



CLUSTERIX 2.0

New Models of Innovation for Strategic Cluster Partnerships

Ideas and experiences



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CLUSTERIX 2.0 BEHIND THE SCENES

Background

Let's get the most important question out of the way: what are clusters really today? Why is it important to dedicate resources to developing them?

The positive effect of collaboration on competitiveness of companies was subject to analysis and literature already in the past. Rather recently, clusters are increasingly recognized for their role in regional innovation and smart specialization enabling communication and trust building among triple helix actors. To give examples: policy makers make use of well-established clusters for supporting digital transformation in businesses, research, education and society; or as another example to match public procurement power with innovative solutions; etc. What does that mean for cluster policy makers? Cluster managers not only need public funding to carry out tasks of public interest, but also non-financial services such as training and opportunities to interact with other players. Finally, yet importantly, it requires new indicators for monitoring and evaluation of cluster policies. These are the challenges we are working on in CLUSTERIX 2.0.

CLUSTERIX 2.0 appears to build a lot on the first Clusterix project. What are the aspects and results that come from there, and how were they developed further?

CLUSTERIX 2.0 builds on previous Interreg IVC project (2012-2014) dealing with cross-cluster innovation and the development of Smart Specialization Strategies. The partnership was very fruitful and showed a broad range of results, such as: a successful new funding instrument in Romania, the transfer of the innovation support tool

"competencemapping@" from Lower Austria to South Tyrol, the foundation of the Hungarian Cluster Association based on the Romanian example, a collaboration of the Lower Austrian New Design University with the materials database Materiautech from Lyon, etc.

We were enthusiastic about the results achieved and at the same time, there were many questions that remained unanswered.

After having developed our RIS3, we wanted to exchange experience on its implementation and governance and wanted to focus on connectivity and strategic interregional collaboration. We developed the cluster-to-cluster cooperation to a more integrated eco system approach (see Q1).

Efforts

How was the CLUSTERIX 2.0 partnership formed, and what do the partners bring to the table?

CLUSTERIX 2.0 brings together regions and countries experienced in and dedicated to cluster policies. The partnership is heterogeneous due to a wide variety of cluster concepts, but understanding that we are all

of cluster concepts, but understanding that we are all "equally different" avoids asymmetry and creates a very open working atmosphere.

The first, cooperative phase of the project runs from April 2016 to March 2019. What happens in these three years? How is the cooperation organised?

We started with a Cluster Policy Benchmarking and Peer Review of the partner regions. This helped a lot to get a better understanding of own strengths and weaknesses to work on, but also to quickly understand policies and structures in the partner regions.

In the first 1.5 years of CLUSTERIX 2.0 we collected and discussed a lot of good and not so good practice cases of how the partner regions implement their RIS3 and foster new innovation models with the help of clusters. Then we boiled them down to six core topics discussed in working groups, which we introduce on the next pages.







As project meetings are usually too short to get a real understanding of how and why things work or do not work in a partner region's framework conditions, we introduced "staff exchanges". Partner organizations invited a staff member of another partner organization to visit and work with them for 1-2 weeks on a specific topic. In the end, the maximum duration of such a visit was 1 week, but in this intense exchange of experience trust and understanding was strengthened and new ideas for cooperation emerged.

There is an unusually intensive cooperation among cluster-focused projects within the Interreg Europe programme. How did this come to be, and what do you think CLUSTERIX 2.0 gained from this exchange?

There are several Interreg Europe projects that relate to cluster policies and strategic collaboration with complementary specializations in other regions. We were very happy about the opportunity to exchange experience with other projects through the Interreg Europe Policy Learning Platform and on bilateral level via mutual invitations to project meetings. This "crossfertilization" brought additional insights for example on the role of clusters in disseminating key enabling technologies (ClusterFY project), or on Monitoring &Evaluation (CLUSTERS3 project) and it opened the network of partner regions.

Goals and results

The Interreg Europe programme focuses on improving policy tools linked to development funds around Europe. How do you expect this to turn out in practice in the case of your project?

We are one of the first Interreg Europe projects that will soon reach phase 2, the implementation of what we learned in the last years. So far, the partnership ended with individual action plans, now, for the first time, we have to prove the implementation and to measure the results in pre-defined indicators. To be honest, I am very curious about this new experience and happy about the progress already made in the project and the reliability of the partnership. Already now we see that the project inspired the individual partners to change things. For example, Flanders introduced a matchmaking service for cluster managers to foster inter-cluster projects.

A challenge we see in the close link to ERDF funded policy instruments and the timing. It is only feasible to improve these instruments where calls are introduced very late in programming period 2014-2020. Secondly it is possible to change governance on policy level, e.g. to improve monitoring & evaluation processes. Thirdly, on cluster management level, cluster managers can introduce new tools to initiate innovative cooperation projects of companies and researchers.





Working Group Introduction 1:

3D PRINTING

Why are we dealing with this?

The CLUSTERIX 2.0 project is looking at the role of clusters - as tool for regional innovation policy - in enhancing new technologies causing fundamental business model innovation, such as digital transformation or additive manufacturing.

Additive Manufacturing (AM) has been seen as a game changing technology helping to reduce material input, boosting the trend of personalized goods, enabling new business models, etc. As the production costs are high, AM needs to find relevant niches and requires new thinking. AM not only implies technological challenges but most of all new thinking of engineers and business model innovation.

Clusters working at the interface of researchers, companies and policy makers, can help the successful implementation of additive manufacturing by connecting knowledge, infrastructure and market, enabling innovation across disciplines and business sectors.

What are we aiming for?

The partnership consists of regions with a high level of expertise and specialization, but also regions with a young history and few initiatives in AM. Flanders and Lower Austria identified AM as an important topic in their smart specialization strategies, both regions are members of the Vanguard Initiative 3DPrinting Pilot. AM is less in the focus of policy makers in Western Hungary or the Romanian region Nord-Est. However, there are successful examples of cluster organisations or similar intermediaries offering shared access to 3D Printing facilities to companies for rapid prototyping purposes. By



offering this service, ideas for further innovation projects emerged. Within CLUSTERIX 2.0 we aim at raising awareness for the potential role of clusters in implementing this new technology and at sharing information on the technical state of the art but even more importantly existing use cases and business models.

How are we reaching our goal?

The open exchange of experience in CLUSTERIX 2.0 helped to build and enlarge a network of cluster managers interested in the 3D Printing technology linking the already well-established Vanguard Initiative 3DP Pilot partners with new partners in Central Eastern Europe. The information exchange will be continued by mutual invitation to 3DP related events in the future.









Working Group Introduction 2:

CLUSTER MONITORING AND EVALUATION

Why are we dealing with this?

In recent years, we have witnessed a revival of cluster-based policies, as many regions have leveraged clusters in combination with smart specialization strategies, industrial modernization and internationalization efforts, as well as to address societal challenges. Although the use of cluster-based policies is widespread and expanding, there are no recognized norms for evaluation of cluster policy. The lack of evidence on how firm-level benefits are achieved and on the holistic effects of cluster policies limits understanding of impacts and policy learning.

Although all regions have different policy contexts and programmes, various kinds of clusters or other collaborative initiatives, and a range of approaches to monitoring and evaluation, there is still a strong opportunity to compare and learn from each other – supporting efforts to improve monitoring and evaluation practices. In addition, interregional cooperation on the topic provides an opportunity to develop a more common understanding of cluster programme effect logics, on alternative indicators and processes for evidencing progress, and on the value of using monitoring and evaluation as a tool in continual processes of strategy development and policy learning.



What are we aiming for?

At the beginning of the CLUSTERIX 2.0 project, the partner regions participated in a European Cluster Policy Benchmarking and Peer Review in order to get a better understanding of the policy instruments and framework conditions addressing the core questions of our project: How do policy makers support the collaboration and emergence of new topics across sectors and disciplines? How flexible are they able to react to new emerging sectors? How do they monitor the outputs and results of their policy instruments, and how do





they react to changes? The peer review discussion in Ostrava in October 2016 showed a significant interest in mutual learning regarding tailor-made monitoring and evaluation systems, and how to use monitoring and evaluation as a tool for policy learning. Therefore, the partners decided to form a specific Working Group on this topic.

The in-depth discussions showed that CLUSTERIX 2.0 partners have both different approaches and different types of experience with monitoring and evaluation. Some partners have national accreditation frameworks and clear indicators for tracking advancement over time (e.g. Hungary), while other partners have frameworks for monitoring the regional portfolio of clusters (e.g. Lower Austria). Some partners leverage indicators to evidence how clusters deliver value in terms of innovation and economic performance (e.g. Southern Denmark), while other partners leverage indicators to evidence how clusters deliver value in terms of internationalisation (e.g. Romania) or more effective regional innovation systems (e.g. Flanders). Some partners focus on monitoring and evaluation of (portfolios of) cluster initiatives (e.g. Region Skåne), while other partners focus on monitoring and evaluation of innovation ecosystems within a science park (e.g. South Tyrol).

The aim of the working group was to highlight the variety of experiences and share good practices and lessons learned from among partners and from external

experts on what can be measured and how, as well as to support partners' efforts to develop new indicators and/ or processes for monitoring cluster initiatives (and other forms of collaborative initiatives)..

How are we reaching our goal?

The first phase of the project has helped three partner regions (Hungary, Region Skåne, and South Tyrol) identify improvement areas, test ideas and get concrete recommendations from peers, stakeholders and external experts, and develop clear action plans for improving their monitoring and evaluation practices.

In addition to these three partners (with specific aims to develop monitoring and evaluation practices), the broader set of partners has gained insights on the value of using monitoring and evaluation in continuous processes of strategic learning and communication, and inspiration from good practices within and outside the partnership. In addition, the working group made a number of common conclusions and recommendations on cluster monitoring and evaluation, including the development of existing ESCA labelling/quality assessment practices to include more focus on results and longer-term impacts, as well as further development of the use of success stories and peer reviews as tools to highlight and learn from cluster initiatives' contributions to S3 and other broader, system-level results.





Working Group Introduction 3:

DIGITALIZATION

Why are we dealing with this?

Digitalization is more than just a new technology companied need to implement. It changes business models, innovation models, etc. Policy makers need to learn about such new models to keep the pace and be able to provide fast and flexible support for emerging industries in order to make/keep a region competitive at global scale. I.e. they need to understand and change in order to best support companies in the digital transformation process. Administrative procedures are affected, more open, flexible cross-department collaboration are necessary.

Digitalisation is high on the agenda of most RIS3. Regions launch specific calls for companies, support training and qualification, establish digital innovation hubs, etc. What works well, what doesn't? What can we learn from each other?

What are we aiming for?

Most partner regions/countries published their digitalization strategies only recently. There is little evidence of what measures proved to be successful or not. With the exchange of experience, we aim at accelerating the improvement process and avoiding the duplication of mistakes. The working group Digitalization discussed two perspectives of how to address digitalisation:

1. How do regions/countries address digital transformation in their digitalization strategies? What is their focus and how do they intend to implement their objectives?



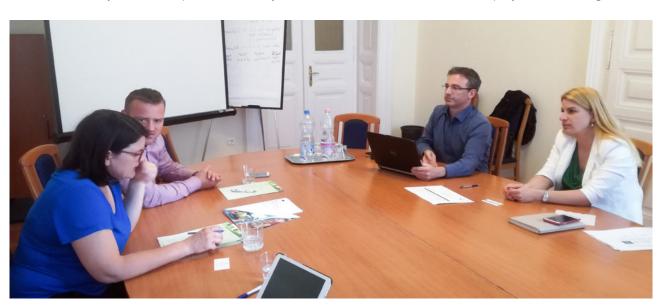
2. In a more narrow perspective, what are specific tools provided by policy makers (specific calls, etc.) or cluster organisations to support the digitalisation transformation of companies.

How are we reaching our goal?

In a first step, partners presented their digitalization strategies in order to get an overview of the different approaches, ranging from holistic concepts involving business, research, education, public administration and civil society to SME centred concepts.

In a second step, partners exchanged on specific measures to support education and training as well as specific funding instruments for digitalization of companies. An important learning here was the broad range of life long training needs of young and experienced staff. To mention only a few: service innovation, human-machine interaction, user-centred production planning, Data Security, Internet of Things.

Use cases from Denmark highlighted at the meeting of the Working Group in Odense during the Week of Health and Innovation inspired the participating partners for further innovative projects in their regions.





Working Group Introduction 4:

PUBLIC PRIVATE INNOVATION

Why are we dealing with this?

Public Private Innovation is defined as a model for collaboration by which public institutions and private enterprises together develop new innovative solutions. PPI is characterised by the relation between the participants who are not suppliers or purchasers of a well-known solution or product. The participants are development partners exploring together new innovative solution on problems that are defined in common. Public Private Innovation calls for improvement and rules for collaboration between companies and public organisation. Clusters play an important role in this field, as they can provide the network for public and private partners and organise involvement of companies in public initiatives for innovation. They can support and guide start-ups in their approach to public institutions. Finally, they can provide tools for co-operation, guidance or financing of initiatives.

What are we aiming for?

Policy makers need to learn about new models of public private innovation to be able to provide fast and flexible support for companies and clusters in order to make/keep a region competitive at global scale. Regional development policy makers need to understand and change procedures if possible in order to support companies in the process. Administrative procedures are affected and more open, flexible cross-department collaboration is necessary.

There is no unique way to organise public private innovation. Examples are both large well-structured PPI programmes and smaller locally embedded PPI projects. The aim of the working group PPI was to share experience in PPI and identify initiatives that work well and perhaps others that do not work well as well as transfer possibilities.

How are we reaching our goal?

The partnership benefited a lot from the experience of the Region Southern Denmark. The good Practice "Public Private Innovation Pool", an instrument supporting demonstration of prototypes with the help of public test users, was discussed in detail at two project meetings, during a staff exchange of a Danish partner in Austria and at an additional Meeting of the Working Group Digitalization in Odense in October 2018. Lower Austria intends to transfer the good practice into a pilot call in the region. The discussion showed the complexity and the need for a trustful dialogue between public administration and companies facilitated by intermediaries such as clusters. As an important step ahead in implementing PPI, the Region of Southern Denmark initiated a study on the

regional use of the new tendering possibilities offered by the European Tender Directive, Dir. 2014/24/EU and to what extend the Directive is – or can be – used for more public private innovation within clusters and across regions.







Working Group Introduction 5:

INNOVATION SERVICES FOR SMEs

Business Model Innovation, Strategic Use of Design, Competence Mapping

Why are we dealing with this?

Companies always try to build up a competitive advantage over their competitors with their strategy in order to stand out positively from their competitors. Traditionally, companies rely on innovative products, better service or optimized processes that lead to lower costs. Business model innovations as a strategy, on the other hand, are not about inventing new products or making existing business models more efficient/better, but rather about reflecting business model and changing it.

Business model innovations help to differentiate themselves from competitors.

Business model innovation has extremely high innovation potential, because it allows you to achieve a high degree of differentiation, for example around "blue oceans", where there is almost no competition. On the other hand, it can also be used to create groundbreaking innovations, because they combine all the levers with product, process, marketing and sales innovations and are therefore difficult to imitate. Thus, business models have the potential to revolutionize an entire industry.





The special feature of the innovation service "Business Model Innovation" is that it brings the supported companies out of their comfort zone and classifies them into new value chains via a strategic approach. These are then mostly cross-sectoral value chains whose access is usually only possible via interregional networks and partnerships.

What are we aiming for?

Many of the cluster organisations involved directly or indirectly in CLUSTERIX 2.0 offer the classic range of services to support domestic companies: from knowledge transfer and networking to specific support for product and market developments. The majority of the support is focused on product optimisation and increased marketing, in other words, primarily incremental innovation. Special innovation services are needed to strengthen in particular SMEs, which generally do not have enough resources on their path to "disruptive innovation". Within the former Interreg Europe Project "Clusterix" the competencemapping@ method has been identified as one of the best for supporting the growth and business development of SMEs. The competencemapping@ method - developed by IMG (Innovation Management Group) together with Clusters in Lower Austria - includes a clearly structured and welldocumented procedure. Goal: identification, description and illustration of business skills (EXPERTISE) and the systematic search for new applications and future markets beyond the core business (INNOVATION PO-TENTIAL / CROSS INNOVATION). Convinced of the effectiveness of the method, IDM Südtirol started 2015 its own competencemapping-program for SMEs.

Aim of the Working Group: CLUSTERIX 2.0 project approach is to set-up and implement the right framework





for exchanging own experiences and learning between the partners in order to enhance common knowledge in best practice. The aim of the Working Group "Innovation services for SME's" is to show through a in-depth workshop how Cluster/Ecosystems and regional development agencies can build up the innovation service Business Model Innovation based on special methodology and how small and medium-sized enterprises can be attracted.



How are we reaching our goal?

Exchange and discussion around the Working Group "Innovation Services for SMEs" essentially aim at a specific goal: namely to strengthen the exploitation phase of business models - this for entrepreneur-driven innovation as well as for outcomes from research activities with market potential. The focus of the exploitation phase is on the development of new business models or new approaches to how a product or service can be marketed. The aim is to generate turnover and profit with the new products and services.



Working Group Introduction 5:

SERVICES FOR CLUSTER MANAGEMENT ORGANISATIONS

Why are we dealing with this?

Clusters are a very complex and flexible type of cooperation, which requires a unique set of competences to manage. With their increasing responsibility as drivers of regional innovation ecosystems, enabling cluster management organisations (CMOs) to acquire and exploit these competences is more important than ever. As clusters with the most competitive potential tend to constantly push their boundaries, it is not surprising that all across the cluster landscape there is an increasing demand for trainings and other tailored skill-development services.

Since the level of professionalisation among CMOs is so varied, initiatives and policies developed by the central government can undoubtedly improve average cluster performance. All around Europe numerous regional authorities have tasked intermediaries with setting up support services to clusters, or done it on their own.

In other regions the support is still in early stages of development. Different cluster strategies and market environments also result in different approaches to tackling similar issues. Gathering and comparing these approaches gives valuable insight into providing innovative and efficient solutions.

Our working group aims to use this insight and contribute to increased service levels to the clusters in all regions by learning from and adapting each other's experiences.

What are we aiming for?

Flanders and Hungary are the two regions most interested in service development, but the motivations are quite different. In Flanders the regional government intends to develop services to cluster management organisations in order to further improve cluster excellence and consequently the competitivity of the cluster mem-





bers. These services should contribute to enhanced effectiveness of funding provided to the clusters through the cluster programme. In Hungary on the other hand, the policymaker is looking for a way to professionalise clusters across the board without new targeted funding, fostering a stronger collaboration and knowledge transfer among the clusters. The two partners act in different economic settings (one a highly competitive region, the other a relatively less developed country) and proposed different implementation paths (one a centralised government initiative, the other the development of an independent intermediary). Yet both want to develop a robust, yet flexible system able to provide a sustainable platform that the clusters can use to kickstart their development in the foreseeable future.

The group aims to identify and explore a wide scope of possible services that improve the performance and further professionalize cluster management organisations at all the stages of their development.

In order to realise this, the following specific goals were defined:

- Inventory of services offered by CLUSTERIX 2.0 partners and min. 2 other cluster supporting organisations
- Learnings from services offered: what does work and what didn't work
- Listing of good practices
- Exploration of cooperation possibilities in services
- Development of general implementation criteria for the identified services.

How are we reaching our goal?

The work in this working group will result in an overview of services offered to cluster management organisations in the different regions. This overview, including identified good practices can be used by the CLUSTERIX 2.0 partners as a reference material to further develop their support system for their local clusters. E.g. for Flanders, the learnings from this working group will be used to further develop the service, including training, within the relatively young cluster programme. The contacts that were built up during the working group already resulted in first ideas for joint actions and opening up of training. The further development of this programme of services will be part of the action plan. For Hungary the lessons are being turned into a system of cooperative demand management among the clusters. This aims to develop a twolevel shared-service system to cater for the needs of both new and highly competitive clusters, including consultation, mentoring and training initiatives.

The working group uses valuable ideas and good practices both from other partner regions within the project (Lower-Austria, Romania and South Tyrol), and from leading regions outside CLUSTERIX 2.0, most notably Catalonia from Spain and Baden-Württemberg from Germany. These provide excellent ideas and perspectives not just for our cluster programmes, but can also be easily adapted to different settings, which we plan to capitalise on as well.





PROJECT CROSS-FERTILISATION



How did your project come to be?

Regional authorities across Europe are aware of the challenges and issues regarding SMEs dimension. And they know the importance of the contribution that can be expected from competent cluster organisations supported by a cluster policy. CLUSTERS3 project engages seven regional and national authorities. All of them are willing to learn and improve their practices from this project. Participation of TCI Network, the global practitioners' network for competitiveness, clusters and innovation as advisory partner reveals also the interest of this issue at a larger scale. The nine partners come from Hungary, Italy, Latvia, Poland, Spain (3) and the UK (2).

How is your project similar to and different from CLUSTERIX 2.0?

TThe main objective of CLUSTERS3 is to improve the implementation of cluster policies and their coordination with other competitiveness related policies, in the framework of RIS3, boosting Growth and Job creation through the insertion of SMEs in Global Value Chains. This echoes the aims of CLUSTERIX 2.0, but also shows a more direct link to the RIS3's of the partners, and closer connection to direct actions. This is reflected from the range of our topics as well:

- Design and deployment of Clusters Policy
- Implement the Policy through specific support instruments and programmes
- Competitiveness and Innovation Policy Mix optimisation and RIS3 alignment
- Monitoring and Evaluation of cluster performance and cluster programmes
- Internationalisation of Cluster Organisations
- Building the Capacity of Cluster Organisations

What are the main benefits your project took away from the cooperation?

As ClusteriX has already done work on Internationalisation, we were able to build on good practices from there, and we had a strong collaboration in the field of Monitoring and Evaluation, which both of our projects were tackling. Also, we enjoyed the benefits of a wider network and the additional ideas that visiting each other's events generated.



How did your project come to be?

ClusterFY started as an initiative from MITA, the innovation agency in Lithuania. The ideas behind the project were based on earlier knowledge and cooperation within policy area innovation in the Baltic Sea region where the actors had identified the need of utilizing cluster as springboards and facilitators in speeding up the use of KETs, Key enabling technologies. The partners are from Lithuania, Spain, Greece, Netherlands, Poland, Romania, Slovakia and Sweden.

How is your project similar to and different from CLUSTERIX 2.0?

The ClusterFY project was set up to:

- create the favourable conditions in order to boost the regional/national KETs related networks and cluster development as an important part of RIS3 and innovation ecosystem
- intensify clusters and business networks collaboration across borders and sectorial boundaries exploiting Key Enabling Technologies and enhance interregional business networks and cluster cooperation in fields of strategic interest
- Increase the internationalization of clusters and business networks and their integration into innovative value chains.

The ClusterFY project has similar approach as CLUSTERIX 2.0, increasing the internationalization of clusters and business networks and their integration into global and innovative value chains.

What are the main benefits your project took away from the cooperation?

ClusterFY will benefit a lot from the work done by CLUSTERIX 2.0 on policy recommendations of how clusters could be more beneficial for international cooperation's and how to work with policy instruments in order to more effectively benefit from the cluster cooperation in Europe. Cross fertilization between EU projects like CLUSTERIX 2.0 and ClusterFY is excellent way of increase the common knowledge and to benefit from the work each project is doing, while the projects is still on going. That is the period you are most likely to benefit from the knowledge and the exchange. We do not have to invent the wheel twice; the project can build on already existing knowledge and develop even faster.



THE CLUSTERIX 2.0 SET OF RECOMMENDATIONS

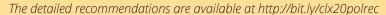
There are few regions or Member States in Europe that do not have a cluster policy. For most regions or Member States cluster policy is a constant tool both for the industrial policy strategy and – especially – for the regional and national innovation strategies. Cluster policies in Europe have already a history of more than two decades and "being on the policy agenda" for such a long time shows that they are not a fashionable, short-term instrument. The overcoming of the challenge of adapting to political changes that are inevitable needs a lot of efforts and belief in the concept, as well as a dedicated commitment. The fact that the cluster policies are of actuality today just as they were for decades clearly demonstrates the importance clusters play in regional innovation industrial development.

What is the motivation behind a partnership's initiative to work together on developing a set of recommendations? It is because the joint effort to look for key issues that need to be addressed by the policy agendas at different levels helps to identify and prioritise "common denominators", those themes that are relevant for more than just one region, for more than just one country. It is because it helps the partnership speak with a joint and stronger voice ("the power of WE") about the needs to be addressed by the policy level, especially when it comes to communicate in a broader, European context. Out of the numerous and intensive thematic discussions

carried out by the partners and experts involved in exchanging good practices and experiences over almost 3 years' time there is a set of recommendations emerging. These reflect the partners' views on what is necessary to be undertaken at various levels (cluster organisations, local/regional/national/European policy levels) in order to enable favourable conditions for a modern cluster development.

The CLUSTERIX 2.0 recommendations address topics related to:

- Monitoring and evaluation improvement & adjustment processes need to reflect the growing role clusters play in regional innovation systems
- Support for the mobility of cluster stakeholders (cluster management, cluster policy makers/implementers, members of the cluster)
- Support of the development/improvement of services for cluster management organisations
- Further development and improvement of the cluster excellence approach
- EU-wide programmes for collaborative R&D&I projects involving large and small companies
- Public procurement for innovation
- Making use of clusters to address the transforming power of new technologies







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