en film (distributeurs/producenten). Onderzoek en samenwerking, concrete voorbeelden, maar met producties die een sterke Europese identiteit hebben. Hoe: Drie speelfilms, die binnen 2 jaar gerealiseerd zullen zijn, zullen basis zijn voor het gameconcept. Onderzoek welke nieuwe speelfilms zich het beste lenen voor koppeling gaming titels. Waar: Landelijk</p>
<p>28 Kopwerck Wie: CCCP.TV – www.cccp.nl Wat: Jonge creatieven in contact brengen met bedrijfsleven door oprichten van een denktank. Bovendien zijn niet-creatieve bedrijven bereid te investeren in vernieuwing en blijven de jongeren betrokken bij het vervolgtraject, omdat ze presentaties gaan geven bij de meewerkende bedrijven. Hoe: Structurele brainstormen over onderwerpen/vraagstukken die deelnemers zelf aandragen.</p>

<p>Voorafgaand vier seminars om kwaliteit brainstorm te versterken. Waar: Rotterdam</p>
<p>29 Metaalunie/BNO Wie: Koninklijke Metaalunie – www.metaalunie.nl Wat: Koppeling ontwerpers en maakindustrie aan de hand van concrete productideeën (implementatie van goede productideeën i.s.m. het programma "Het Beste Idee van Nederland"). Hoe: Presentatie en selectie van goede ideeën, kennismaken via netwerkvondens voor leden BNO, MetaalUnie en Producenten Vereniging Thermoplasten met check op commerciële haalbaarheid netwerkbijeenkomsten leden, coalitievorming samenwerkingsteams, via tv-uitzendingen ideeën bekend maken en binnen de productieketen gaan toepassen (noodzaak samenwerking hiermee bevestigen) Waar: Landelijk</p>
<p>30 Mixes Zones Wie: Stichting de Wintertuin – www.wintertuin.nl Wat: Creatief Product Platform Nijmegen: praktische uitwisseling ideeën, kennis, achtergronden, motivaties in een bijzondere eventvorm in theater setting tussen cultuurmakers, MKB, universiteit, beleidsmakers, directeuren podia etc. Hoe: Organisatie van acht bijzondere weekenden met cultureel getinte events met presentaties/interviews, debat etc. Per sector specifiek weekend en voorafgaand een bedrijfsstage ter voorbereiding Waar: Nijmegen/Nordrhein Westfalen</p>
<p>31 Motum (idee generatie) Wie: Motum – www.sliminnovieren.nl Wat: Organiseren van probleemgerichte denktanks (Idee generatie) voor de maakindustrie, waarbij een groep creatieven wordt ingezet voor een probleem waar de maakindustrie zich mee geconfronteerd ziet. Hoe: Opdrachtgevers dragen een probleem aan. Hiervoor wordt een speciale multidisciplinaire groep, bestaande uit creatieven en experts, samengesteld die, samen met de aan te stellen projectmanager, aan een oplossing werkt. Waar: Gelderland en grensstreek</p>
<p>32 Out of the Box Wie: Vereniging Nederlands Verpakkingscentrum (NVC) – www.nvc.nl Wat: De initiatiefnemers willen MKB-ondernemers in de verpakkingsindustrie laten ervaren hoe ze in samenwerking met creatieve bedrijfstakken toegevoegde waarde kunnen creëren voor hun producten, op basis van kwaliteit, duurzaamheid en een onderscheidende vormgeving. Hoe: Het projecten wil de sectoren in contact brengen via het netwerk iD-L via: 10 creatieve workshops van een webbased creatief netwerk, workshops en een interactieve plek voor het neerleggen van ideeën en problemen, ondersteunen van het leggen van contacten. Waar: Landelijk</p>
<p>33 Project Open-CI Wie: Mediamatic Lab v.o.f. – www.mediamatic.nl Wat: Mediamatic Lab Amsterdam: internet Infrastructuur (peer to peer): unieke identificatie personen/projecten en organisaties plus informatie delen met onafhankelijke organisaties. Hoe: Vrij beschikbaar stellen van standaards en componenten voor het online verbinden van communities via zes pilot-websites. Waar: Amsterdam</p>
<p>34 Redesign the City Wie: DN Urbland – www.urbland.com Wat: Creatieven uit allerlei disciplines proberen nieuwe ideeën op het gebied van stedenbouw, architectuur, ruimtelijke ordening en ruimtegebrek toe te passen op bestaande locaties in Delft en deze te herontwerpen. Voordeel: praktijktoets van deze nieuwe ideeën, aanjagen discussie en betere bekendheid. Hoe: Startsymposium met workshops, brainstorms, zes redesignsessies en publicaties. 'Kijkdozen' om publiek op straat kennis te laten maken met de ideeën. Afsluitende expositie. Meerwaarde: toetsing aan de praktijk, interdisciplinair karakter, publiek kan kennis nemen van ideeën. Waar: Delft</p>
<p>35 Seminar Bond van Meubelfabrikanten Wie: Centrale Bond voor Meubelfabrikanten (CBM) – www.cbm.nl Wat: Kruisbestuiving tussen meubelfabrikanten, interieurbouwers, ontwerpers en architecten. Doel is het verbeteren van productontwikkeling en samenwerking van de industrie met de creatieven. Hoe: Seminar (jaarlijks) dat het thema productontwikkeling uitdiept, ook gericht op internationale samenwerking (België). Vergroten kennis over productontwikkeling. Waar: Internationaal</p>

36 Stichting AINSI

Wie: Stichting AINSI (Art, Industry, Nature, Society and Innovation)

Wat: Rond Maastricht zitten veel MKB'ers, kunstenaars en ontwerpers (ook over de grens met België en Duitsland heen), maar slechts enkele grotere maakbedrijven. Nieuw bedrijfsverzamelgebouw (in de voormalige ENCI-fabriek) waar creatieven permanent ruimte krijgen voor ateliers en performance.

Zowel een fysieke als een mentale alliantie waar leergierigheid en zin voor avontuur centraal staan.

Hoe: Masterclasses/campagne met productinnovatieve bedrijven. Kennisoverdracht naar creatieve industrie. Vervolgens het bedrijfsleven laten ervaren hoe materiaalgebonden, arbeidsintensief en kleinschalig de jonge creatieve bedrijven vaak zijn, met een centrale rol voor kunst en designopleidingen. Gemeenschappelijke PR en meerjarig campagneplan.

Waar: Maastricht e.o.

37 Stichting Creative Learning Lab

Wie: Stichting Creative Learning Lab – www.clab.nl

Wat: Opschalen en implementeren van succesvolle prototypes en concepten in het onderwijs is het doel van dit project. Daarnaast willen de initiatiefnemers het innovatief vermogen van leerlingen vergroten.

Hoe: Activiteiten: Vier Creative Learning studio's, een online etalage, een mailinglijst en forum, een publicatie, een conferentie, verankering en continuïteit na het project, project- en programmamanagement.

Waar: Nederland

38 Temporary Art Centre: Need & Meet

Wie: Temporary Art Centre – www.tac.nu

Wat: het TAC is een netwerk van ateliers voor ontwerpers uit verschillende disciplines dat samenwerking met het reguliere bedrijfsleven zoekt door opdrachten aan te bieden. Koppelen rafelrand design en cultuur aan het bedrijfsleven.

Hoe: Opstellen bedrijfsprofielen via vragenlijst voor bedrijven die als basis voor pilots dienen.

Marktonderzoek doen en een betere definitie 'product en afnemer' krijgen. Tien pilots met en voor bedrijven in de regio. Voor creativiteit in je Eindhovens bedrijf ga je naar TAC zoals je voor een auto naar de autoboulevard rijdt...

Waar: Eindhoven

39 The Creative Company Conference

Wie: Visual Experiences B.V. – www.viavide.com

Wat: Tweedaagse internationale conferentie over creatief ondernemerschap: creatieven en opdrachtgevers bij elkaar brengen en de link tussen ondernemerschap en creativiteit beter leggen. Centraal staat de 'Creatieve Onderneming'.

Hoe: Via een tweedaagse conferentie en actieve workshops, presentaties/lezingen.

Waar: Internationaal



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