



BRIDGES project, 5th call, additional activities: policy instrument improvement recommendations, PP5 ANKO

June – July – August 2022

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1. Background

1.1 Objective

The policy instrument improvement recommendations are final deliverables of the additional activities of the BRIDGES project approved under the 5th call of the Interreg EUROPE (IE) programme, on 31.5.2021. As a result of the relatively limited time (12 months) allocated to the additional activities, actual policy impact was not possible to achieve. Nevertheless, during these 12 months, it has been possible to test a value chain mapping methodology in five (5) regions, reach conclusions relating to re-shoring, in-shoring and near-shoring of value chain segments, identify and select good practices, and develop interregional relatedness opportunities and profiles. The purpose of the policy instrument recommendations is to prepare regions for mainstreaming these findings during the forthcoming RIS3 update period in 2023.

1.2 The BRIDGES project 5th call, additional activities

The objective and content of the 'additional activities' should be understood as an extension (partially), a deepening and a systematisation of the BRIDGES project insights gained during Phase 1 (2016-2019), aiming at improved RIS3 implementation through interregional collaboration. The starting argument of the BRIDGES project was addressing mismatches between the economic and knowledge bases of the partner regions as a precondition for more effective & more visible RIS3 results. During Phases 1 & 2 of the project, interregional complementarities were further tested through the BRIDGES pilot action. The pilot action tested the conditions and contexts in which interregional complementarities would be/are essential for the RIS3 implementation of the respective regions. The pilot action findings indicate that addressing interregional complementarities is an essential dimension of the RIS3 -provided regions are prepared to understand the potential for addressing contextual advantages and structural barriers, i.e. they go beyond conjectural opportunities and corresponding gaps/challenges.

The BRIDGES project additional activities focus on interregional complementarities as a RIS3 tool based on value chain policies. This is done by re-shoring, inshoring & near-shoring productive activities based on value chain (VC) analysis selected by the regions. Linking interregional complementarities to VC-based development and to regional resilience, was inspired by the EC's New Industrial Strategy¹ and the EPRS, PE 653.626 – March 2021 study², arguing how geographically diversified production structures result in

¹ Updating the 2020 New Industrial Strategy: Building a stronger Single Market for Europe's recovery, COM (2021) 350 final. "In the areas of common dependencies with its partners, the EU may choose to pool resources and build stronger and more diverse alternative supply chains with our closest allies and partners", p13. https://ec.europa.eu/info/sites/default/files/communication-industrial-strategy-update-2020_en.pdf.

² Post Covid-19 value chains: options for reshoring production back to Europe in a globalised economy. [https://www.europarl.europa.eu/thinktank/en/document/EXPO_STU\(2021\)653626](https://www.europarl.europa.eu/thinktank/en/document/EXPO_STU(2021)653626).

<http://www.interregeurope.eu/bridges/>

reinforced regional clusters, contributing to the resilience of economies³. VC re-, in- & near- shoring drivers are identified as⁴: product design, innovation (R&D), flexibility, quality, market proximity & addressing VC weaknesses (e.g. Green Deal gaps). These arguments, favouring VC-based policy measures were further reinforced: we became increasingly aware that (1) value-chain based policies are and will be more and more important strategic & diversification tools; (2) the impacts of the Ukraine war on the EU productive space. OECD⁵ notes that "The substantial economic costs of the war, elevated uncertainty (p13)" and later on that "Exports will continue to benefit from deep integration into value chains (p181)". Re-localisation has various dimensions. For example, OECD⁶ notes that while through re-localisation countries have less exposure to external shocks, at the same time they risk becoming less efficient and stable in their production models. Therefore, it is important that re-localisation is combined with updated business & production models. These considerations allow scope for governments to "join efforts with businesses to improve risk preparedness" (page 8). In the BRIDGES project additional activities, two (2) good practice (GP) themes are dedicated to these issues^{7, 8}, and eight (8) GPs have been identified, mostly from the EU and the USA (Good practices)

Project partners (PP) from Phases 1 & 2 participate in the additional activities except for PP1 (restructured as a result of municipal decisions) and PP3 (internal adjustment processes). All partner regions focus on RIS3: (i) the selected value chains are part of partner regions' RIS3 prioritised sectors. They were selected with the intention to explore and strengthen innovation-based growth; (ii) the RIS3, through the SF 2021-2027 Policy Objective 1 (PO1) 7th enabling condition on 'interregional innovation investments', provides the / an operational context.

Table 1 BRIDGES project, additional activities, policy instruments per region

³ According to the EC, for example, the COVID-19 crisis affected the EU economy, across eco systems but not homogenously. The crisis exposed the interdependence of global value chains and demonstrated the critical role of a globally integrated and well-functioning Single Market. The key issues highlighted by the crisis are: Borders restricting free movement of people, goods and services; Interrupted global supply chains affecting availability of essential products; Disruption of demand; 6.3% decline of EU economy; 60% of SMEs reported a fall in turnover in 2020; 24% fall in intra-EU trade in Q2 & Q3 2020; 1.7% SME employment decrease in 2020 - 1.4 million jobs; 45% of firms expected to reduce investment in 2021. https://ec.europa.eu/info/strategy/priorities-2019-2024/europe-fit-digital-age/european-industrial-strategy_en .

⁴ The European Re-shoring Monitor [REM] (2018). <https://www.eurofound.europa.eu/publications/report/2019/reshoring-in-europe-overview-2015-2018> .

⁵ OECD (2022), OECD Economic Outlook, Volume 2022 Issue 1: Preliminary version, OECD Publishing, Paris, <https://doi.org/10.1787/62d0ca31-en>. <https://www.oecd-ilibrary.org/sites/62d0ca31-en/index.html?itemId=/content/publication/62d0ca31-en>.

⁶ Arriola, C., S. Guilloux-Nefussi, S. Koh, P. Kowalski, E. Rusticelli and F. Van Tongeren (2020), "Efficiency and Risks in Global Value Chains in the context of COVID-19", OECD Economics Department Working Papers, No. 1637, OECD Publishing, Paris. <https://www.oecd-ilibrary.org/docserver/3e4b7ecf-en.pdf?expires=1656179716&id=id&accname=guest&checksum=F42775C8A630F30A6106D8D2567733CA>.

⁷ **GP Theme 1** Good practices about value chain mapping, identification of competitive advantage and decision-making criteria related to value chain re-shoring and nearshoring. **GP Theme 2** Good practices for anticipating interregional complementarities and including them into their S3 have not yet been addressed sufficiently (Balland and Boschma 2021).

⁸ Balland P-A, and Boschma R. (2021). Complementary interregional linkages and Smart Specialisation: an empirical study on European regions. Article in *Regional Studies* · January 2021 DOI: 10.1080/00343404.2020.1861240. <https://www.researchgate.net/publication/348587340> .

Partner organisation		Region	Policy instrument	Timetable
PP 2 /LP	Regional Council of Kainuu	Kainuu, FI	RIS3 2021-2027	Revision in 2023
PP4	Regional Council of Helsinki - Uusimaa	Helsinki-Uusimaa, FI	RIS3 2021-2027	Revision in 2023
PP5	ANKO	Western Macedonia, GR	RIS3 2021-2027	To be finalised in 2023
PP6	SVDC	Western Slovenia, SI	CLLD	To be finalised in 2023
PP7	PBN	Western Transdanubia, HU	HU	

1.3 Structure of the document

In addition to this introductory part, this document is organised into

- [Policy instrument improvement recommendations methodology](#)
- [The region and its RIS3 2021-2027](#)
- [Good practices](#)
- [Value chain mapping](#)
- [Policy instrument improvement recommendations](#)
- [Conclusions: benefits from the additional activities](#)
- [Contributions](#)

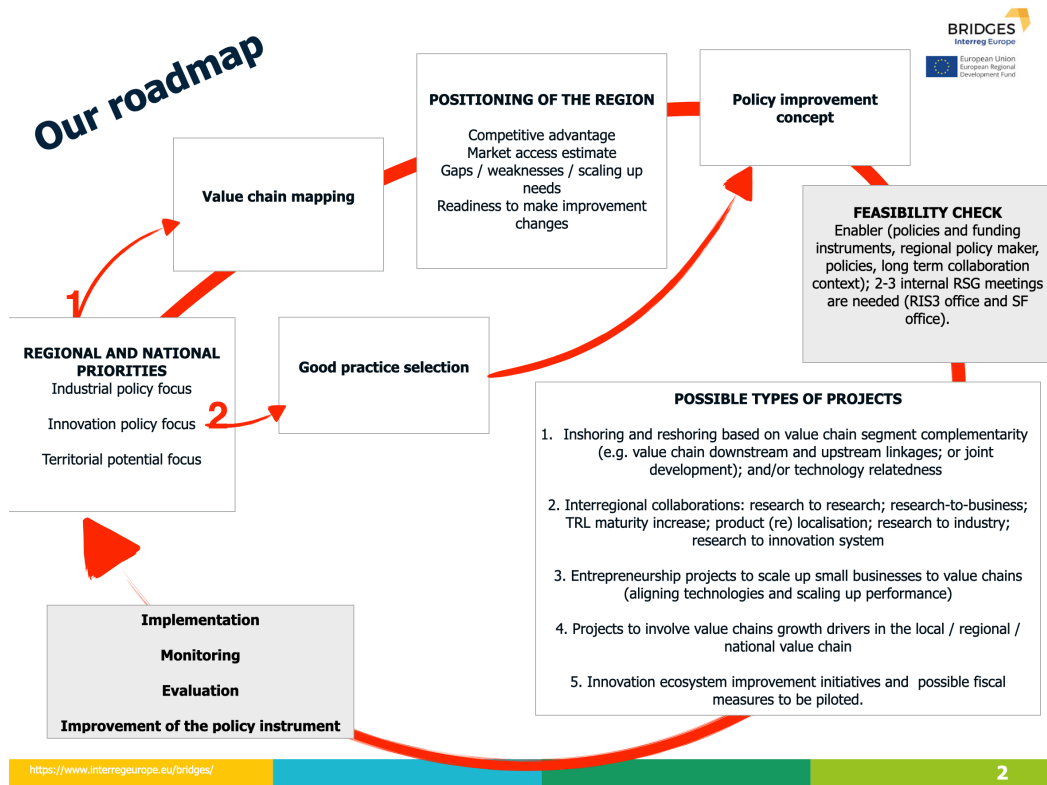
2. Policy instrument improvement recommendations methodology

The value chain mapping was expected to generate regional and interregional initiatives (Figure 1) which strengthen re-shoring and in-shoring relevant activities and coherently position/align such activities together with near-shoring (=off shoring), with the aim to reach VC-based strong and solid development paths. These initiatives are either new types of projects (Type 1 policy instrument impact according to the Interreg Europe terminology) or / and activities that strengthen the evidence base of the RIS3 and through that, the range of possible collaborations (Type 2 policy instrument impact according to the Interreg Europe terminology). For example, good practices 1, 4,5,9,10,11 are examples of potential Type 1 initiatives, while good practices 2,3,6,7 and 8 are examples of potential Type 2 initiatives (Figure 1 and Table 2 BRIDGES project additional activities, good practices (GP)).

The policy instrument improvement is intended to serve three purposes: (1) strengthen the regional productive base by inshoring and reshoring parts of segments of the selected value chains; (2) support interregional innovation investments and collaborations through value chain nearshoring opportunities; (3) support integrating value chain "thinking", value chain management as a development approach to be included into the range of RIS3 tools and development channels of the partner regions. The process for reaching the policy instrument improvement recommendations is mapped in Figure 1 below. In the roadmap proposed in Figure 1, in addition to the expected regional stakeholder group meetings (RSG:s) there have been also formally included internal meetings, integrating the administration and decision making of the partner-

organisations. Experience from several Interreg Europe and Interreg IV C projects, indicated that clear provisions for including such meetings are both needed and essential.

Figure 1 Policy improvement recommendations roadmap



3. The region and its RIS3 2021-2027

3.1 Western Macedonia region

Western Macedonia is located in North-West Greece. It has an area of 9.451 km² and a population of 283.689 inhabitants (2011), 2,6 % of Greece. In 2018, the GDP per capita in Western Macedonia was € 15,319.00, compared with a national average of € 16,745.00 (Statistics Greece, 2021). It is one of the Greek regions that has suffered considerably following the 2010 economic crisis: unemployment in 2019 was 24,5% and in 2018 19,7%.

It has rich natural resources such as fossil fuels (lignite), ores (asbestos, chromite, marble etc.), forests (50% of its total land) that form ecosystems defined by rich biodiversity, as well as pastures. It also has the greatest surface water potential in Greece (approximately 65% of the country). The region faces the challenge of a

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radical change of its productive model, aiming at decarbonisation of the energy sector, a dominant economic activity since the late 1950s.

According to the Regional Innovation Scoreboard 2019, the Regional Profile dedicated to Greece Dytiki Makedonia (EL53) is a Moderate Innovator; innovation performance has increased over time (23.1%). Relative strengths compared to Greece and EU concern "Innovative SME collaborating", "Most-cited scientific publications", "Non - R&D innovation expenditures" and "Sales new-to-market/firm innovations". On the contrary, Western Macedonia falls back to all other innovation indicators compared to Greece and EU average.

Furthermore according to Location Quotients Analysis, strengths regarding country's average are:

- Agriculture, forestry and fishing (1,9)
- Mining and quarrying (1,4)
- Electricity, gas, steam and air conditioning supply (9,9)
- Water supply, sewerage, waste management and remediation activities (1,4)
- Construction (1,8)

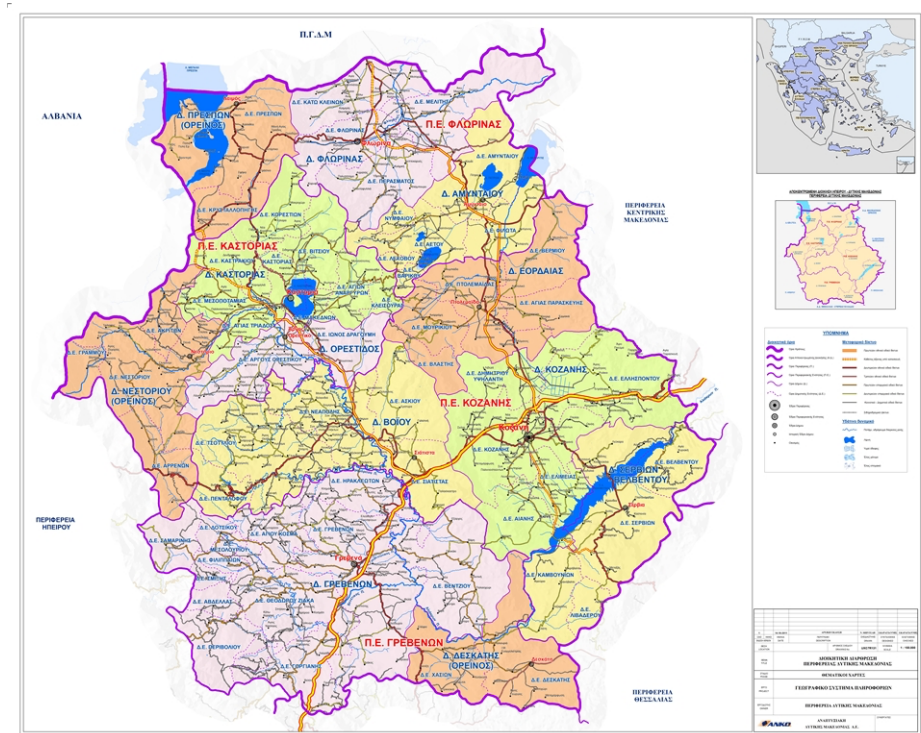


Figure 2 The Western Macedonia region

3.2 Western Macedonia 2021-2027 RIS3

RIS3 sectors for 2014-2020 period were a) Agrifood (manufacturing and standardization of agricultural products - food and drinks), b) Environment (energy/RES – district heating – metal construction and

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integrated waste management), c) Fur - leather products and d) Tourism.

Following the economic crisis (2008- 2018) and the covid19 pandemic (2020 – on-going) on the one hand, and the climate change that has a very strong negative impact on the economy of Western Macedonia, the above RIS3 priorities have to be reviewed for the next programming period, and Green transition priorities need to be emphasised.

One of the economic activities that will be strengthened in the new programming period is the agri-food sector (primary production and processing) because it contributes 12% of the regional GVA and generates the 25% of total employment in Western Macedonia. The triptych on which agrifood has to be developed includes:

- The creation of a rural economy based on value chains combining primary production with the processing and standardization of high-nutritional and added value products.
- The production of new, innovative products with high demand on domestic and international market.
- The establishment of a productive identity of the region, in which the local characteristics of nature, history and culture are imprinted.

4. Good practices

4.1 Good practice identification

According to the BRIDGES project additional activities, Good Practices (GPs) explore five (5) GP themes: (1) Tools for targeting value chain reshoring & nearshoring segments; (2) instruments for identifying interregional complementarities related to value chain re- and near- shoring priorities; (3) Targeted, VC related science-based entrepreneurship programmes and TRL⁹ 5-8 promotion; (4) Integration of Green Deal & Digital Transformation into VC; (5) Benefitting from EDIHs.

The purpose of the good practice exercise is to identify good practices that can become policy tools for

⁹ **TRL = Technology readiness level = TRL= Technology Readiness Level.** Technology readiness levels (TRLs) are a method for estimating the maturity of technologies during the acquisition phase of a program, developed at NASA during the 1970s. The use of TRLs enables consistent, uniform discussions of technical maturity across different types of technology [Mihaly, Heder (September 2017). "[From NASA to EU: the evolution of the TRL scale in Public Sector Innovation](#)" (PDF). *The Innovation Journal*. 22: 1–23]. A technology's TRL is determined during a Technology Readiness Assessment (TRA) that examines program concepts, technology requirements, and demonstrated technology capabilities. The European Commission advised EU-funded research and innovation projects to adopt the scale in 2010. TRLs were consequently used in 2014 in the EU Horizon 2020. In 2013, the TRL scale was further canonised by the ISO 16290:2013 standard. "[Technology readiness levels \(TRL\): Extract from Part 19 - Commission Decision C\(2014\)4995](#)" (PDF). *ec.europa.eu*. 20149]. https://en.wikipedia.org/wiki/Technology_readiness_level . MORE: <https://www.ic.qc.ca/eic/site/080.nsf/eng/00002.html>; https://www.nasa.gov/directorates/heo/scan/engineering/technology/technology_readiness_level .

A comprehensive approach and discussion of TRLs has been published by the European Association of Research and Technology Organisations (EARTO) [The TRL Scale as a Research & Innovation Policy Tool, EARTO Recommendations (PDF). European Association of Research & Technology Organisations. 30 April 2014].

<http://www.interregeurope.eu/bridges/>


supporting re-, in- shoring and near-shoring initiatives of the partner areas, namely into the regional S3 of Helsinki-Uusimaa, Kainuu, (both FI) and Western Macedonia (GR); the CLLD of Western Slovenia (SI), and the national S3 of Western Transdanubia (HU)¹⁰. The exercise foresees near-shoring to be based on interregional complementarities mostly within the partnership, but it is not excluding more extensive collaboration schemes and networks.

The good practice identification took place between 1.10.2021 – 31.3.2022. It proved very challenging to identify good practices for all five themes. Finally, eleven (11) GPs were identified. Three come from BRIDGES project regions (2 come from Greece and 1 comes from Spain), 1 was identified during the Policy Learning matchmaking session organised by the PLP and the BRIDGES project on 30.3.2022, three from the USA, two are European Parliament initiatives, and two come from European Commission studies.

More than half of the good practices identified concern the 1st Theme (6 GPs), while the 2nd theme has two GPs, the 3rd theme 1 GP, and the 4th theme 2 GPs. No satisfactory GPs were identified for the 5th theme on EDIH contributions to value chains. One of the challenges of the 5th thematic area, the EDIHs, is that often, there is a tendency to apply the term “digital innovation hub” or even “innovation hub” in a somewhat general way, often denoting a concentration of activities without specification of qualifications, functionalities, or results. Table 3 provides summary information the identified GPs according to their thematic domain and focus. Detailed descriptions of the GPs are included in the document *BRIDGES project, 5th call, additional activities: good practices*; <https://projects2014-2020.interregeurope.eu/bridges/library/>, while more information can be found also directly from the web, see cited [url:s](#) in Table 2.

Table 2 BRIDGES project additional activities, good practices (GP)

GP number and name	Theme	Focus
Good practice 1 The future of manufacturing in Europe (FOME) pilot project.	1	Pilot project of the European Parliament, 2015-2018. https://europa.eu/european-union/about-eu/agencies/eurofound_en . Study investigating re-shoring industries, priorities, practices.
Good practice 2 Reshoring advanced manufacturing supply chains to generate good jobs (Brookings)	1	Brookings Metropolitan Policy Programme (2020). Reshoring advanced manufacturing supply chains to generate good jobs. July 2020. https://www.brookings.edu/interactives/metro-recovery-watch/ . Policy recommendations for re-shoring, 6 measures, fiscal, financial, and guaranteed contracting are proposed.
Good practice 3 Post Covid-19 value chains: options for reshoring production back to Europe in a globalised economy.	1	European Parliament (2021). Post Covid-19 value chains: options for reshoring production back to Europe in a globalised economy. European Parliament, Policy Department for External Relations Directorate General for External Policies of the Union PE 653.626 – March 2021. Near/off shoring and re-shoring decisions are required to be based on <i>multi-dimensional optimisation approaches</i> , while policies supporting re-shoring, should take into account the specific characteristics of the GVC under consideration, i.e., “no general policy approach to re-shoring exists”. Policy recommendations for re-shoring; reshoring decision framework. ACCESS: https://www.europarl.europa.eu/thinktank/en/document/EXPO_STU(2021)653626

¹⁰ Besides the BRIDGES project partners, the good practices contribute to the methodological tools of the BERRY+ S3 partnership ( <https://s3platform.jrc.ec.europa.eu/berry/>), and to any region & their networks that are interested in institutionalising value chain-based policies and initiatives into their RIS3.

GP number and name	Theme	Focus
		<p>SECTORIAL: https://www.europarl.europa.eu/RegData/etudes/STUD/2021/659437/EPRS_STU(2021)659437_EN.pdf</p> <p>OLDER: https://www.europarl.europa.eu/EPRS/140791REV1-Reshoring-of-EU-manufacturing-FINAL.pdf</p>
Good practice 4 The use of 3D printing in manufacturing: the case of Inertia Racing Technology.	1	Reshoring Institute (https://reshoringinstitute.org/), in collaboration with the University of San Diego Supply Chain Management Institute. Re-shoring case study. Gives ideas for business-based projects preparatory funding for re-defining business model in view of re-shoring interests.
Good practice 5 Increased innovation and service level in fashion: the case of Ted Shelton.	1	Reshoring Institute (https://reshoringinstitute.org/), in collaboration with the University of San Diego Supply Chain Management Institute. Re-shoring case study. Gives ideas for business-based projects preparatory funding for re-defining the business model in view of re-shoring interests.
Good practice 6 BILAKATU programme (direct incentives to promote re-location and near-shoring; includes measures on direct incentives, collaboration with clusters and thriving companies needs)	1	<p>Policy Learning Platform session, 30.3.2022</p> <p>Policy initiative for re-location associated with value chains, three types of incentives / policy measures are proposed: direct incentives, collaboration with clusters, thriving companies needs (direct subsidies to strengthen embeddedness).</p> <p>https://www.spri.eus/es/ayudas/bilakatu/ https://www.fundacioncarmengandarias.com/contenidos.php?seccion=3&categoria=14&subcategoria=5&lang=en</p>
Good practice 7 Exploring the impact of interregional linkages on regional diversification in Europe, in the context of smart specialisation	2	European Commission, report by Baland & Boschma 2019 https://ec.europa.eu/regional_policy/sources/docgener/brochure/impact_ir_linkages_en.pdf
Good practice 8 Mapping the potential of EU regions to contribute to Industry 4.0	2	European Union, Balland, P.A. and Boschma, R. (2021). Mapping the potentials of regions in Europe to contribute to new knowledge production in Industry 4.0 technologies. <i>Regional Studies</i> , 55:10-11, 1652-1666, DOI: 10.1080/00343404.2021.1900557
Good practice 9 DEFINE network	3	ePlatform for the development of fashion networks. https://www.define-network.eu/
Good practice 10 Symbiotic networks of bio-waste sustainable management	4	https://symbiosisproject.eu/ Applying digital tools to develop symbiotic networks, to improve cross industry resource efficiency through waste, by-products and raw material trading and sharing assets in an environmentally sustainable way.
Good practice 11 SYMBIOICT	4	https://apps.symbiolabs.gr/symbio/ A digital platform to collect and analyse datasets relating to industrial facilities, regional waste production and supply chain economics with the aim to detect and visualize geographic areas and industrial sectors with high Industrial Symbiosis potential.
Good practice 12 Value chain mapping methodology		GP 11 has complementarities with GP 8. GP12 is currently under evaluation by Interreg Europe Policy Learning Platform innovation experts. It is the instrument that has been used for the value chain mapping reports under the 5 th call additional activities.
For more information see Table 5 Reference source not found.	1	<p>The methodology focuses on identifying and exploring (0 building initiatives) for re-shoring, in-shoring and near-shoring value chain potential related to products and services, including access to markets. Competitive advantage is calculated according to different types of concentrations, sometimes absolute (like location quotient) and sometimes relative, reflecting potential of regional concentrations.</p> <p>The methodology is aligned with GP2 and GP7. Its advantage is that it can reflect even baseline competitive advantage in regions and propose</p>

GP number and name	Theme	Focus
		also better suited diversification strategies. At the same time, it is a tool that can build on interregionalities and on long term collaborations.

By analysing the eleven (11) GPs, we found thirteen (13) policy measures proposed by them. We notice that the same policy measures can be found in more than one GPs (**Error! Reference source not found.**), i.e. there is convergence of understanding and optimisation approaches.

Table 3 Policy measures proposed by the identified good practices (GP12 is not included as it is currently under evaluation)

Proposed policy measures	Relevant GPs (*)										
	1	2	3	4	5	6	7	8	9	10	11
[1]. Tools for the Identification of interregional complementarities							X	X			
[2]. Financial & fiscal incentives ¹¹ Investment (subsidies) support, for example, for technological upgrading to Industry 4.0 / additive manufacturing, research centres and academic programmes for workforce upgrading; Interest rates, provisions oriented to facilitate re-shoring, i.e. a way of directing investments.	X		X			X					
[3]. Monetary policies, financial measures, subsidies. Interest rates, provisions oriented to facilitate re-shoring, i.e. a way of directing investments.		X	X			X					
[4]. Innovation policies Financial incentives for mission oriented, technological upgrading / investments, upskilling of workforce, research centres-university synergies.			X								
[5]. Industrial policies Identification of grand challenges, missions, strategic sectors, industrial clusters, etc. to channel investment into strategic areas, Industrial clusters / smart spec.	X	X	X	X	X	X	(x)	(x)			
[6]. Trade policies Anti-dumping / countervailing duty orders; Tariffs / quotas; Patent / copyright enforcement.	X		X								
[7]. Environment policies Lower energy cost; Lower tax on energy use; Lower environmental standards.			X								

¹¹ Financial, fiscal and monetary: **financial** (relating to finance, which is the commercial activity of providing funds and capital, or to put it the other way, the ways in which individuals and organizations raise money); **fiscal** (relating to financial matters, especially government tax revenues and government expenditure and debt); **monetary** (relating to the money supply: the amount of money in circulation, its rate of growth, and interest rates). <https://difference-between.com/finance/financial-fiscal-monetary/>.

Proposed policy measures	Relevant GPs (*)										
	1	2	3	4	5	6	7	8	9	10	11
[8]. Public procurement (including defence policies), including guaranteed contracting.		X	X	X	X			X			
[9]. Competitive advantage; crash test Map most important industries locally and assess their performance ("crash test"); identify competitive advantage for re-shoring and in-shoring.	X	X	X	X	X	X	X	X			
[10]. Connect to and leverage regional talent generators and workforce development providers. With the labour demand of many manufacturers shifting from low-skill, low-cost labour to mid- to high-skill engineering and technical capabilities, U.S. educational institutions are well positioned to produce the very talent that will increasingly be in demand from these sectors. Connect to the need for a digitally fluent workforce, massive disruption is underway in manufacturing, with an increased reliance on technology as opposed to low-cost labour.	X	X		X	X	X					
[11]. Take advantage of Opportunity Zones https://eig.org/opportunityzones		X		X	X	X					
[12]. Invest in regionally based soft-landing services Companies setting up new operations in any community will need assistance with site selection, permits and local approvals, and optimizing their processes.		X		X	X						
[13]. E-Platforms facilitating value chain cooperation									X	X	X
LEGEND: GP 1 FOME; GP 2 BROOKINGS; GP3 EPRS; gp4 & GP5 RESHORING INSTITUTE; GP 6 Basque Country; GP 7 & 8 identification of interregional complementarities as a tool to focus reshoring, in shoring and near-shoring initiatives; GP 9, 10, 11: e-platforms as tools supporting the implementation of thematic interregional complementarities.											

The proposed policy measures cover a wide range of interventions, some of which go beyond regional jurisdictions. They reveal a well-structured, multi-dimensional, optimisation approach that appears to rely on the complementarity between and among policy instruments. For example, instruments affecting firm performance, industrial dynamics and demand for products & services are all present among the 13 measures included in Table 3. It is worth mentioning that these 13 measures, appear to be aligned with the OECD taxonomy of policy instruments. The OECD (OECD 2022_[1]¹² and OECD 2022_[2]¹³, page 19) proposes a new

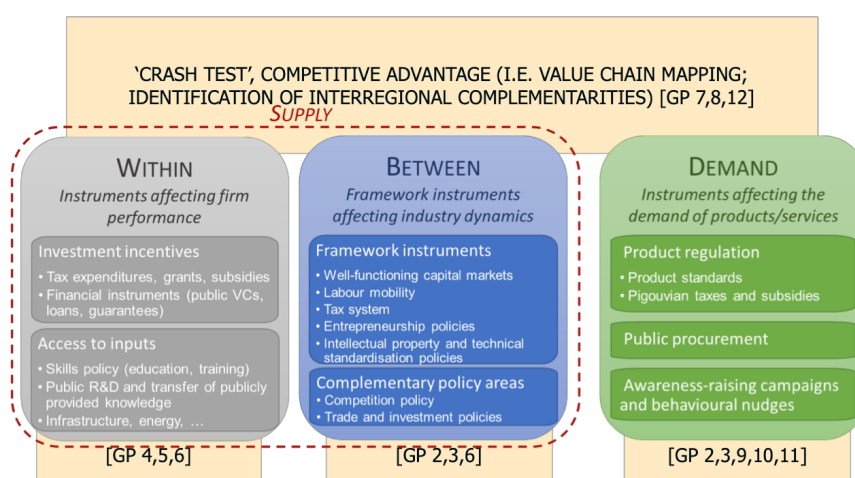
¹² Criscuolo, C. et al. (2022), "Are industrial policy instruments effective? A review of the evidence in OECD countries", *OECD Science, Technology and Industry Policy Papers*, No. 128, OECD Publishing, Paris. Accessed at <https://www.oecd-ilibrary.org/docserver/57b3dae2-en.pdf?expires=1656421972&id=id&accname=quest&checksum=15E3AF775AC84757C3AFF89F02F402CA>.

¹³ Criscuolo, C., et al. (2022), "An industrial policy framework for OECD countries: Old debates, new perspectives", *OECD Science, Technology and Industry Policy Papers*, No. 127, OECD Publishing, Paris, <https://doi.org/10.1787/0002217c-en>. Accessed at <https://www.oecd-ilibrary.org/docserver/0002217c-en.pdf?expires=1656418796&id=id&accname=quest&checksum=102441FCC1D46A6B1629CA71A29C0220>.

<http://www.interregeurope.eu/bridges/>

taxonomy of industrial strategy policy instruments, which “allows identifying the channels through which instruments operate and potential complementarities”. ... In addition to keeping with the traditional distinction between horizontal and targeted policies, the taxonomy distinguishes between demand-pull instruments and two types of supply-push instruments: those that improve firm performance (“within” instruments) and those that affect industry dynamics (“between” or framework instruments) [OECD 2022^[2], page 19]. The 13 measures & the associated GPs go beyond the alignment with the OECD policy instrument taxonomy. They reveal an implementation path, an optimal re- and in-shoring potential decision making. In this path, the notion of the ‘crash test’, of competitive advantage’ is predominant and it is this concept that is supported by the policies (Figure 3).

Figure 3 Policy instruments taxonomy and the BRIDGES project good practices (source: adjusted from OECD 2022^[2], page 19).



4.2 Good practice selection

Partners analysed the good practices and selected those that were most relevant to them. The selection process 1.4.4044 – 30.6.2022, included interregional, national (in some cases) and regional stakeholder as well as administrative meetings, with date marking the final decision making, the 17th ISC (Interregional Steering Committee), organised online on 14.6.2022. To make the good practice selection, GPs were analysed according to approaches, measures [see the proposed thirteen (13) measures already discussed (**Error! Reference source not found.**)] and intervention Types (IE taxonomy). **Error! Reference source not found.** below, summarises the GP selection including also the types of policy instrument improvements according to the taxonomy proposed by the Interreg EUROPE programme.

Partner regions made their GP and measure selection according to their interests (development priorities and absorptive capacity). However, certain cross – cutting observations deserve more attention: (i) value chain mapping, as operational as well as strategic tool appears to be relevant for all partners; (ii) building on competitive advantage and associated (and localised) eco-system, is a shared priority among all partners;

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(iii) industry-related business and innovation services & collaboration with cluster units appear to be relevant to all partners as well; (iv) branch-related preparatory projects like feasibility studies and business plans for re-shoring have been important to two partners; (v) measures supporting competitive advantage of value chains (such as targeted development projects to large or medium size businesses, are also important to all regions; (vi) bilateral value chain mapping, for the establishment of interregional collaboration contexts and then implementing relevant activities.

Table 4 Good practice selection, Western Macedonia

Type of policy impact (Type 1 = new projects; Type 2= improvement of the policy instrument management; Type 3= new policy instrument)		PP5
Good practice 1 The Future of Manufacturing in Europe (FOME) pilot project.		
Good practice 2 Reshoring decision framework (Brookings)		
Type 2	Value chain mapping / competitive advantage for in-shoring and re-shoring	X
Type 2	Guaranteed contracting (requires negotiations with national level, too)	(X)
Good practice 3 Reshoring decision framework (EPRS)		
Type 2	Regionally based soft landing services (competence building and specialisation of intermediaries to effectively support re-shoring and in-shoring)	X
Good practice 4 The use of 3D printing in manufacturing: The case of Inertia Racing Technology		
Type 1	Branch-based feasibility studies helping businesses re-define their business concept to re-shoring. As preconditions for res-shoring business and research projects, for the sports equipment sector and stressing utilisation of 3D printing.	
Type 1	Business plans implementing primarily re-shoring and in-shoring business plans based on the respective feasibility studies; for the sports equipment sector and stressing utilisation of 3D printing.	
Good practice 5 Increased innovation and service level in fashion: The case of Todd Shelton		
Type 1	Branch-based feasibility studies helping businesses re-define their business concept to re-shoring. As preconditions for res-shoring business and research projects, for the textiles sector.	
Type 1	Business plans implementing primarily re-shoring and in-shoring business plans based on the respective feasibility studies; for the textiles sector, and especially renewable and re-cyclable textiles.	
Good practice 6 BILAKATU programme (direct incentives to promote re-location and near-shoring)		
Type 3	Direct incentives	X
Type 1	Collaboration with clusters (this is aligned with GP3)	X
Type 2	Thriving companies' needs (this is aligned with GP2, option 1)	X
Good practice 7 Exploring the impact of inter-regional linkages on regional diversification in Europe in the context of smart specialisation.		
Type 2	Network (at least 3) feasibility studies to identify complementary technologies for joint development; important for coordinated near-shoring with in-shoring	X
Good practice 8 Mapping the potential of EU regions to contribute to Industry 4.0		
Type 2	Network (at least 3) feasibility studies to identify complementary technologies for joint development	
Good practice 9 DEFINE network		
Type 1	e-Platform for the development of fashion networks.	
Good practice 10 Symbiotic networks of bio-waste sustainable management		
Type 1	Applying digital tools to develop symbiotic networks, to improve cross industry resource efficiency through waste, by-products and raw material trading and sharing assets in an environmentally sustainable way.	
Good practice 11 SYMBIOICT		
Type 1	A digital platform to collect and analyse datasets relating to industrial facilities, regional waste production and supply chain economics with the aim to detect and visualize geographic areas and industrial sectors with high Industrial Symbiosis potential.	

PP5 selected good practices focusing on three priorities: (1) good practices relating to the identification of interregional complementarities, applied as part of the RIS3 planning or, as well, as a way to develop new networks during the RIS3 implementation (GPs 2,3,7 and [12]); (2) linkages facilitating diversification through new investments and even FDI (GPs 3 and 6) aiming at in-shoring and near-shoring attraction; (3) eco-system improvement to better support diversification (GPs 2 and 6).

5. Value chain mapping

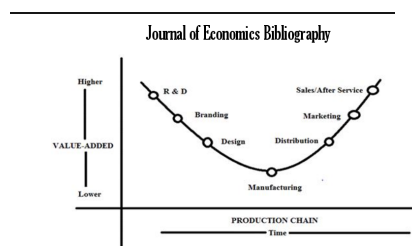
5.1 Value chain mapping methodology

The following value chains were selected to be mapped: forest industry side-streams (Kainuu, FI), recyclable and recyclable (Helsinki-Uusimaa, FI), dairy industry side-streams (Western Macedonia, GR and Western Slovenia, SI), and e-health equipment (Western Transdanubia).

The value chain mapping was done by applying a methodology devised by the BRIDGES project partners. The purpose is to map the selected value chains to identify localised strengths (peaks, competitive advantage), valleys (weaker points) as well as industrial and regional interactions within the same value chains. Value chains' competitive advantage is assessed according to five (5) parameters: business activities & products, research solutions (TRL 5+), knowledge and research (TRL 0-4), labour skills, and policies. These parameters were selected to mark regional concentrations reflecting the current 'VC smiling curve'¹⁴ references, as listed in the horizontal axis in Table 1 below. Table 1, furthermore, proposes indicators for identifying value chain segments' competitive advantage. The relative advantage of this value chain mapping approach is that it can be tailored to all types of regions, innovation leaders or leaders + to innovation modest regions, according to the identified regional concentrations. This methodology has been conceived as a complementary approach to that introduced by GP7 (Balland & Boschma 2019) which identifies interregional linkages based on the technologies present in patents. To identify interregional complementarities, requires that two regions interested in the same value chain, are making in parallel the value chain mapping or, that thanks to known performance of the region and / or the RIS3 planning studies, such complementarities are indicated.

Table 5 Summary of the value chain mapping approach.

VC mapping parameters	Value chain mapping components and proxies.								
	Raw materials	Technologies / R&D	Design	Production	Products	Branding	Funding	Distribution	After sales service
Business	Turnover for the total of the sector		Turnover for the total of the sector	Turnover for the total of the sector	Range and added value of the sector as a whole	Projects funded of the sector as a whole		Range and turnover from sales	Turnover



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Figure 2. The Smile Curve
Source: Mudambi (2008)

Aggarwal, S. (2017). Smile Curve and its linkages with Global Value Chains.

Page 4; https://mpr.aub.uni-muenchen.de/79324/1/MPRA_paper_79324.pdf.

VC mapping parameters	Value chain mapping components and proxies.								
	Raw materials	Technologies / R&D	Design	Production	Products	Branding	Funding	Distribution	After sales service
						Visibility of sector across the EU.			
Research solutions		Funded projects for TRL or MRL scaling up		Funded projects for TRL or MRL scaling up					
		Results of projects TRL5+		Results of projects TRL5+					
Knowledge and research base		TRL0-4 projects; University faculties)	TRL0-4 projects; University faculties; targeted entrepreneurship	University faculties; targeted entrepreneurship		University faculties; targeted entrepreneurship			
			Average educational level in businesses and skills training in the region	Average educational level in businesses and skills training in the region	Average educational level in businesses and skills training in the region				Average educational level in businesses and skills training in the region
Policies (regional and national)	Funding schemes and policy measures	Funding schemes and policy measures	Funding schemes and policy measures	Funding schemes and policy measures	Funding schemes and policy measures	Funding schemes and policy measures	Funding schemes and policy measures	Funding schemes and policy measures	Funding schemes and policy measures
							Collaboration with financing organisations for possible alignment with financial instruments.		

The value chain mapping results are summarised in **Error! Reference source not found.** below. The RIS3, the good practices selected and the value chain mapping form the base for the policy instrument improvement recommendations.

5.2 Value chain mapping results

The value chain mapping revealed strengths of the dairy industry and insights about the potential of exploring dairy industry side streams (whey). Cheese industry, based mostly on goat and lamb cheese varieties, has export potential under the precondition of branding and increase of production capacity. Exploration of the

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they implies new investments aiming at radical diversification. In both cases, strengthening of the economic base and the innovation eco system are also needed. It follows that the optimal model that was identified in Western Macedonia is a combination of economies of scale (cheese) and economies of scope (whey). Table 6, below summarises the findings of the value chain mapping report.

Table 6 value chain mapping summary, Western Macedonia

VALUE CHAINS
<p>DAIRY INDUSTRY & SIDE-STREAMS Region: PP5 ANKO, WESTERN MACEDONIA</p> <p>Peaks (re-shoring and in-shoring potential)¹⁵</p> <p>(i) Traditional production</p> <p>Regional in-shoring is focused on the production capacity increase of the existed high-end quality traditional dairy products and highly valued brand products (feta, kaseri, manouri, kefalograviera, anevato, batzos). There is potential of export of cheese.</p> <p>Regarding reshoring there is a significant primary production (milk) in terms of quantity and quality - following the model of grazing sheep and goat breeding – that has to be processed by the local dairy businesses, and which is currently exported to nearby regions.</p> <p>(ii) Diversification potential</p> <p>The side streams from the cheese production (whey).</p>
<p>Valleys (in-shoring potential)</p> <p>(i) Cheese production</p> <p>It is anticipated that cluster scaling up investments for whey processing and to apply interregional complementarity tools and to cooperate with indicated EU regions as well. Investment projects aiming at increasing the dairy businesses production capacity, branding and the improvement of export performance are needed.</p> <p>(ii) Diversification potential</p> <p>There is no in-shoring potential of dairy side streams (whey) processing and they are used just as animal feed. However, whey is considered one raw material with important applications.</p> <p>This should be understood as a diversification effort focusing on an emerging industry. For the development of the emerging industry the whey products that the new industry will focus on need to be decided, the production ecosystem needs to be acknowledged and assessed, related gaps should be addressed, introduction of the new products into market outlets need to be identified from the start with collaboration agreements to be introduced. Skills need to be developed. There is lack of research centres and knowledge in the field of dairy industry in the region.</p> <p>Assessing regional clusters regarding their potential in whey applications is necessary, and a comprehensive development programme will be needed.</p>
<p>Interregionality (near shoring)</p> <p>(i) Access of cheese production to markets outside the region</p> <p>Near-shoring potential has been identified in Finland and Slovenia as well as in other EU countries.</p> <p>(ii) Development of the whey industry</p> <p>A first step, as discussed in the "Valleys" section, item ii, that a comprehensive diversification programme should be developed. Joint research projects regarding whey should be developed with research units beyond the region and, in parallel, effort to attract investments by industries that are dealing with preferred whey applications should be considered. Discussions with entrepreneurs who are already buying whey as (exported) raw material, could be prioritised. Interregional collaborations could be based on these options.</p>

¹⁵ REFERENCE TO THE REPORT BY THE EXPERT

6. Policy instrument improvement recommendations

As discussed in section 5.2 Value chain mapping results, the cheese industry and whey exploration have strong potential for development and long-term growth. The policy instrument recommendations, aligned with the findings of the value chain mapping and the good practice selection, target three areas:

- first of all, initiatives for identifying interregional complementarities are institutionalised, as RIS3 inputs (planning stage, leading to Type 3 impacts) as well as enablers (implementation stage, leading to Type 2 and Type 1 initiatives).
- secondly, Structural Funds calls for the improvement of the production capacity & branding of the cheese industry are introduced. In-shoring is a priority with the cheese industry, with near shoring focusing mostly on export markets and transfer of technology where needed; Type 1 initiatives.
- and thirdly, whey-exploration and diversification initiatives are introduced based on comprehensive product & eco system development programmes. This is aligned with the newly approved (5.7.2022) New European Innovation Agenda¹⁶, taking into account explicitly innovation ecosystems and innovation intermediaries. Interregionality, with joint development in research, knowledge, and products is essential here, and if planned ex ante it will be more effective. Whey products industry is also considered a potential investment attraction domain; Type 3 and Type 1 initiatives.

Funding sources potential is multisided in Western Macedonia (as in all Greece). Table 7, below, summarises different funding sources, suitable for the three types of policy instrument improvements.

Table 7 Policy measures, correspondence to PP5 GP selection, funding instruments and possible measures

Policy instrument improvement actions	Funding sources and recommendations
Tools for the identification of interregional complementarities	Operational Programme of Western Macedonia Region 2017-2021 Specific Objective RSO1.1 – Developing and enhancing research and innovation capacities and the uptake of advanced technologies / 1.1.2 - Strengthening research of businesses and research institutions focusing on the priority areas of Smart Specialization Strategy (indicative action: Support of businesses, collaborative schemes and research bodies to participate in international R&D activities.)
Improvement of the production capacity & branding of the cheese industry	Operational Programme of Western Macedonia Region 2017-2021 Specific Objective RSO1.3 – Enhancing sustainable growth and competitiveness of SMEs and job creation in SMEs, including by productive investments/ 1.3.1 - Strengthening of existing and creating new businesses focusing on integrating new technologies and innovation (indicative actions: Strengthening of existing and establishing new businesses with emphasis on areas of smart specialization strategy, enhancing business extroversion and supporting exports with emphasis on sectors of smart specialization strategy.) Operational Programme for Just Development Transition 2017-2021

¹⁶ European Commission, Directorate-General for Research and Innovation, *A new European innovation agenda*, Publications Office of the European Union, 2022, <https://data.europa.eu/doi/10.2777/066273>. Adopted on 5.7.2022. The five objectives of the agenda are to help companies scale up; enable experimentation and public procurement; strengthen innovation ecosystems; foster talent; and improve policymaking tools. https://ec.europa.eu/info/research-and-innovation/strategy/support-policy-making/shaping-eu-research-and-innovation-policy/new-european-innovation-agenda_en

Policy instrument improvement actions	Funding sources and recommendations
	<p>Specific Objective JSO8.1 – Enabling regions and people to address the social, employment, economic and environmental impacts of the transition towards the Union’s 2030 targets for energy and climate and climate-neutral economy of the Union by 2050, based on the Paris Agreement / Competitiveness of SMEs, digital business transformation(indicative action: Support of existed businesses targeting to the improvement of their extroversion and their participation in regional and interregional added value chains.)</p> <p>Development Law 4887/2022 “Greece Strong Growth”</p> <p>6th Aid Scheme: Agri-food - primary production and processing of agricultural products - fisheries and aquaculture.</p>
<p>Whey industry development and implementation programme; Interregionality strong</p>	<p>Operational Programme of Western Macedonia Region 2017-2021</p> <p>Specific Objective RSO1.3 – Enhancing sustainable growth and competitiveness of SMEs and job creation in SMEs, including by productive investments/ 1.3.1 - Strengthening of existing and creating new businesses focusing on integrating new technologies and innovation (indicative actions: Strengthening of existing and establishing new businesses with emphasis on areas of smart specialization strategy, enhancing business extroversion and supporting exports with emphasis on sectors of smart specialization strategy, strengthening of clusters and businesses of circular economy (closed supply chains)</p> <p>Operational Programme for Just Development Transition 2017-2021</p> <p>Specific Objective JSO8.1 – Enabling regions and people to address the social, employment, economic and environmental impacts of the transition towards the Union’s 2030 targets for energy and climate and climate-neutral economy of the Union by 2050, based on the Paris Agreement / Competitiveness of SMEs, digital business transformation(indicative action: Support of existed businesses targeting to the improvement of their extroversion and their participation in regional and interregional added value chains.)</p> <p>Development Law 4887/2022 “Greece Strong Growth”</p> <p>6th Aid Scheme: Agri-food - primary production and processing of agricultural products - fisheries and aquaculture.</p>

Table 8 Policy instrument improvement recommendations process, Western Macedonia

Policy impact
<p>Dairy industry sides-treams (PP5)</p> <p>Policy instrument (strategy + funding source to be indicated)</p> <p>The policy instrument is the 2021-2027 RIS3 of Western Macedonia Region. It will be updated during 2022 - 2023.</p> <p>Funding sources come from the regional Structural Funds (ROP 2021-2027; Operational Programme of Just Development Transition; Development Law 4887/2022 “Greece Strong Growth”). It is important to introduce complementarity with the funding sources calls and criteria.</p> <p>How the policy instrument is impacted (can be call criteria, content of programme, new programme content)</p> <p>The policy instrument is impacted as follows:</p> <p>1.- Value chain-based development is mentioned as a distinct heading in the revised RIS3. (Type 2 policy impact)</p>

Policy impact
<p>Dairy industry sides-treams (PP5)</p> <p>2.- PP5 invests in the identification of interregional complementarities through bilateral and / or multilateral studies (GP7). This can be funded mainly by the ROP of Western Macedonia (Specific Objective RSO1.1) or by other funds. (Type 2 policy impact)</p> <p>3.- When re-shoring, in-shoring and near-shoring needs arise, PP5, during the implementation of the revised RIS3, organises value chain mapping for the identification of competitive advantage as well as near shoring opportunities. This can be unilateral, bilateral or multilateral efforts with relevant regions. This is SF PO1 funded or, if engaged in interregional and transnational projects, then also through EU funds. To make sure SF options are available, some criteria for such studies and maybe reference to eligibility as part of larger project or even as a stand-alone activity needs to be accepted into the SF calls. (Type 1 policy impact)</p> <p>4. - Projects that encourage re-shoring, in-shoring and near-shoring of individual businesses, linked to the findings of value chain mapping and regarding improvement of the production capacity & branding of the cheese industry. Such projects could be financed by ROP of Western Macedonia (RSO1.1) or O.P. for Just Development Transition 2017-2021 (JSO8.1) or by the Development Law 4887/2022 "Greece Strong Growth" (6th Aid Scheme) - (Type 1 policy impact).</p> <p>5.- Project encouraging whey industry development and implementation programme with strong interregionality leading to in-shoring of individual businesses or clusters, evidenced by value chain mapping and interregional complementarities initiatives. This could be funded by ROP of Western Macedonia (RSO1.3) or O.P. for Just Development Transition 2017-2021 (JSO8.1) or by the Development Law 4887/2022 "Greece Strong Growth" (6th Aid Scheme). To make sure fund options are available, some criteria for such studies and maybe reference to eligibility as part of larger project or even as a stand-alone activity needs to be accepted into the relevant calls. (Type 1 policy impact).</p> <p>For more insights, please see Table 7.</p> <p>Impact process (institutions to be involved, evidence they require, stakeholders to be involved, anticipated timetable)</p> <p>The following steps have been / are being followed:</p> <ol style="list-style-type: none"> 1.- Project team meetings, exchange on and implications from the findings. 2.- When relevant, exchanges also with other project partners. 3.- Formulation of presentation as background material for regional stakeholder group (RSG) meetings. 4. - Organisation of internal RSG meetings, including the RIS3 and the SF units, agreements on mainstreaming and time table. 5.- Update and finalisation of the Policy instrument improvement recommendations. <p>Timetable: 15.6.2022 – 20.9.2022.</p>

7. Conclusions: benefits from the additional activities

Western Macedonia Region faces the challenge of a radical change - diversification of its productive model, aiming at the de-carbonization of the energy sector which was the dominant economic activity since the late 1950s. In this field agrifood, being one of RIS3 sectors will play a crucial role by creating income and jobs in the region. Especially, dairy industry based on the high-end quality traditional and highly valued brand dairy products is one of the sub-sectors that could be developed in this new era.

BRIDGES project (Additional Activities) gave the opportunity to PP5 (ANKO Western Macedonia S.A.) and the Region of Western Macedonia to analyze dairy and dairy side streams sector through in-shoring, re-shoring and near-shoring procedure and to propose to the Managing Authority policy recommendations for the improvement of the policy instrument which is the new RIS3 2021-2027 and the relevant Regional Operational Programme 2021-2027.

The basic policy instrument improvement actions that have been proposed to be funded through the available financial programmes of Western Macedonia Region were:

- Tools for the identification of interregional complementarities.
- Improvement of the production capacity & branding of the cheese industry.
- Whey industry development and implementation programme.

The process that has been followed during the project's implementation included:

- Mapping of the value chain of the dairy products and their side streams in the region.
- Choice of Good Practices that have been developed at international level.
- Internal meetings with local stakeholders, the regional authority, and the RIS3 office.
- Meetings with local industries and the regional cluster of dairy industries.
- Interregional meeting among local industry, project's partners (PP5, LP/PP2, PP4) and research centres of Finland (VTT).
- Interregional Entrepreneurial Discovery Process (EDP) (will be organized)

8. Contributions

ANKO (Tasos Sidiropoulos), University of Ioannina (Labros Hatzizisis), Expert in dairy industry (Ioannis Kaimakamis); in collaboration with Ninetta Chaniotou, PP2/LP

Regional stakeholder group meetings, including also interregional EDP sessions

(PP5)
Date
Issues
Participants
Results