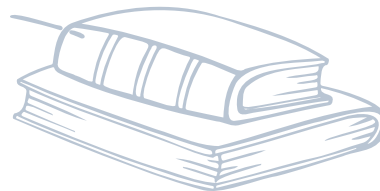


A simple way to help civil servants turn local ideas into transition projects for their islands.

The Rudder Method for Island Governance Innovation

A practical toolbox developed through the FREIIA project and tested with island partners.

Written by: Simon Tijisma, Han Brezet, Bonnie Lewtas



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The Rudder Method for Island Governance Innovation

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This guide is dedicated to Freya the walrus.

Freya appeared unexpectedly along the coasts of northern Europe in 2021 and 2022. She travelled hundreds of kilometres, resting in the Wadden Sea, visiting islands, and even climbing onto a Dutch navy submarine in Den Helder before continuing her journey north. She visited many islands including some of the FREIIA Project partner islands. Her travels captured public attention.

She eventually reached the Oslo Fjord, where growing crowds gathered to watch and photograph her. Despite repeated warnings to keep their distance, people approached too closely. In August 2022, she was shot by authorities who deemed her a public safety hazard.

With this dedication, we make Freya a simple promise: that we will keep trying to do better — to build coastal governance that is more thoughtful, more responsible, and more capable of creating safer spaces with respect for wildlife.

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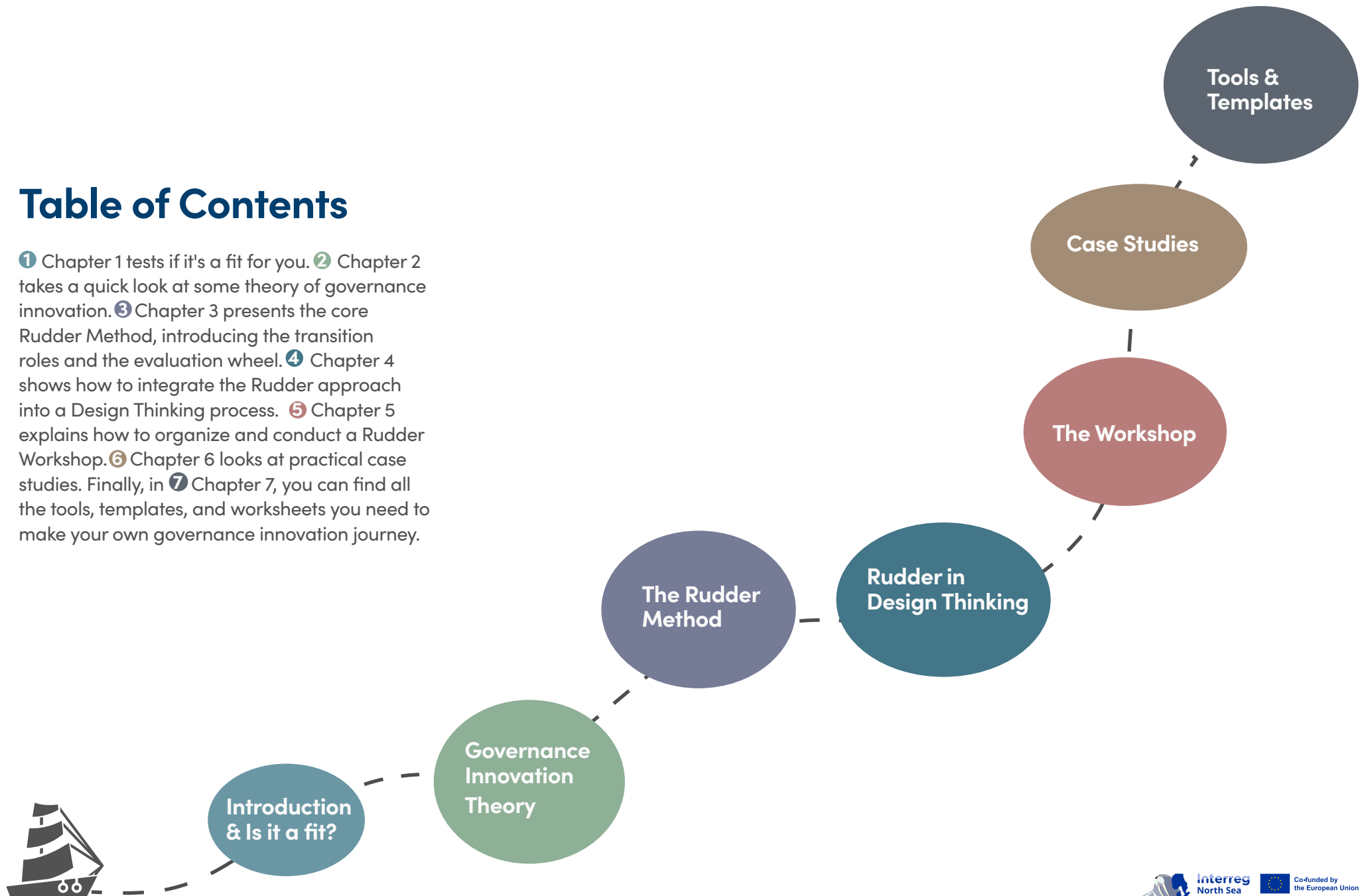


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Foreword | Islands as Field Labs for European Transitions

Friso Douwstra

Regional minister of the Province of Fryslân



In my work as Regional Minister of the Province of Fryslân, I regularly see how regions and municipalities across Europe are dealing with increasingly complex transitions. Energy systems are changing, water management is becoming more urgent, circular resource use is gaining importance and climate adaptation requires new approaches.

For many small and medium-sized municipalities, these challenges can be particularly demanding. They often have limited administrative capacity, yet they are expected to develop ambitious solutions for issues that are both technically and socially complex.

In this context, cooperation between regions becomes essential. Within European programmes such as Interreg, regions and municipalities can learn from one another and jointly explore new approaches. This exchange of knowledge and experience is one of the great strengths of European regional cooperation.

The FREIIA collaboration between islands and regions in the North Sea area illustrates this well. Partners from Hvaler (Norway), Koster (Sweden), Bornholm (Denmark), the Îles du Ponant (France) and Schiermonnikoog (The Netherlands) have worked together to explore how local innovation can be better supported and organised. Islands play an interesting role in this process. Because of their scale

and strong community structures, they often function as Field Labs for sustainable innovation. New ideas can be tested relatively quickly, and local actors know how to find each other.

When such initiatives prove successful, they rarely remain confined to a single island. Through joint efforts and benchmarking between regions, lessons learned can inspire other islands, regions and municipalities. In that sense, local initiatives can create what is sometimes described as Spark Innovation: ideas that emerge in one place and gradually spread to others.

For Fryslân this perspective is very familiar. Water management, water technology and water innovation have long been and are central themes in our province, alongside broader challenges such as the energy transition and the development of a circular economy.

For public authorities, the key question is how to support such initiatives effectively. Innovation and transition processes require collaboration between governments, businesses, knowledge institutions and civil society. Within local administrations, different responsibilities and governance roles also need to be organised – often through transition teams, dedicated policy officers or cross-departmental exchange – to ensure that promising ideas can develop into concrete projects and programmes.

The Rudder method, presented in this Guide, offers a practical framework to reflect on this governance dimension. Rather than prescribing solutions, it helps public authorities consider how different governance roles – such as leadership, facilitation, connection or resource mobilisation – can contribute to the development of transition projects and programmes.

The experiences presented in this Guide therefore have relevance beyond the islands where they originated. They offer insights that may also be useful for regions and municipalities across Europe, particularly for smaller administrations that are searching for practical ways to organise and accelerate local transition processes.

Seen in this light, this Guide is also an invitation: to continue learning from one another, to exchange experiences openly and to strengthen the European networks that help local initiatives grow into broader transition pathways for regions and communities across Europe.



Friso Douwstra

Regional Minister of the Province of Fryslân

Portfolio Economy, Circular Economy, European Affairs,
Water & Soil, Mining | Province of Fryslân



The FREIIA Project Partners meeting on Koster Island, Sweden

About the Authors

Simon Tijmsma

Simon's work is rooted in public service and regional development, with a focus on how peripheral and island regions can shape their own innovation. Over nearly twenty years at the Province of Fryslân, he served as Head of Economics, Recreation and Tourism, and Program Manager for Sustainable Innovations. He also contributed to the early development of Leeuwarden's European Capital of Culture bid. He has been involved in more than fifty European projects, covering areas such as cluster development, water innovation, and sustainable mobility. At the European level, he served as Advisor on Innovation for the North Sea Commission.

Simon brought together his years of experience into a clear vision for the Rudder Guide. He envisioned the concept, roles, dreams, and Rudder. Within the Rudder framework, his role aligns most closely with the **Ambassador**, communicating the approach and building support across regions and networks.

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Han Brezet

For around fifty years, Prof. Dr. Ir. Han Brezet (ProfB) has been a pioneer in Design for Sustainability, Sustainable Innovation Policy, and Islands of Innovation. Across universities, regions, and European networks, he has connected applied research, reflective practice, and collaboration. In recent years, his work has focused on island transitions, circularity, energy innovation, and the role of higher education in real-world change.

Within the Rudder Guide, he integrated principles of design thinking to ensure the approach follows a structured and tested process. He organised and guided pilot activities and coordinated collaboration between universities and project partners. Within the Rudder framework, his role aligns most closely with the **Maximiser**, ensuring ideas are developed further, embedded, and scaled in practice.

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Bonnie Lewtas

Bonnie is dedicated to helping island Bonnie works with island and coastal communities to support their development goals. She has co-developed and implemented transnational projects with more than 30 islands across Europe, the Caribbean, and the Indian Ocean, including Interreg Europe Digital Islands, FREIIA, and Islands of Innovation. Her work connects sustainable tourism, business innovation, and environmental practice.

Bonnie supported by clarifying the Rudder concept, integrating partner insight and creating the handbook. She developed the flow of information and practical templates to support its use. Within the Rudder framework, her role aligns most closely with the **Facilitator**, focusing on structuring, clarifying, and translating input into practical outputs.

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Chapter 1

Introduction & Is it a Fit?

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A Simple Way for Islands to Support Local Ideas

Islands face pressures from climate change, rising seas, biodiversity loss, depopulation, aging populations, youth outmigration, reliance on imports or tourism, and limited resources for addressing digital needs. Smaller scale can help with oversight, but no single project solves everything. Islanders are used to finding practical solutions with limited resources.

Transition projects help islands address these challenges. They are practical initiatives that test new approaches in areas such as clean energy, environmental restoration, tourism, public services, digital access, or local economies. They often start small, but successful projects can grow and connect, forming larger programs that support broader change across the island.

Governments need to support local people who bring forward good ideas and help turn them into action. Good ideas can come from anywhere, and officials need ways to recognise them and help them grow. Without the right support, good ideas can stall. Locals can then feel that necessary change is slow or held back by rules and limited support.

Our work with island governments shows that most civil servants care deeply about their islands and want to support local progress. They often need simple, practical tools to help turn ideas into results.

The Rudder Method provides a flexible toolbox for local governments. It helps them work with local ideas, shape goals, build transition teams, track progress, and connect projects into wider programs that support lasting change.

In a (coco)nutshell:

Government should back ideas from the community.

When someone in government sees a promising idea, they should be able to ask:

"How can I help?"

...and have a simple way to act on it.

Where it all began: The FREIIA Project

Facilitating Resilience Embracing Islands Innovation Approaches



When we started the FREIIA project, I did not expect that one of its most enduring outcomes would be a governance approach.

As project manager, I entered the program with confidence in the innovative capacity of islands. What I encountered was even more compelling: not a shortage of ideas, but a shared governance challenge. Across our partner islands – Hvaler, Koster, Bornholm, the Îles du Ponant and Schiermonnikoog— civil servants, elected officials, entrepreneurs and community members demonstrated remarkable commitment to advancing transitions in energy, water, circularity, mobility and climate resilience. Yet turning ambition into structured and sustained implementation required something more than enthusiasm.

The early phase of FREIIA built on the TIPPING method, developed during the Interreg Europe Islands of Innovation project. TIPPING stands for The Innovation Program's Perspective for the New Governance of Islands. During Islands of Innovation, we worked with islands in the Netherlands, Denmark, Portugal, Estonia, France and Greece to help governments better support bottom-up innovation. The method introduced practical tools for stakeholder engagement, enabling public authorities to involve local actors and identify promising ideas within the community. It helped identify opportunity areas, bring stakeholders together, and structure dialogue around transition potential. In doing so, it created momentum, built a shared language among participants, and revealed where innovation could take root and grow.

But as the project evolved, a recurring insight emerged. Ideas were present. Stakeholders were engaged. Momentum was visible – and yet continuity was fragile. Not because the ideas lacked merit, but because governance roles were insufficiently articulated. The Rudder developed directly from this experience. It builds on TIPPING and moves one step further: from identifying opportunities to organizing responsibility. Where TIPPING helps islands explore their transition landscape, Rudder helps clarify who carries which role within that landscape.

For me, Rudder has always been less a method and more a governance compass. It invites administrations to reflect on leadership, facilitation, connection, provision and long-term stewardship. It makes visible what is often implicit. And in doing so, it strengthens institutional confidence.

Throughout FREIIA, I witnessed how differently islands configured these roles. Some could distribute responsibilities broadly across institutions. Others had to combine multiple roles within a small administrative core. In both situations, clarity proved decisive.

What impressed me most was the dedication of the people behind these processes. Civil servants engaged in new responsibilities. Mayors and councillors willing to invest political capital. Entrepreneurs who stepped forward with ideas. Teachers, students and community members who translated abstract ambitions into tangible action. Equally powerful was the cooperation between islands. Structured benchmarking – comparing approaches, sharing lessons and reflecting openly on constraints – became one of the most valuable dimensions of the project. Learning from one another strengthened everyone.

I would like to express my sincere gratitude to all partner islands, their teams and communities. Your openness, professionalism and willingness to collaborate made FREIIA more than a project – it became a shared journey.

I am equally grateful to the FREIIA partners: the municipalities, regional authorities, knowledge institutions, SMEs and supporting organizations that invested time, expertise and trust. Without your commitment, the development and evolution of the Rudder approach would not have been possible.

Looking back, I do not see FREIIA as a closed chapter. The governance capacity that has been built, the networks that have been strengthened and the shared vocabulary that has emerged continue to shape new initiatives.

Transitions in energy, water, circularity and climate adaptation are ongoing. New challenges will arise. But the foundation is stronger. FREIIA was never only about projects. It was about strengthening the ability to organize innovation deliberately. And that capacity remains.

FREIIA is alive – in the Field Labs that continue to evolve, in the partnerships that endure and in the administrations that now approach transition with greater clarity and confidence.

That, to me, is the most meaningful outcome of this North Sea islands' journey.

Albert Ruiter



Project manager FREIIA

Definition: The Rudder Method



A governance toolbox for islands that helps municipal* governments build transition teams. It identifies roles, organizes participation, and structures projects and programs with clarity and flexibility. It supports local innovation by helping governments coordinate people and initiatives around shared challenges.

The Rudder Method does not prescribe solutions. Governments must be willing to act and engage directly. The method provides tools to channel that ambition, enabling local initiatives while guiding efforts toward a larger mission or challenge.

*Note: We refer to municipal governments, but for many islands the regional government may be the relevant owner. It should have the authority to act and implement projects while staying in close contact with local stakeholders.

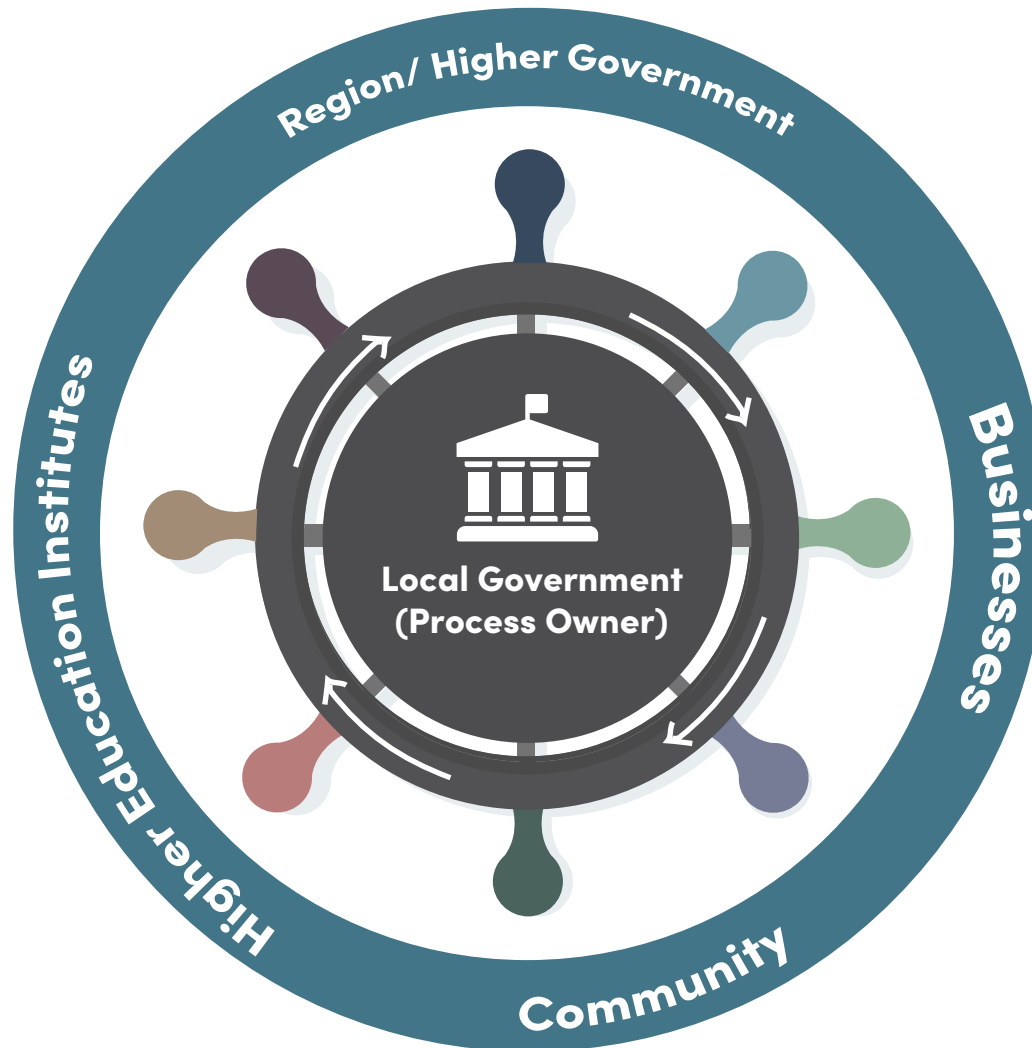
Who should use the Rudder Method?

It's for Civil Servants:

The Rudder is for civil servants on islands who want to drive positive change. It focuses on municipal governments, especially on smaller islands with around or below 30,000 people. Local government should lead when innovation relates to public responsibility, while working with other levels when useful.

Mindset over Experience:

You do not need long experience. You need commitment, stability in the process, and the ability to act within your local system. Change starts in your own area of work and can grow from there.



Start with what you have:

Use it to start a new innovation process, improve current projects, or reflect on an existing portfolio. Begin with a small group already working on sustainable innovation or those interested but lacking tools. Support them first and step-by-step the mindset can spread across local government.

Iterate and repeat:

Make it your own. Turn it into part of how your government develops and supports projects and programs on the island. The more you practice, iterate, and adapt it to your context, the more powerful it becomes.

Getting Started

The Rudder Method is a step-by-step process that moves from a local problem to a portfolio of project proposals. It is iterative and adapts to each island's context, capacity, and capabilities. Over time, it grows, improves, and adjusts within your organization and network. The process is inspired by design thinking. It uses reflection, iteration, and co-creation to strengthen ideas.

Before you start, you need:



*Note: The person or team leading the process can be external, especially at the beginning, as long as there is government buy-in and is working in close collaboration.

Tip: Ensure early government openness to local signals and bottom-up ideas. This is essential for progress from the start.

	Steps	
1	Define your Challenge	Identify and clearly define a local problem the government is willing to address and explore through new approaches.
2	Set your Mission	Your mission is broader. It can be linked a regional or global goal - the UNSDGs and targets can be a great guidance here.
3	Gather Project Ideas	Collect existing and new local project ideas from government and the community. Map them on the Dream Mapper (pg. 66)
4	Build a Core Transition Team	Use the Rudder Wheel to identify roles, gaps, and assemble a temporary core team. (pg. 34)
5	Organize a Workshop	Organize a workshop to refine ideas, match roles, and strengthen projects together.
6	Use the Rudder Wheel Again	Reapply the Rudder Wheel to identify missing roles, resources, and capacity needs. (pg. 34)
7	Develop Projects Further	Refine project plans and support connections, resources, and funding needs.
8	Connect to Program Level	Link projects into a program under the mission and check whether roles and resources are sufficient across all projects.

What are Your Thoughts on Governance?

Before using this guide, take a moment to reflect on the role of government. The key question is simple: **Can the government add value?** Your answer will help you decide whether this method matches your view.

If you answered “No” – Government Can **Not** Add Value

This view holds that government action often creates more problems than it solves. The result is a belief in minimal intervention. The focus is on correcting failures, keeping a level playing field, and sometimes picking winners. This has led to privatization, outsourcing, and efficiency measures that treat government like a business. Civil servants are told to step back, cut costs, think like the private sector, and avoid mistakes.

Effects on government:

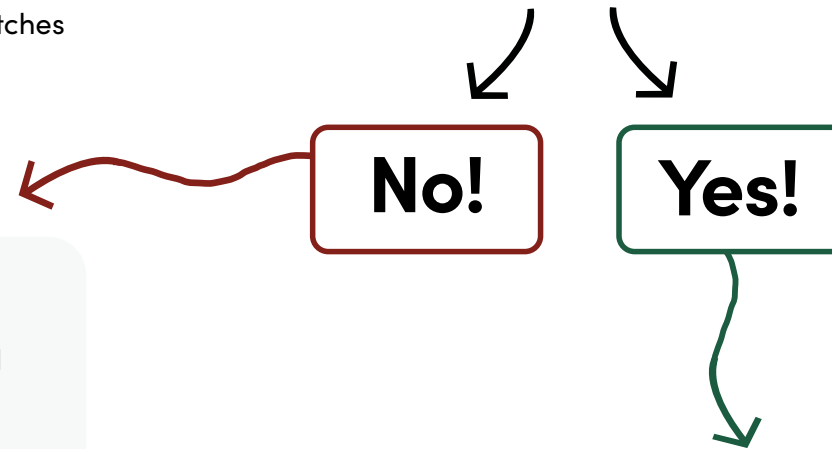
- Government is seen as an entrepreneurial organization
- Focus on public interest and service declines
- Policy and implementation split, creating fragmented processes
- Efficiency outweighs fairness
- Politicians act as micro-managers

As Ronald Reagan said: “The nine most terrifying words in the English language are: I’m from the government, and I’m here to help.”

In short: this is the abort mission path.

If this is your view, **the Rudder Guide is not for you.**

Can the government add value?



If you answered “Yes” – Government **Can** Add Value

This view sees government as a multiplier, where the value created by action is greater than the costs. Examples include the moon landing, the German Energiewende, Keynesian recovery in the 1930s, and the 2008 financial crisis response. It accepts that tackling major challenges requires active involvement.

As John Maynard Keynes wrote: “Once we allow ourselves to be disobedient to the test of an accountant’s profit, we have begun to change our civilization.”

In short: this is the grab on tight path.

The Rudder Guide is for you.

Quiz | Is your Island Ready?

Island Governance Innovation isn't for everyone. The existence of certain criteria is important for success to be likely. Otherwise you could spend a lot of time and energy trying to swim against the current rather than carving up a nice wave. The time and energy of you and your team is a great asset that shouldn't be taken for granted. During the years over which this method was developed together with and tested on islands (in the Islands of Innovation and FREIIA projects) there was a clear pattern of similarities that make this method more likely to get actual results. On the following few pages, you'll find a short quiz:

1. Sit down with your team (ideally max 5 people)
2. Plan at least an hour or two
3. Work through and discuss each question, if the answers to some questions are not clear - reach out to a person who would know
4. Calculate your scores
5. Read the and consider the advice given based on your score



Readiness Quiz | Complete it with your team

This scan is designed as a starting tool for governments and civil servant transition teams that intend to apply the Rudder Method on islands or in other settings with limited administrative capacity. The goal is to assess whether preconditions for effective governance innovation are sufficiently present. The scan is based on insights from Walsh et al. (2024–2025) and complements the Rudder tools with context-aware diagnostics.

Factor	Why is it essential?	What do we measure?
Governance Flexibility	Walsh repeatedly highlights legal and bureaucratic rigidity as an obstacle to innovation.	The extent to which policy rules, planning frameworks, and mandates allow for experimental action (e.g. temporary deviations, pilot exemptions).
Institutional Trust Base	Walsh emphasizes how the legacy of decision-making (path dependency) shapes current cooperation.	Historical trust among local government, citizens, businesses, and nature organizations; willingness to collaborate; absence of a 'shadow of conflict'.
Transformational Leadership	The Rudder Method requires leaders with "soul in the game"—without them, there is no direction or support.	Presence of civil servants or elected officials who are willing to take risks, connect actors, and embrace new frameworks.
Local Self-Organization / Social Capital	Walsh advocates for place-based governance with strong civic initiative.	Existence of active networks, community initiatives, associations, and their connection to local government.
Multi-Scalar Embeddedness	Walsh shows that local action often either clashes with—or is supported by—higher-level governance.	Degree to which island policy is embedded in regional/national programs and connected to external networks and funding opportunities.

When to Use It

Ideally, you use this scan before you start the Rudder process, during early exploratory meetings with local authorities, key civil servants, and community stakeholders.

Scoring Instructions

For each factor, give a score from 0 (completely absent) to 10 (fully present). An average score of 6.0 or higher indicates that you can responsibly start the Rudder process. Lower scores suggest the need for further preparation or capacity-building.

*Adapted from an analysis of Walsh et al papers (see bibliography on pg. X for full citations).

Work your way through the questions below:

Factor 1: Governance Flexibility

To what extent do regulations, procedures and planning frameworks allow room for experimentation or deviation from standard practices?

Answer the following questions:

1. Can pilot projects be allowed within existing regulations?
2. Is there political or administrative willingness to diverge from standard procedures in service of innovation?
3. Are public officials actively using discretionary space?

Score (0–10): []

Explanation:

Factor 2: Institutional Trust and Governance History

Is there trust between government, citizens, businesses and civil society organizations?

Answer the following questions:

1. Are there recent examples of fruitful collaboration or significant conflict?
2. Are island residents involved in policymaking or do they feel excluded?
3. Is there an institutional memory that supports or hinders cooperation?

Score (0–10): []

Explanation:

Factor 3: Transitional Leadership

Are there individuals within the administration or political leadership who show vision and courage to support change?

Answer the following questions:

1. Is there someone who introduces new perspectives, connects people, and challenges old routines?
2. Is the administration open to experimentation and learning-based approaches?
3. Is there a political mandate for innovation?

Score (0–10): []

Explanation:

Factor 4: Local Self-Organization and Social Capital

Is there an active civil society and are there existing networks that could support innovation?

Answer the following questions:

1. Are there active village councils, cooperatives, or citizen initiatives?
2. Do these networks have influence on local policy or projects?
3. Is there a history of collective self-organization on the island?

Score (0–10): []

Explanation:

Factor 5: Multi-Scalar Embeddedness

Is the island connected to higher-level networks, knowledge partners and funding streams (provincial, national, EU)?

Answer the following questions:

1. Are there active contacts with the province, region or EU programs?
2. Is the island represented in broader policy or innovation networks?
3. Is co-financing from external sources actively pursued or used?

Score (0–10): []

Explanation:

Final Scores & Interpretation:

Total score (average of 5 factors): [] /10

Range	Score	Interpretation
0.0 – 3.9	Insufficient	Start with capacity-building and awareness development
4.0 – 5.9	Vulnerable basis	Start possible with strong external support
6.0 – 7.9	Sufficient basis	Proceed with Rudder Process and focus areas
8.0 – 10.0	Strong foundation	Excellent entry point for innovation governance

Recommendation: Document and discuss the outcome with the core team. Use the results to determine strategic priorities in the Rudder implementation (e.g., strengthen leadership first, then co-create more broadly).

This scan was developed as a companion tool to the Rudder methodology under the FREIIA project. Based on contextual analysis described by Walsh et al. (2024–2025).



Chapter 2

Governance Innovation Theory

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Weberian Vs. Schumpeterian Governance	Pg. 25
Balancing Change & Stability: The T-Model	Pg. 28

The Rudder Metaphor

**Don't worry!
I've got the Rudder
in my hands!**



Steering only works when your Rudder is attached:

In the middle of a storm, a captain clutches the Rudder and insists, "I have the Rudder in my hand." But the Rudder is broken loose from the boat. No matter how tightly it is held, the ship cannot be steered.

The image reflects the reality many governments face. Even with commitment and responsibility, tackling grand challenges such as water scarcity, climate change, and other complex issues is difficult without the right tools. The Rudder method empowers you to fasten the Rudder back to the boat—bringing things together so government can move in a clear direction.

A Government that Adds Value

If you're ready to keep sailing, the next step is to understand how government can be set up to add value.

Governance is about how public institutions manage resources, provide services, and guide society's direction. It happens through rules, partnerships, or markets, often using all three. It takes place at local, regional, national, and international levels and involves both public and private actors.

When it comes to innovation, governance is about putting new ideas into practice. This includes creating new services, working with communities in new ways, or changing how resources are used. Institutions often follow old habits, which slows change. Good governance helps break these patterns and supports real improvement (Leach et al., 2007).

Key aspects of governance:

1. How government is organized and how responsibilities are divided.
2. How decisions are made and who is involved.
3. How leaders are held accountable through checks, oversight, and transparency.
4. How policies are created and carried out across different levels of government.
5. How citizens take part in decisions.
6. How government works with NGOs, businesses, and communities.
7. How flexible government is when needs change.
8. The values that guide decisions, such as fairness and openness.

These aspects shape how decisions are made and how actions are carried out.

Governance has changed over time, reflecting shifts in society, politics, and the economy (DeLong, n.d.). Early systems relied on direct citizen participation. Later, power became centralized under monarchs. Enlightenment thinkers introduced ideas about rights and the separation of powers. Bureaucratic systems added structure and merit-based roles. Welfare states expanded public services. Later reforms focused on reducing the role of the state and increasing efficiency.

Today, governance responds to challenges such as climate change. It combines innovation and participation with cooperation across society, universities, research institutes, and businesses — often described as the “quadruple” or “quintuple helix” (Carayannis and Campbell, 2010). Traditional top-down structures are now often combined with horizontal networks. Public participation is common. Governance also operates across levels, from local to EU. This creates complexity, but it also opens space for new ideas, especially for small communities with limited resources looking for practical ways to move forward.

Weberian Approach

Many people picture the stereotypical bureaucrat, yet Max Weber's idea of bureaucracy has important strengths:

Clear organizational structure

- Everyone knows the chain of command.
- Each position has clear duties and powers.
- Communication within government is predictable.

Established rules and procedures

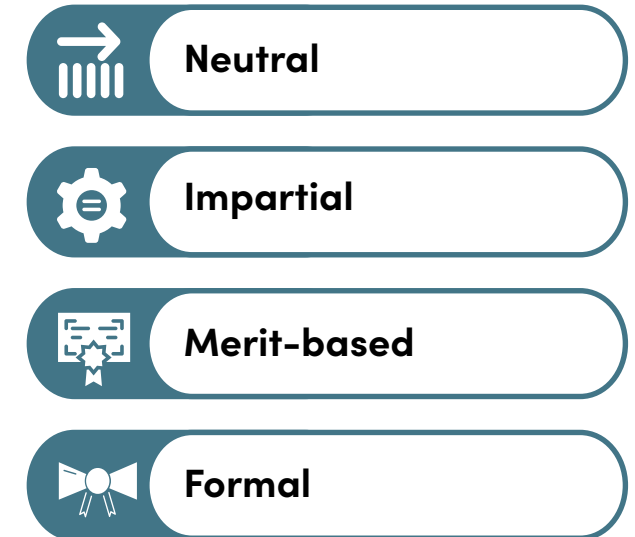
- Tasks follow fixed rules.
- Operations are consistent.
- Guidelines are transparent and accessible.

Benefits of clear rules

- Decisions follow a standard framework.
- Daily operations run more smoothly.
- Policies are applied consistently.

The Weberian system aims to prevent arbitrary decisions and corruption. It is based on the rule of law and democratic principles.

Key principles:



In this system, officials have defined powers and duties. They follow rules, avoid arbitrary decisions, and work within a stable, transparent structure. It is like a large freight ship: strong and reliable, with every crew member knowing their task. It reaches its destination, but it is slow to turn, and change requires careful planning.

Weberian Governance and Small Islands

The Weberian approach prioritizes standardization, which can make it inflexible for places with unique needs. Small islands often require tailored solutions, yet many essential services are designed for larger, stable populations, while island populations can be small, seasonal, or shaped by tourism.

Schumpeterian Approach

Now let's look at a second way government can be structured, focused on change rather than stability.

After the Second World War, many European countries built a Keynesian-inspired welfare state: active demand management, broad public services, and strong institutions to safeguard stability and employment. From the mid-1970s onwards, this model came under pressure due to stagflation (high inflation combined with rising unemployment). In response, a neoclassical/monetarist framework gained ground, emphasising market mechanisms, deregulation, and restrained fiscal policy. Within this policy logic, New Public Management also emerged in the 1980s and 1990s: government action became more "business-like", with a focus on efficiency, output, and cost control.

New Public Management introduced business-like methods into public administration. This shift highlighted that some private-sector dynamics, especially those described by Joseph Schumpeter, can inform public governance. The Schumpeterian approach focuses on innovation, creativity, adaptability, and replacing outdated practices with better ones. Unlike the stable and rule-focused

Weberian model, it assumes progress comes from continuous renewal.

Key elements of the Schumpeterian approach:

Creative destruction

- Encourage entrepreneurial initiatives and smart risk-taking.
- Recognize that growth comes from creating new structures and replacing old ones.
- See disruptive technologies as opportunities.

Entrepreneurial spirit

- Value entrepreneurs, including social entrepreneurs.
- Promote innovation as central to development.
- Support experimentation and new ventures.

Dynamic adaptation

- Be adaptable to changing needs and technologies.
- Accept change as part of growth.
- Prioritize flexibility over rigid adherence to old rules.

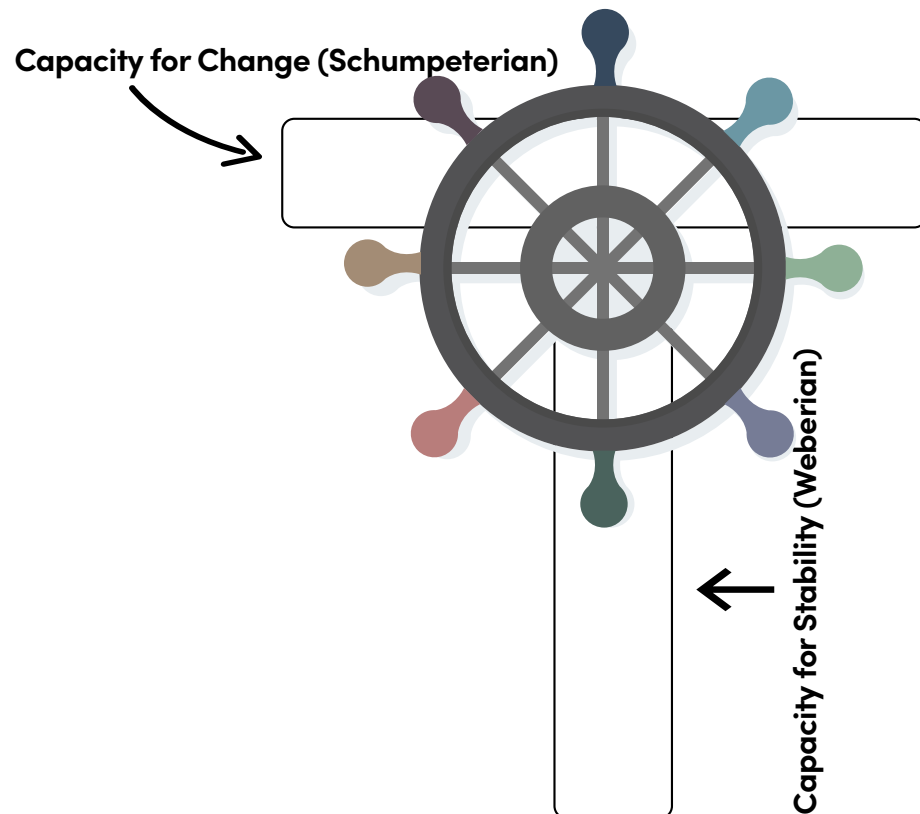
Schumpeterian Governance and Small Islands

Although Schumpeter's ideas were developed for larger economies, they still offer useful insights for small islands. Limited markets, few industries, and restricted capital make large-scale innovation difficult, but islands can apply these ideas on a smaller scale by supporting local entrepreneurship, encouraging practical local innovations, and developing niche sectors suited to island conditions.

Adapted with local knowledge, community involvement, and a focus on sustainability, these ideas can help islands build resilient economies. Strong community ties and long-standing traditions may shape how new ideas are accepted, but the principles of innovation, entrepreneurship, and adaptation remain useful. Partnerships with mainland actors can also expand options that islands cannot access alone.

Balancing Island Governance | The T-Model

The Weberian model focuses on stability and rules, while the Schumpeterian model focuses on change and innovation. In a sailing analogy, Weber is the mast that keeps the vessel steady, and Schumpeter is the boom that lets the sail pivot as the wind shifts. Together they help island governments keep reliable services while encouraging innovation and measured risk-taking, which is vital for islands facing fast economic and environmental change. This balance supports dependable administration, collaboration, and flexible ways of working, and forms the basis of the T-model of governance.



The horizontal axis covers the strategic, cross-sectoral side of planning. It links long-term goals with concrete projects through iterative, design-oriented work. This role requires skills such as facilitation, negotiation, creativity, and strategic thinking, while identifying opportunities across sectors and stakeholders.

The vertical axis covers core tasks such as regulating land and sea use, allocating property rights, and granting development consent. These tasks follow formal rules, ensuring accountability and certainty for investors and stakeholders.

At the hinge, Weberian stability meets Schumpeterian innovation. This overlap creates synergy by combining structure and flexibility to improve decisions, speed up responses, and strengthen policy execution. The T-model shows how both approaches work together to create balanced and versatile governance.



Chapter 3

The Rudder Method

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What is the Rudder Method?

Islands face challenges in employment, outmigration, tourism, waste management, energy, food security, and more. In all of these areas, the role of government is key. Without active involvement, progress is harder and an innovation ecosystem is unlikely to last.

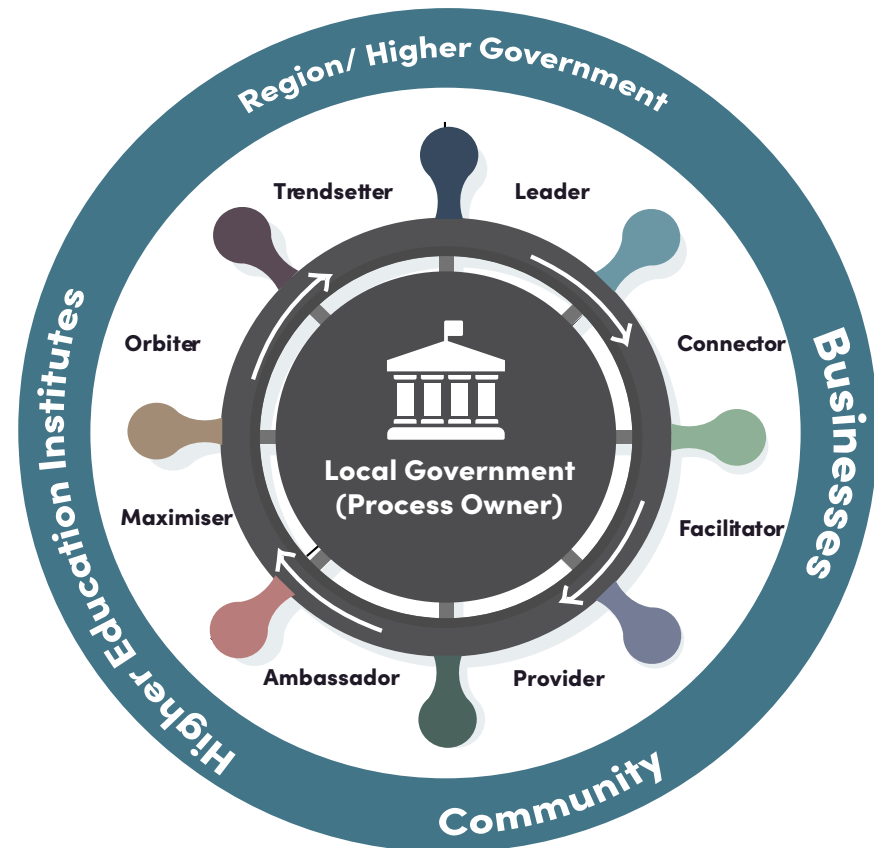
These challenges cannot be solved with one project. Governments need a portfolio of projects that cut across silos and support each other. A mission is your dream; projects are the building blocks that move you toward it.

The Rudder Method supports this process. It helps local governments move from a reactive role to a more proactive and supportive one. Bottom-up projects—led by communities, businesses, or civil society—are central. Government's role is to enable and strengthen them through seed funding, new measures, or legislative changes. It does not have to replace existing processes. It adds to them, starting with the first spark of an idea—the small signal on the horizon—by helping government notice it early and support it from the start.

Its core feature is the use of transition teams. These bring the right people in at the right phase and mobilize resources effectively. Roles are clarified and agreed upon before being embedded in the organization. Transition teams help shift from isolated projects to systemic change.

The Rudder Method follows a clear process:

1. Define a challenge and mission, select strong project ideas, involve the right people, and use effective instruments.
2. Develop project proposals with effective transition teams.
3. Bring projects together to form a program and turn the mission into a concrete path.



The Rudder Method follows a clear process:

1. Define a challenge and mission, select strong project ideas, involve the right people, and use effective instruments.
2. Develop project proposals with effective transition teams.
3. Bring projects together to form a program and turn the mission into a concrete path.

Although there is a simple process, the method is not linear. Tools can be used multiple times, at different stages of project development, and from different angles. For best results they should be repeated and reiterated. We designed the method to be flexible you can jump up and down for example, between different stages of island governance (more on that on the next page), as well as from projects to programs and back. It can be applied in a short session (a few hours or days) or over a year or more– depending on needs and capacity. Once you get comfortable, you can even add and subtract your own roles.

Success is achieved when implementation starts—or is likely to start—as a direct result. It helps municipalities identify strengths, spot gaps, and use them to meet their goals.

It supports bottom-up governance by giving structure and confidence to local efforts. Government should be engaged from the first minute—as an enabler as well as a regulator. This can include seed funding, links to higher government levels, or ensuring legislation supports innovation. The Rudder Method gives island governments a structured way to move from reactive regulation to proactive innovation, working with citizens, businesses, universities, and civil society. Transition teams make this possible by turning local energy into long-term change.



Definition: The Rudder Method

A governance toolbox for islands that helps municipal governments build transition teams by identifying roles, organizing participation, and structuring projects and programs with clarity and flexibility. It supports local innovation by helping governments coordinate people and initiatives around shared challenges.

Rudder at Any Stage

Island governments work in different ways. Some are starting with their first projects. Others already manage several initiatives at once. The Rudder can be used in all cases. The personas describe common starting points and how the tool fits each one. They are not a ranking. They describe how work is organised at a given time.

Starters



Starters work without a defined project process. Projects rely on a few motivated people. Roles are unclear, and capacity is limited.

Use the Rudder to:

- Turn an idea into a concrete project.
- Identify needed roles.
- See what is missing.
- Form a small transition team.
- Focus on small actions that show progress.

In the Netherlands, the Rudder supported early circular economy projects and helped create structure.

Builders



Builders have project experience, but processes are uneven. Some projects stall due to unclear ownership or weak coordination.

Use the Rudder to:

- Expose gaps in leadership and collaboration.
- Improve coordination across departments.
- Clarify roles.
- Link projects to a wider direction.

In France, Sweden and Norway the Rudder helped teams reflect on stalled projects and improve coordination.

Programmers



Programmers manage multiple projects within established programs.

Use the Rudder as an evaluatory tool to:

- Review balance across roles.
- Check alignment with the original direction.
- Assess whether scaling remains manageable.

In Denmark, the Rudder supported reflection within existing systems.

Shapeshifting



Personas are not fixed. A government may move between them across projects or over time. New challenges can require a return to basic questions. The Rudder supports this by remaining consistent while its use adapts.

The Rudder Roles | Building your Transition Team

The Rudder presents eight roles that governments can use to support new projects and programs. These roles help build a transition team and give structure to innovation efforts. Each role provides a different type of support that may be needed at different stages. Together, they form a complete set of functions that help ideas move into action. A list of the roles appears on the next page (pg. 35) here the focus is on how they work in practice.

Roles are flexible. One person may fill several roles, and one role may involve several people or a full team. Roles can change over time as the project develops. It is not necessary to assign every role at the start. Key roles should be outlined early, with placeholders where needed, and adjusted as the project progresses.

Throughout the process, it is important to keep reviewing which roles are covered. This ensures that no critical function is left behind. The Rudder template supports this approach. It should be filled out repeatedly, with the date, project stage, and brief context noted each time. This creates a record of how roles are distributed and how the team evolves.

The Rudder is used throughout the stages of project and program development, as framed in the 4 Diamond model (explored in Ch. 4, pg. 43). Each of its eight points represents a role that can help move an initiative forward.

The task for government is to look at the Rudder and ask: which roles are needed now, which can wait, and who can fill them?

Roles are not limited to government. Entrepreneurs, residents, or organizations may take them on, and civil servants often need to “wear different hats” beyond their formal tasks. What matters is that responsibilities are clear and gaps are identified and addressed.

Getting the right mix of people is not always straightforward. Silos, unclear mandates, or power dynamics can complicate collaboration. Regularly checking roles keeps projects aligned. Island experience shows that projects succeed when roles are actively managed and fail when they are ignored. The Rudder makes roles explicit and open to adjustment, ensuring that the right people are engaged at the right time.

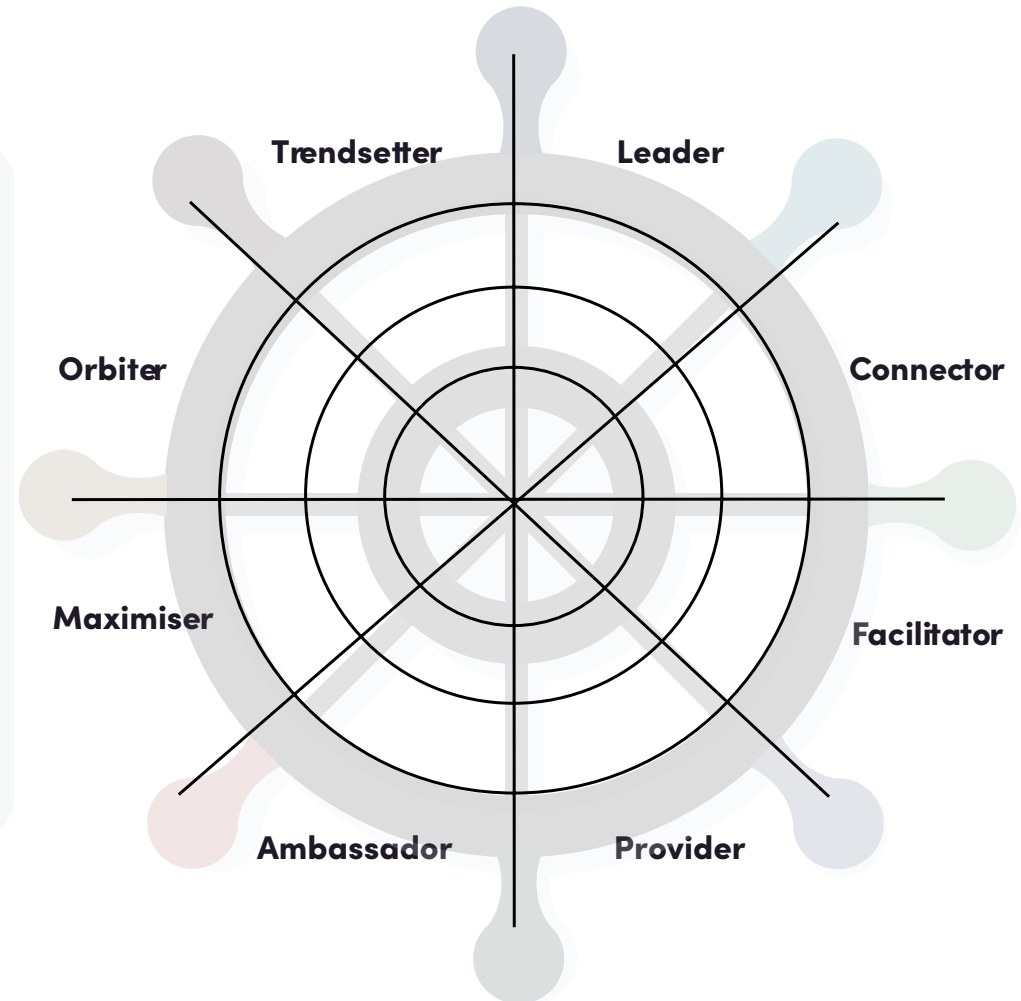
Who you need on your transition team depends on which roles your project requires. Roles matter at different stages and must be revisited as you progress.

Tip: Use the Rudder Wheel often: at the start, during implementation, and whenever the situation changes. Adapt it to your local context.

The Rudder Wheel

The Rudder Wheel is used to map the roles that you want to have covered and/or are already covering at various stages of your project and/ or program development. It is also used to map the extent of which you are involving the roles at various stages.

1. **Leader:** Does the right thing
2. **Connector:** Collaborates across sectors
3. **Facilitator:** Creates an environment for innovation to thrive
4. **Provider:** Secures and shares resources
5. **Ambassador:** Advocates for wide-scale innovation
6. **Maximiser:** Leverages innovation for impact
7. **Orbiter:** Connects relevant networks
8. **Trendsetter:** Engage early with innovators.



The Roles in Detail (1-4)

Role	1. Leader	2. Connector	3. Facilitator	4. Provider
Focus	Do the right thing.	Collaborate across sectors and disciplines.	Turns ideas into usable documentation.	Secure and share resources.
Priority	Highest	High	High	Medium
Description	The most important role and should be covered at every stage. They keep the team together, set the vision, and guide the process. The Leader inspires others, makes key decisions, and aligns projects with broader goals. An interim leader may be needed at first, but the aim is for the role to be taken by someone in local government.	Builds bridges between actors and gets synergies moving. They link stakeholders across academia, government, business, and civil society. By aligning policymaking with implementation and improving communication, the Connector ensures collaboration flows across boundaries.	Ensures ideas from the group are captured and translated into usable documentation. They act as a bridge between the group's content and the documentation requirements of each stage, such as proposals, reports, or policy inputs. They support maximum creativity while keeping outputs realistic and usable. They make sure stakeholder interactions are integrated and that plans reflect different perspectives.	Works closely with the Facilitator. Makes sure projects have the resources they need. This can include funding, access to networks, knowledge, or staff time. Providers also bring in examples of best practice and help mobilize support from inside and outside the island.
Suggested actions	<ul style="list-style-type: none"> Form a core team of key stakeholders to extend municipal capacity. Link strategic goals (e.g. SDGs) to small-scale, concrete projects. Act pragmatically under limited resources. 	<ul style="list-style-type: none"> Build cross-sectoral partnerships (e.g. tourism, nature management, creative industries). Initiate Quadruple/Quintuple Helix collaborations. Manage partner networks by prioritizing a few crucial actors. Involve students or trainees to support collaboration with universities and SMEs. Share resources and staff across islands or regions. 	<ul style="list-style-type: none"> Structures meetings so ideas lead to clear outputs. Captures team discussions and translates them into the necessary documents. Prepares or supports proposals, policy documents, analysis, and reports. Works with grant writers and understands funding requirements. Documents stakeholder input and reflects different perspectives. 	<ul style="list-style-type: none"> Secure funding through existing subsidies and regional deals. Mobilize external networks (e.g. regional knowledge hubs). Offer start-up resources such as seed money or dedicated time. Prioritize applications to match limited capacity.

The Roles in Detail (5-8)

Role	5. Ambassador	6. Maximiser	7. Orbiter	8. Trendsetter
Focus	Advocate for wide-scale innovation.	Leverage innovation for maximum impact.	Connect relevant networks.	Engage early with innovators.
Priority	High	Medium	Medium	flexible depending on context
Description	Tells the story. They promote projects to policymakers, funders, and the public, raising awareness and generating support. Using narratives, events, and networks, Ambassadors build legitimacy and enthusiasm for change at both local and higher levels.	Ensures that successful projects are embedded into broader strategies and policies. They scale up results, integrate lessons learned, and make sure knowledge is kept inside the administration. Their focus is on creating long-term value, not one-off experiments.	Outward-looking, bringing in new opportunities by engaging with networks at local, national, and international levels. They align external partnerships with project goals, attract funding opportunities, and connect island projects to global conversations.	Looks ahead. They engage with pioneers and startups early, spot new technologies, and identify trends that could shape future solutions. By adjusting procurement and creating room for experimentation, they encourage suppliers and innovators to push boundaries.
Suggested actions	<ul style="list-style-type: none"> Promote innovation through events and campaigns. Use marketing and education to raise awareness (e.g. festivals, workshops). Tell the story across scales: local grassroots, regional, and EU/ national. Build enthusiasm and legitimacy for circular and sustainable projects. 	<ul style="list-style-type: none"> Scale up proven projects (e.g. local energy cooperatives). Embed results into wider transitions (e.g. energy, circular economy). Ensure institutional learning and continuity. Build internal expertise to sustain benefits over time. 	<ul style="list-style-type: none"> Collaborate with regional and national networks Prioritize network activities when capacity is limited. Engage in exchanges to share knowledge and gain resources. Tap into external partnerships to support local initiatives. 	<ul style="list-style-type: none"> Scan for emerging technologies and practices. Partner with startups or pioneers in procurement. Adjust rules or incentives to make room for innovation. Encourage experimentation and future-oriented solutions.

Measuring Progress

The Rudder Wheel is a self-check tool to track role coverage and progress. Use it several times during the process, as shown in the diagram. Key moments to repeat the self-assessment are marked on the next page.

After the Discover & Define phase, the team scores its coverage of each role:

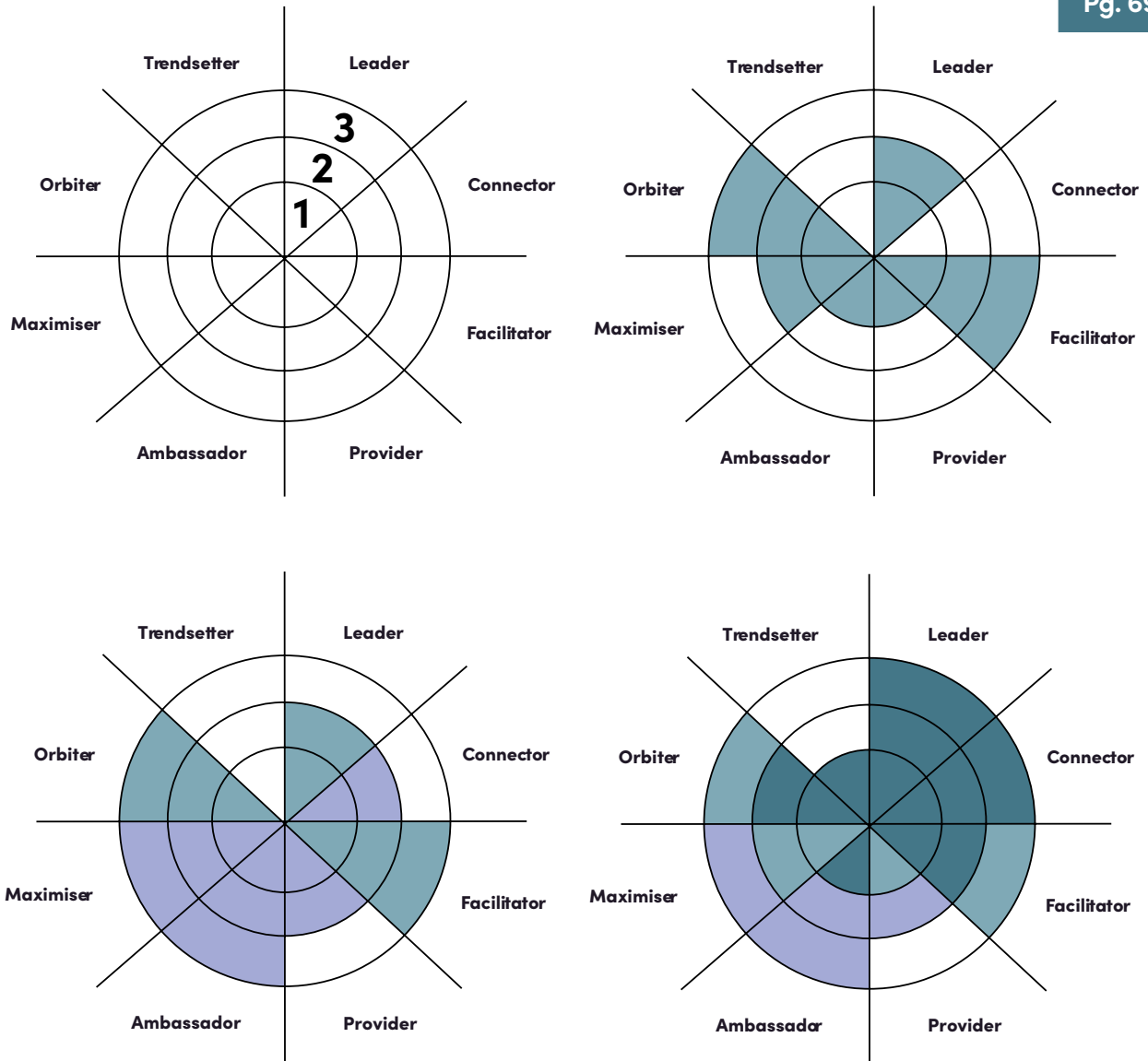
- 1 = absent or very low
- 2 = reasonable
- 3 = needs more attention or commitment

Shade the matching section each time you score the Wheel. Use a different color each round to show progress over time.

The scores are not about success. They show priorities and next steps. Teams can return to the Wheel in later phases to see what has improved and what still needs work.

Not all roles need to be active at all times. A project is not better just because more roles are covered. What matters is having the right roles active at the right moment. Repeating the self-assessment helps governments adjust, reshape difficult ideas, or split large programs into smaller projects under the Dream - Dare - Do approach (see page 38).

If the same role is often missing across many projects, treat this as a signal. Build capacity within your organization or network to strengthen that role.



Defining your Dream

The Rudder Method follows a simple sequence: Dare – Dream – Do. You first need the courage to dare, then the imagination to dream, and finally the practical steps to do. The dream gives focus and helps direct energy and resources.

Defining a dream is not only about big visions but about making them concrete and actionable. It means tackling key challenges, choosing where to put your effort, and staying focused. It also involves identifying your island's strength and using it as the base for action. A dream must be ambitious and realistic, able to inspire support while still allowing clear projects to deliver it.

A dream such as improving education may include a project like building a school. But the deeper dream also depends on conditions such as housing, jobs, and services for families. This shows why a dream must look beyond single projects.

The process works best through real dialogue and on-the-ground research. Much of the value comes from working together and building shared understanding. Dreams differ in size: some need many projects and grow into programs, while others can be met with one project. In all cases, you must clarify the challenge, align the transition team, and move the dream into action.

A clear dream also includes a way to measure progress. Ask: How will we know we are getting closer? Which milestones show movement? These checks keep the work focused. The dream anchors everything that follows, shapes the challenge, guides the team, and sets the path for building projects.



Backcasting

Backcasting can be used once a shared dream is defined. It is commonly used for complex challenges such as sustainability, strategy, and policy development. The desired future is described in concrete terms. This future state becomes the reference point for planning.

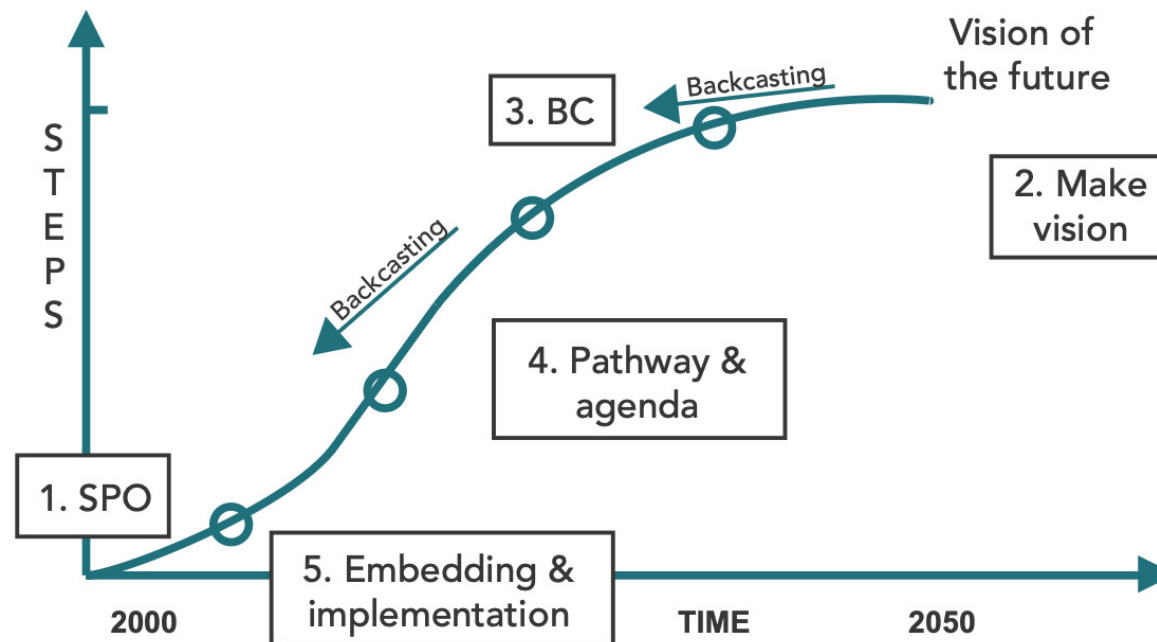
From this future, backcasting can be used to work backward. The key changes needed to achieve the dream are identified. These changes become milestones over time, for example in ten years, five years, and the next phase.

Each milestone can be translated into projects. Existing projects are mapped first. This shows what already contributes to the shared vision. Gaps reveal where new projects or programs are needed. Overlaps show where better coordination can increase impact.

Related projects can be grouped into programs. These programs show how initiatives work together toward the shared vision. The program map clarifies how short-term projects support longer-term change.

Similarly to the Rudder, backcasting can be used as a tool that is revisited regularly. As projects are completed, learning is fed back into the map. New projects are added and programs are adapted. In this way, project and program maps remain living tools that keep actions aligned with the long-term dream.

To learn more about how to use backcasting, see the European Commission guide *How to Get Started with the Backcasting Approach* (European Commission Directorate-General for Research and Innovation, 2023).



Source: Vergragt, P. J., Quist, J. (2011)

Moving from Projects to Programs

The Rudder Method supports both projects and programs. We define programs as a portfolio of planned and running projects that work towards the same mission. They share learnings and support each other. A program is not a larger project. It connects and coordinates multiple projects so they reinforce each other.

You do not need a program to start using the Rudder. Projects are essential first steps. Lasting change usually requires a program: not a handful of scattered projects that do not work in unison, but a coordinated portfolio in which learnings and capacity can be shared where necessary.

A transition team may start with one or two projects. Over time, these can grow into a program with more coherence and impact. After working with the Rudder, and specifically the Dream Mapper Tool, you may find that you already have multiple projects that could coordinate more closely.

Building a program starts with mapping what already exists. List all relevant projects, even if there is only one. New projects can be added over time. The map shows how projects fit together and when they form a program. Mapping also helps identify gaps, overlaps, funding opportunities, and new needs.

Project leaders must embed their projects within the program. This requires awareness of other projects and active coordination. The maximizer and the leader should share insights across the program. Universities or research partners can document progress, which is why research reports are important.

The Rudder Wheel can be used for single projects and for programs. Not every project needs to cover all roles. As more projects are added and the wheel is used repeatedly, the transition team builds competence across all roles. Each project strengthens Rudder competences and feeds learning into the wider program. Monitoring supports reflection and improvement and links individual projects to the shared vision.

Moving from projects to programs is iterative. Each project builds learning, competence, and capacity, enabling long-term change.

Linking Projects, Programs, and Transition Teams

Projects, programs, and transition teams form a reinforcing system. Projects create practical experiments and learning. A program connects these projects into a coordinated portfolio that supports a shared vision. The transition team guides this process by coordinating actors, sharing insights, and strengthening Rudder competences.

Over time, repeated projects build competence across the Rudder roles. This allows transition teams to coordinate larger portfolios of projects and develop long-term capacity for transformation.

The Power of Stakeholder Collaboration

Effective governance on islands requires collaboration across sectors. The quadruple helix framework brings together government, academia, industry, and civil society; the quintuple helix adds the environment as a full actor. Each contributes distinct value.

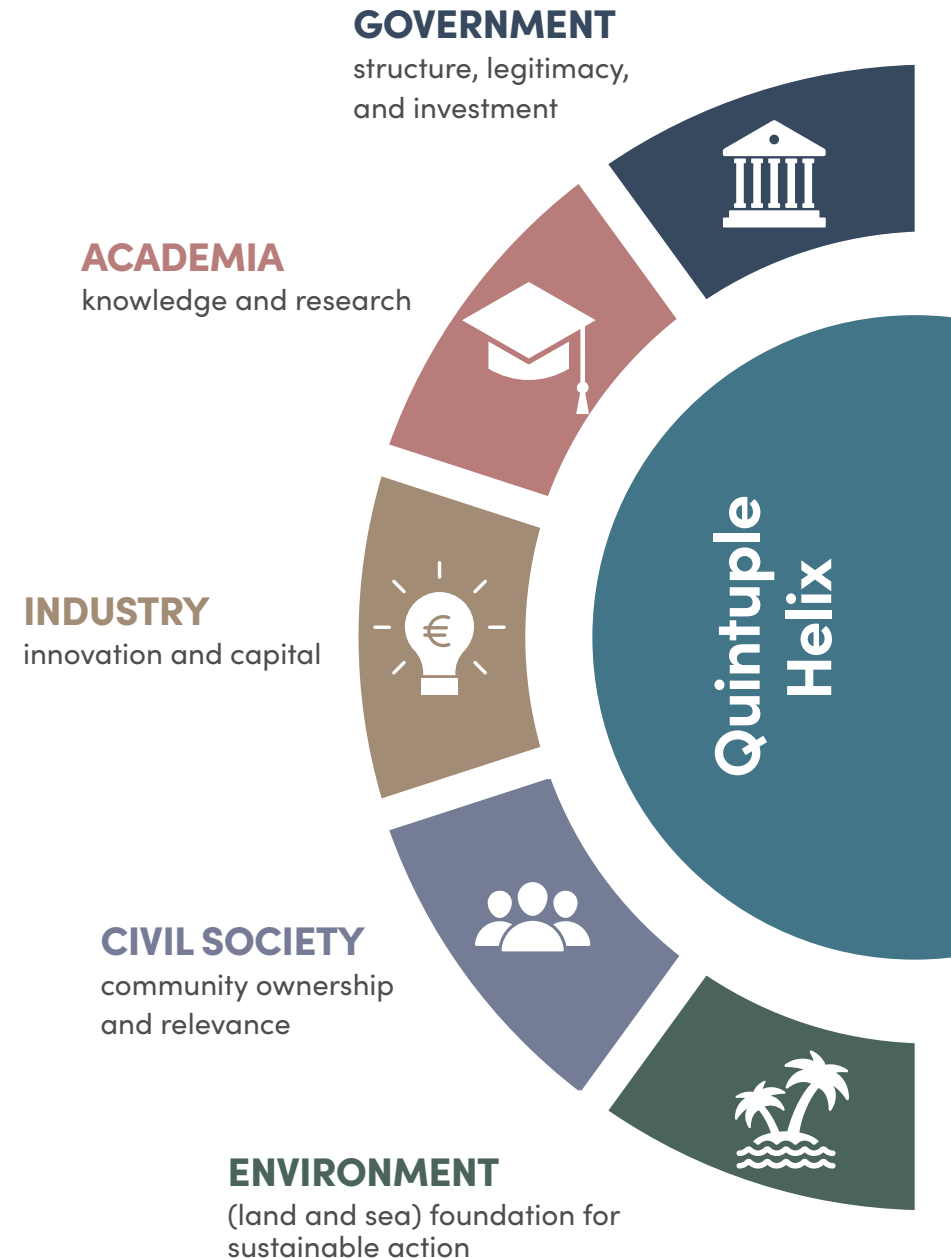
For island governments, this matters because no single actor can solve challenges such as energy, water, housing, or climate resilience alone. Involving all actors early creates projects that are practical, resilient, and widely supported. Using the helix framework ensures that diverse perspectives shape solutions from the start, making them more innovative and durable. It is a proven way to strengthen governance and accelerate sustainable transitions on islands.

TIP:

When using the Rudder Wheel to build your transition team, use the quintuple helix as an additional tool to support the brainstorming process. For example, think about which actors from each helix are already active on your island, or could be activated. Note who is motivated, what resources they bring, and where gaps exist. To fill the gaps, outside support can be an option.

When filling each role, ask yourself: “Have I considered the quintuple helix?” Look at it and brainstorm who you might be overlooking.

For the environment strand, include people who can genuinely represent environmental interests—such as nature park authorities, conservation groups, or independent specialists. This helps the team cover all perspectives and sets a strong foundation for sustainable action.



TIPPING for Idea Generation

The predecessor to the Rudder Method was TIPPING. It was developed during the Interreg Europe Islands of Innovation project as a way for island governments to harness the power of bottom-up innovation by bringing together a diverse group of stakeholders who traditionally do not always work together. It is used to get them into the same room, working on a shared challenge and proposing a list of project ideas they think are promising and would like to work on.

The TIPPING Method is available as a downloadable guide and as a digital course. Thus, if you are at the stage where you have a dream and a shared direction for your challenge, but not yet project ideas, TIPPING is an option to help you generate those ideas and strengthen ties with the local community.

You can download the TIPPING Guide & Course here: www.profb.tech

Hosting a Co-Creation Session with Local Stakeholders

TIPPING helps you to plan and host a co-creation session to get local stakeholders involved in generating ideas for your transition plan. Including diverse perspectives early on gives momentum when you get into more detailed project development stages.

TIPPING strives to involve at the local level:

- The Creative Sector
- SME's & NGOs
- Young Entrepreneurs
- An Import/ Export of Knowledge
- Community members
- Crowd (e.g tourists)
- Institutional Arrangements, and
- Strategic Innovation Policy





Get Support from Students

Universities and higher education institutes can support bottom-up innovation on islands by working with students. Students bring new perspectives and energy. They can work closely with local stakeholders and help connect research with practice. Working with universities or higher education institutes is not only about knowledge. It also gives access to people. Students cost less than consultants and can spend more time on in-depth research. This is useful for municipalities with limited capacity or budgets.

Some islands have built strong links with universities and higher education institutes. Samsø created the Energy Academy and works with many partners worldwide. Prince Edward Island also collaborates with higher education institutes to support innovation. These long-term partnerships help build local capacity and attract new skills and ideas. Students help show the realities of island life beyond tourism. Hosting students for local research creates knowledge that stays useful after they leave. This often works well in the off-season, when accommodation is available and communities have more time. It also helps encourage young people to return, live, and work on islands in the future.

The FREIIA program shows what is possible at scale. More than 150 students have worked on island projects, carrying out interviews, analysing local conditions, and developing ideas for circular and sustainable solutions. This strengthened exchange and built networks between students, professionals, and island communities. Strong partnerships with universities and higher education institutes matter. When done well, they support continuity, entrepreneurship, and long-term innovation. Using available human resources is one of the most effective ways to support bottom-up change.



Chapter 4

Rudder in Design Thinking

Rudder in a Design Thinking Process	Pg. 45
Process The 4 Diamond Model	Pg. 46
Activities per Phase	Pg. 47
Iterations	Pg. 50



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FREIIA

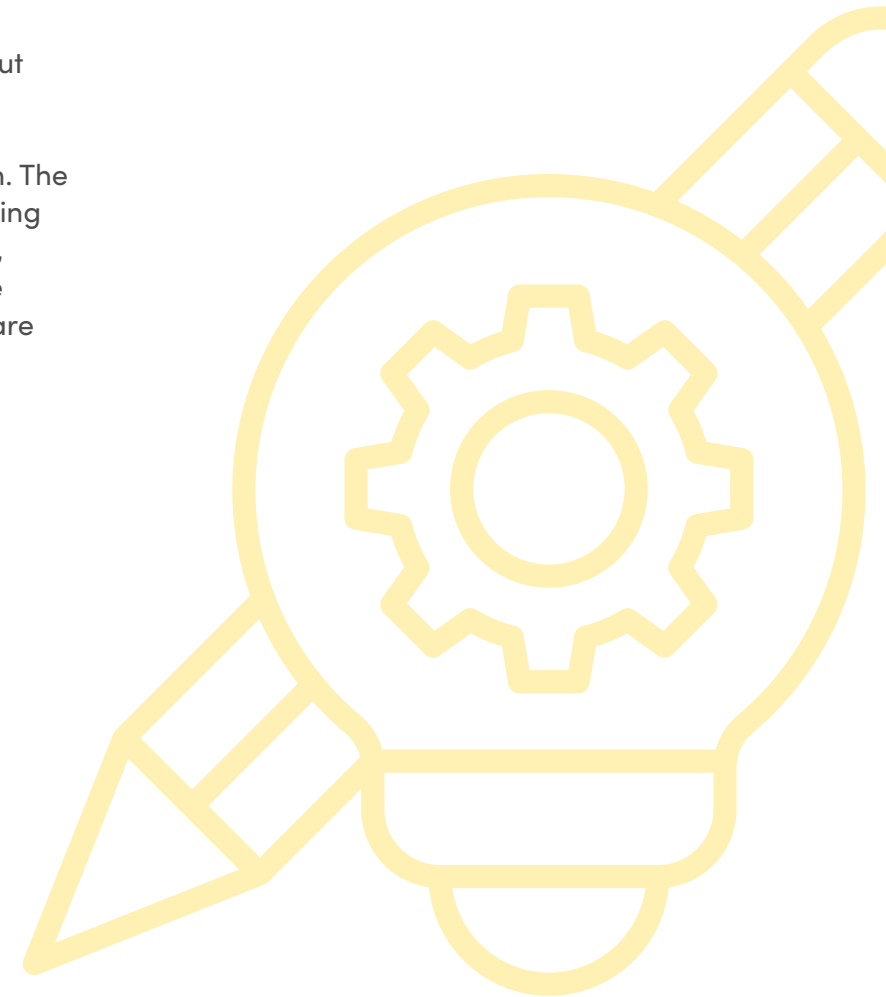
How Rudder Fits in a Design Thinking Process

The Rudder Method is inspired by Design Thinking. This means bringing user-centric, creative, and iterative approaches into governance. It helps island governments combine structure with flexibility to address complex challenges in their unique contexts.

Applying design thinking in governance goes beyond writing new policies. It requires coordination across departments, sectors, and levels of government, while engaging a wide range of stakeholders. Vertical and horizontal interaction are both needed to align strategies and manage complexity.

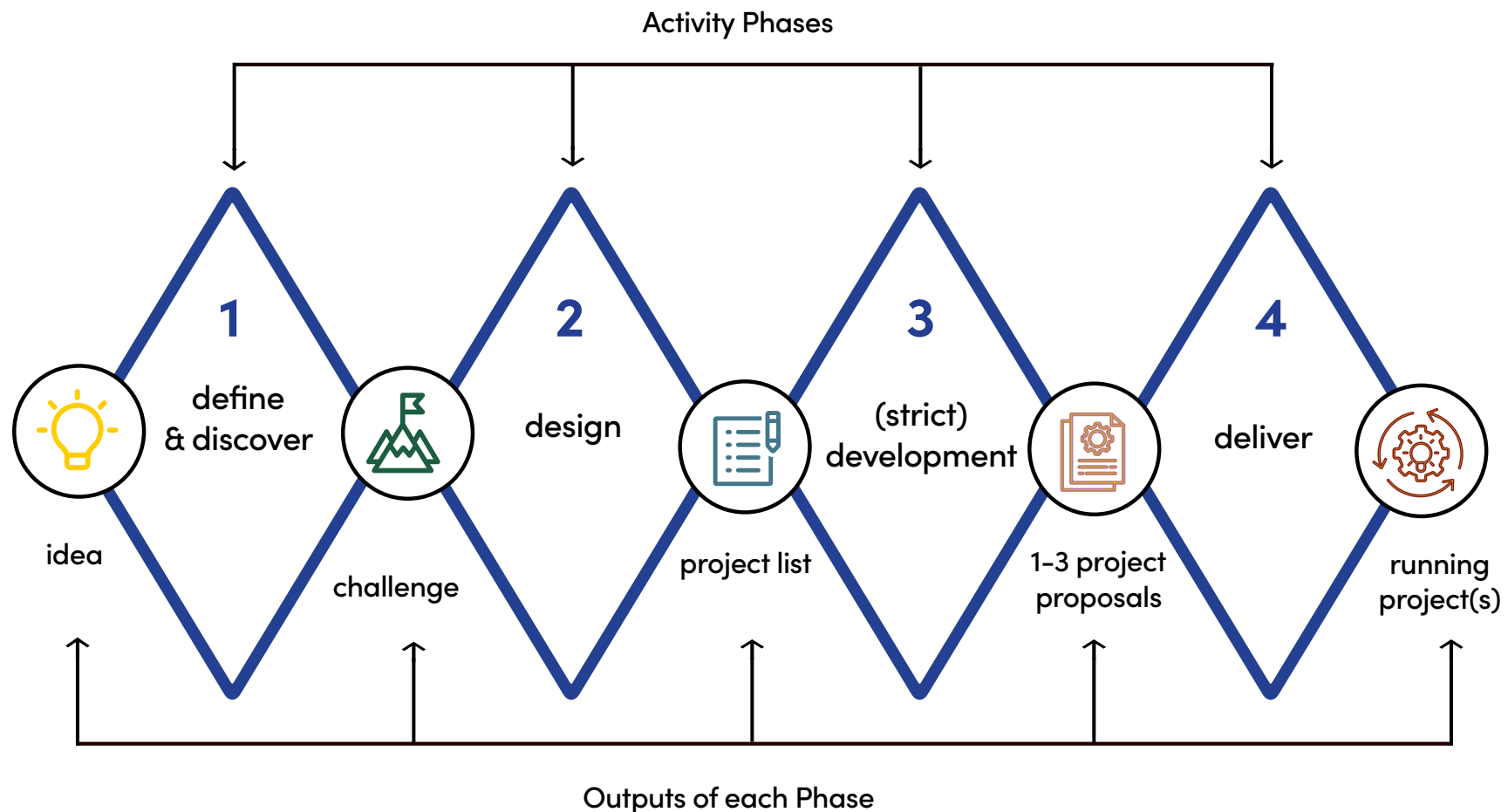
For islands, this is especially important. Limited capacity, close-knit communities, and dependence on external systems mean that governance must be both flexible and inclusive. Unorthodox collaboration—opening processes to diverse contributions, making decision-making more transparent, and using digital tools to connect across distances—helps islands harness their strengths and turn constraints into opportunities.

In this way, governance becomes less about rigid administration and more about adaptive learning. It blends formal and informal leadership, integrates different perspectives, and values experimentation. The Rudder Method brings these design thinking principles directly into island governance, helping governments stay flexible, ensure participation, and create strategies that are both practical and ambitious .

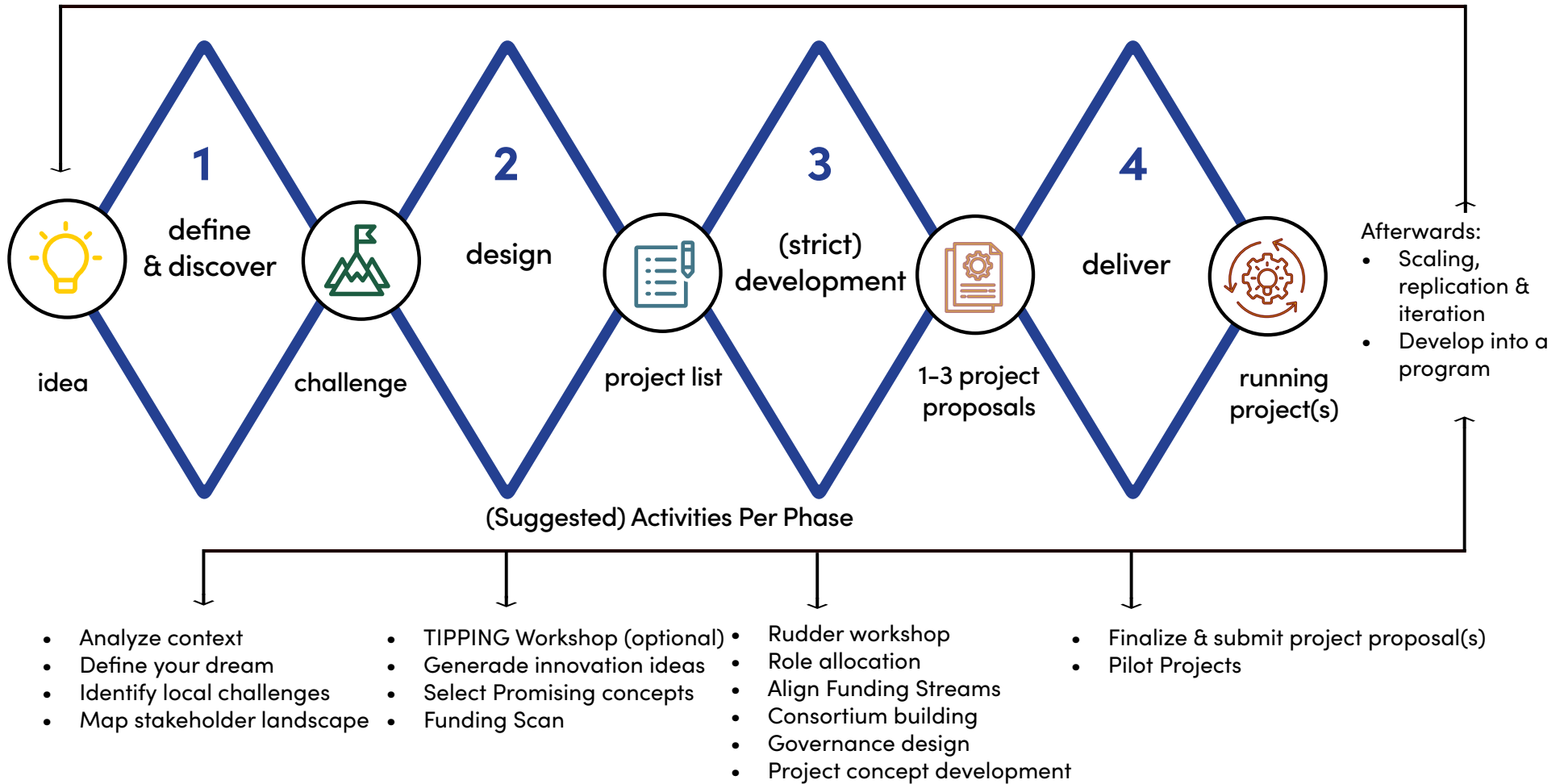


Process | The 4 Diamond Model

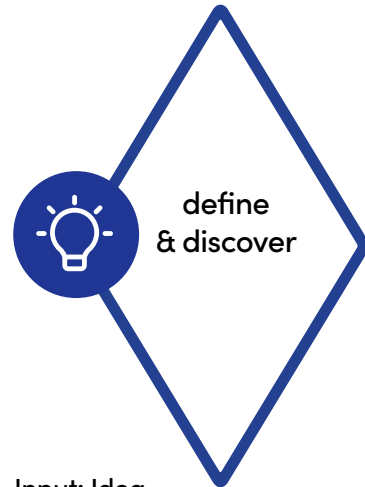
The Rudder Method works on two levels: the process and the tools. **The process** is described through the **Diamond Model (4 Diamonds)**, adapted from design thinking, which shows the path from an initial idea to a solid project plan. Each diamond marks a stage where projects are explored, tested, and refined. The model emphasizes iteration—projects improve as they move through cycles of reflection, co-creation, and adjustment. At each stage, government and its partners support progress, taking on roles such as leadership, facilitation, and enabling resources. The model brings structure to bottom-up innovation, helping ideas become well-prepared projects linked to a wider mission.



Summary of (Suggested) Activities per Phase



Phase 1 | Define & Discover



In Phase 1, the initial core Transition Team (which may be very small, consisting primarily of the process owners) explores the context to define the overall dream and start scoping out potential project directions. This phase sets the foundation for the innovation process.

Input: Idea

Key Activities Include

- **Analyze context:** Examining the current local situation and trends.
- **Define your dream:** Setting the long-term vision to ensure all following steps align with the big picture. Start the Dream Mapper Tool (template on page 65). It will evolve over time—don't worry if parts stay blank. Keep building on it throughout the process.
- **Identify local challenges:** Pinpointing the specific obstacles that stand in the way of the dream.
- **Map stakeholder landscape:** Identifying everyone who needs to be involved or is affected.

Output: Challenge

Phase 2 | Design



In the Design phase, teams shift toward creative ideation. As project directions take shape, the core Transition Team expands to include the specific expertise or local influence needed for these ideas.

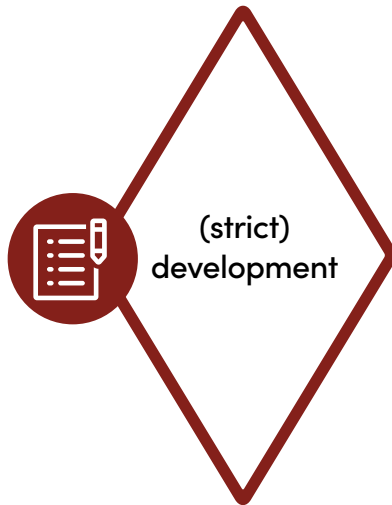
Input: Challenge

Key Activities Include

- **TIPPING Workshop (optional):** TIPPING Workshop (optional): Using the precursor TIPPING Workshop to generate bottom-up innovation ideas and strengthen stakeholder collaboration (see pg. 51).
- **Generate innovation ideas:** Brainstorming a wide array of potential solutions.
- **Select Promising concepts:** Filtering the best ideas to move forward. The team remains flexible, adding members who have a direct stake in these specific concepts.
- **Funding Scan:** Review possible funding avenues.

Output: Project List

Phase 3 | (Strict) Development



During this phase, the project(s) enters a more rigorous stage of turning conceptual ideas into formal project proposals.

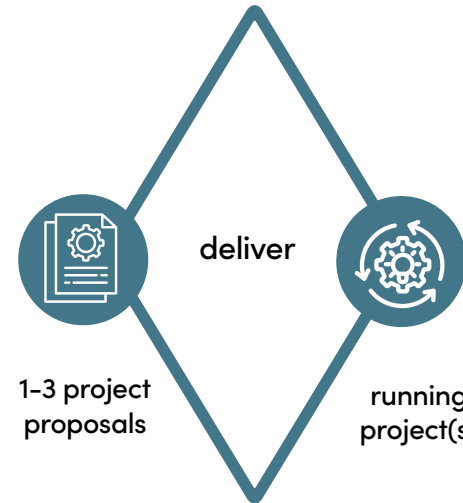
Input: Project List

Key Activities Include

- **Rudder workshop & Role allocation:** This is where the formal Transition Team is structured. Allocate roles using the Rudder Wheel to ensure the team matches the specific requirements of the project list.
- **Align Funding:** Match the projects to the right funding streams.
- **Build Consortium(s):** Formalize the group of partners needed to execute the project.
- **Design Governance:** Define how the team will work together and make decisions.
- **Develop Project Concept(s):** Solidify the detailed plans and prepare 1-3 project proposals.

Output: 1-3 Project Proposals

Phase 4 | Deliver



This phase is when the proposals are finalized and initial implementation begins. The Transition Team continues to be dynamic; as you move into execution and scaling, roles may shift or new operational partners may be added.

1-3 project proposals

running project(s)

Input: 1-3 Project Proposals

Key Activities Include

- **Finalize & submit project proposal(s):** Complete the formal application process for funding.
- **Pilot Projects:** Start the initial "doing" phase (e.g., launch a pilot to test the concept).

Output: Running Project(s)

Afterwards: Scaling, Replication & Iteration



Once projects are running, the focus shifts to long-term impact and looping back to ensure the transition continues. Each time you loop back, the process becomes more robust. You aren't just repeating steps; you are building a cumulative transition by stacking projects that all point toward the same dream. The Transition Team remains a living entity. Use learnings from running projects as the new Idea/Input to run through the process again.

Key Activities Include

- **Scale, replicate & iterate:** Expand successful pilots or adapt them for other contexts.
- **Develop into a program:** This is where your program starts to form. You keep building your Dream Mapper by adding more projects that align with that same original dream. This creates a cohesive, long-term program rather than just a collection of one-off projects.

Same Dream vs. New Dream

- **Same Dream:** If you still work toward the same vision, you run through the process again to add new projects. Each cycle adds another layer of innovation, gradually building the momentum needed for a full transition.
- **New Dream:** If you decide to work on an entirely different dream or a completely unrelated area, create a new Dream Mapper and restart the process from scratch.

Tips:

Keep an eye on Capacity:

The process can accommodate multiple parallel dreams or transitions, but you must be realistic. It is better to be a transition leader in one area than to spread yourself too thin across many. Other islands may be leading in areas where you lack capacity—connect and learn from them instead of reinventing the wheel. Your specific strengths might be exactly what another island is missing.

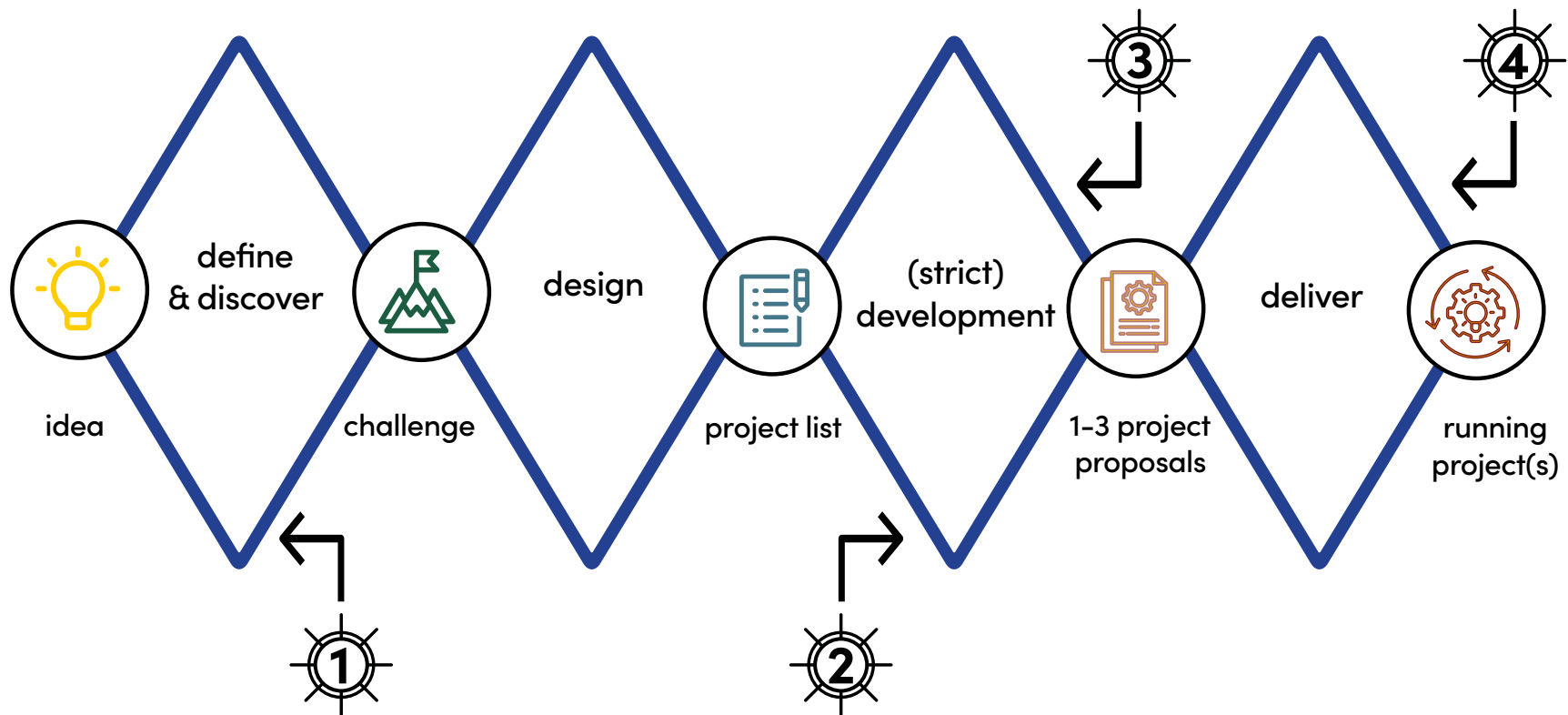
Know when to Abandon Ship: The Sunk Cost Fallacy is the tendency to continue an endeavor simply because you have already invested time, money, or effort into it, even when it is clear the current path isn't working. If you try repeatedly but gain no momentum, or if you cannot build an effective Transition Team, do not keep pushing in the same direction. Consider redefining your dream to better align with your island's actual capacity.

Make the Method Your Own

Always take it upon yourself to edit or change steps, roles, and even skip elements that do not align with your island's way of working. This method is meant to be built into existing structures piece by piece; not every part will fit every situation. Take the pieces that work for you and leave the rest.

Iterating your Project Proposal with the Rudder

The Rudder Wheel can be applied multiple times during the design thinking process. Depending on the stage, some roles may be more relevant than others. It is therefore useful to keep the wheel in mind and record it at each iteration. Below is an example of the stages at which we recommend scoring your project using the Rudder. Keep in mind that every project is different and you will need to develop a feel for what works. This is not a prescription. It is simply an example of timing that we find practical in our projects.





Chapter 5

The Rudder Workshop

Organizing a Rudder Workshop

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Sample Timetable

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Rudder Workshop Canvas

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Card Game

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Organizing a Rudder Workshop

The Rudder Workshop is where the method is put into practice. It creates space to explore the Rudder roles, reflect on the challenge and local context, and build a transition team around a project idea. The workshop analyses one or two priority ideas, assigns governance roles, develops a project concept, and identifies partners and next steps. In this way, it links opportunity identification with governance design and project structuring, helping participants move from ideas to implementation pathways.

The workshop is flexible. Each project, island, and regional context is different, so the process should be adapted. Some teams move quickly, while others need more preparation. The session may last a few hours or form part of a longer process, but it should not be delayed too long. Its main purpose is to bring people together around a shared challenge and create momentum.

Preparation is important. Interviews and stakeholder mapping are often carried out in advance to understand who is involved, how actors relate to the Rudder roles, and which ideas are ready for development. Roles are usually described in local language so participants start with a shared understanding.

The workshop is typically facilitated by a trained Rudder facilitator who understands the local governance context and can guide the process and support reflection. Participants work with a selection of worksheets that structure discussion and make outputs more consistent across projects.

A central tool is the Rudder Workshop Canvas. This one-page overview connects the opportunity, stakeholder coalition, governance roles, project concept, and next steps. It is completed collectively while one person records the discussion. The canvas usually progresses through confirming the project idea, defining the problem context, identifying transition potential, mapping stakeholders, assigning governance roles, outlining the project structure, identifying funding options, and agreeing on next steps. It often becomes the basis for the project concept note.

By the end of the workshop, participants should have clearer roles, a stakeholder coalition, a funding direction, a follow-up action plan, and the basis for a short project concept note. This can serve as the starting point for a municipal transition project, a regional investment program, an EU proposal, or a cross-island collaboration.



Online Adaptation

The Rudder Workshop can also be held online. The format follows the same structure but uses digital tools such as video conferencing, breakout rooms, shared worksheets, and collaborative whiteboards. This approach has worked well in international FREIIA sessions with participants from several islands.

Example of a Rudder Workshop Timetable

The workshop supports Phase 3 of the process, where project ideas are translated into structured project concepts with clear governance roles. The workshop typically consists of three steps: 1. Governance readiness check. 2. Governance role design. 3. Project structuring. The table below presents an example programme for a one-day Rudder Workshop (from 10:00 to 16:00).

Time	Session	Description / Purpose
10:00	Welcome and introductions	Participants introduce themselves and their involvement in the project idea. The aim is to establish trust, clarify expectations, and create shared ownership of the workshop process.
10:15	“Soul in the Game” reflection exercise	Short reflection exercise where participants recall a moment when they supported innovation or change. This helps stimulate engagement and leadership awareness.
10:30	Short introduction to the Rudder approach	The facilitator briefly presents the Rudder Process Schema and explains how the workshop fits into the overall process.
11:00	Rudder PreScan	Participants conduct a quick innovation governance fitness scan using the Rudder PreScan. The exercise evaluates five factors: (1) governance flexibility, (2) institutional trust, (3) transitional leadership, (4) community self-organisation, and (5) multi-level governance connections. This tool helps determine whether the governance system is ready to support a transition project.
11:45	Selecting the priority project	Using the Tipping Opportunity Sheet , participants select one project to develop further during the workshop.
13:00	Rudder role allocation	Using the Rudder Role Matrix Worksheet , participants determine which actors will perform which governance roles, whether some roles are missing and whether additional partners should be involved. Typical roles include: Leader, Connector, Facilitator, Provider, Ambassador, Maximizer, Orbiter and Trendsetter.
14:00	Project design session	Participants structure the project using the Project Concept Worksheet . Topics include project objectives, technical components, pilot location, governance structure, partners and funding options. This stage mirrors the project-design exercises used in FREIIA workshops.
15:00	Draft concept note	Small groups prepare a short project concept note based on the worksheet outputs. The concept note usually includes (1) problem definition, (2) project solution, (3) governance structure, (4) partners and roles, and (5) funding opportunities.
15:30	Next steps and action planning	Participants define follow-up actions: (1) project leadership team, (2) stakeholder engagement, (3) proposal development, and (4) timeline. These actions are documented in the Rudder Governance Canvas worksheet.
15:45	Awarding of Rudder certificates	Participants who have completed the workshop receive a Freiia-Rudder Certificate of Participation . In Train-the-Trainer workshops, the certificate confirms that participants are qualified to facilitate future Rudder workshops in their own region.
16:00	Closing	End of workshop.

Rudder Workshop Canvas

A one-page overview linking the selected opportunity, governance roles, stakeholder coalition, project concept and next steps.

Use this canvas during the workshop to capture the group discussion in one overview. It helps participants connect the selected project idea, the challenge it addresses, the transition potential, the actors involved, the governance roles, the emerging project structure, possible funding pathways and the immediate next steps. One person should record the main points so the canvas can later serve as the skeleton of the project concept note.

<p>1. PROJECT IDEA</p> <p><i>What is the innovation idea selected for the workshop?</i></p> <p>Hybrid PV-BESS pilot to balance electricity demand, local solar production and storage on Eagle Island.</p>	<p>2. PROBLEM CONTEXT</p> <p><i>What challenge does the project address?</i></p> <ul style="list-style-type: none"> • Seasonal tourism creates sharp electricity peaks • Mainland cable capacity is limited • Local PV production is increasing 	<p>3. TRANSITION POTENTIAL</p> <p><i>Where could change accelerate?</i></p> <ul style="list-style-type: none"> • Energy transition policy momentum • Rising electricity prices • Interest in shared local energy solutions • Tourism sustainability targets 	<p>4. STAKEHOLDER COALITION</p> <p><i>Who should be involved?</i></p> <p>Public: Municipality, province, national agency Infrastructure: Grid operator, utility Economy: Tourism businesses, harbour Civil society: Residents, NGOs Knowledge: University, technical experts External: Other islands, EU network</p>
<p>5. RUDDER GOVERNANCE ROLES</p> <p><i>Who takes which role? Actors can hold multiple roles.</i></p> <p>Leader: Municipality Connector: Energy cooperative Facilitator: Regional agency Provider: Grid operator Ambassador: Tourism board Maximizer: Province Orbiter: University Trendsetter: EU island network</p>	<p>6. PROJECT STRUCTURE</p> <p><i>How could the project be structured?</i></p> <p>Technical: PV-BESS pilot with smart balancing Pilot site: Harbour and tourism zone Impact: Lower peak demand and stronger local resilience Timeline: Concept in 6 months; pilot in 18 months</p>	<p>7. FUNDING AND PROGRAMMES</p> <p><i>Which funding sources could be explored?</i></p> <ul style="list-style-type: none"> • EU programmes • National energy funds • Regional programmes • Public-private partnerships 	<p>8. NEXT STEPS (3-6 MONTHS)</p> <p><i>What should happen immediately after the workshop?</i></p> <ul style="list-style-type: none"> • Establish project team • Develop concept note • Contact priority partners • Prepare funding proposal

The Rudder Card Game

The Rudder Game is a hands-on group exercise that helps people use the eight Rudder Roles in a practical way. Participants explore the roles through discussion and role-play using printed role cards. Blank cards can be added to reflect local needs. Teams start with the standard roles but can adjust them. The aim is to turn ideas into something people can see, discuss, and test together.

Timing:

The best moment to apply the Rudder Game is after people understand the roles but before roles are assigned in a real project. Too early means too little context. Too late means opinions may already be fixed. At the right time, the game helps people think openly about who could take each role and what it involves.

How to Play (Instructions)

Start by printing the cards (in the template section) and cutting them out. Give each participant one or more role cards. Ask them to imagine they are in that role.

Let each person explain:
How they would act?
What they would do to support the project?

As a group, discuss:
Who in real life could fill this role?
What actions that person might take?
Where roles may overlap?
Where roles may be missing?
Write down key points as you go.

Variations

Random roles

- Participants receive cards by chance and role-play from that perspective.

Assigned roles

- The group gives roles to real people they know, such as local leaders or team members, and discusses whether they are a good fit.

Small groups

- Divide into teams. Each team explores a few roles and then shares their ideas.

Local roles

- Use blank cards to add roles that are specific to the local context.

All versions share the same aim: to explore how the roles work in real life.



Tip: A deck of cards can be found in the Templates section. Cut them out.



Chapter 6

Case Studies

Schiermonnikoog (Netherlands)
Bornholm (Denmark)

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Water Transition Under Extreme Capacity Constraints

The Challenge: Governance and Hydrological Vulnerability

Schiermonnikoog, an island in the Netherlands, is highly dependent on local groundwater and experiences extreme pressure on its water infrastructure during peak tourist seasons. Rising sea levels further threaten its distribution systems. Despite a strong sustainability commitment, the municipality lacked the administrative capacity to operationalize innovative water solutions.

To address this, Schiermonnikoog, with support from the Province of Fryslân and the FREIIA consortium, developed an Integral Water Program. The program unified initiatives in demand reduction, groundwater modeling, wastewater treatment, and climate adaptation. The Rudder Method structured the program and established a transition team to drive water self-sufficiency.

Applying the Method: Diagnostics and Co-Creation

Following a FREIIA meeting on Île de Groix (September 2023), a diagnostic of local water governance revealed a rigid coalition of statutory bodies and utilities operating strictly within legal mandates. To overcome this, the Quadruple Helix framework expanded the network to include CEW, the Water Alliance, New Energy Coalition, CIV, Grendel Games, and master's students from NHL/Stenden University, bringing fresh analytical and design capacity.

The Tipping Workshop generated seven interrelated project ideas across supply, demand, and system domains, anchored by the Integral Water Plan. Immediate priority was water demand reduction, subdivided into Residential, Municipal, Holiday Homes, and Large Users, coordinated with planned private investments.

Roles & Strategic Actions

The 4 Diamond Model guided four project phases: Discover & Define, Design, Strict Development, and Deliver. Eight Rudder roles—Leader, Connector, Facilitator, Provider, Ambassador, Maximizer, Orbiter, Trendsetter—were dynamically applied. Leadership set strategic vision aligned with SDGs; Connectors expanded networks; Facilitators drove co-creation; Providers secured funding; Ambassadors and Orbiters managed external relations; Trendsetters stimulated market innovation.

Level 1: Starter Governance



Schiermonnikoog initially operated as a Level 1 “Starter,” with fragmented initiatives and limited administrative capacity. The Rudder Method clarified roles and created a temporary transition team, enabling the groundwork for planned visible actions like the Water Battle and student-led interventions.

Results and Early Progress

Transition Roadmap

For long-term viability, water must become a Governance Priority, the Integral Water Program formalized as an Investment Program, and Reflective Practice institutionalized to learn from experimentation. Sustained external support from Friesland Province transition workers is recommended to manage complex programs.

Giving the Vision a Structure

The Rudder Method rapidly structured the Integral Water Program, aligning with SDG 6 (Clean Water), SDG 11 (Sustainable Cities), SDG 13 (Climate Action), and SDG 14 (Life Below Water). Seed funding secured the initial planning, while it is envisioned that easy interventions such as the Water Battle and other digital interventions can reduce water demand by at least 10%, smoothing peak loads. Collaboration with provincial, academic, and international partners strengthened the municipal ecosystem, demonstrating that structured roles, external networks, and strategic audacity can overcome capacity limitations and achieve resilient, climate-proof water management.

Making it Real

The Water Battle concept exemplified this approach. Designed in partnership with Grendel Games, it aims to engage children in water-saving behaviors to reduce peak usage and ease infrastructure strain. Securing €15,000 in seed funding for a formal project proposal required strategic escalation, illustrating the need for audacity alongside structured governance.

The Water Battle proposal was positively evaluated and granted support for further elaboration within the Interreg A program through the Friesland Europe Pact, enabling:

- Detailed project planning
- Governance architecture refinement
- Potential scaling pathways across regions
- Potential cooperation with leading German islands in the area of water innovation – connecting transnational Wadden islands.

This is a significant milestone for Schiermonnikoog:

- It validates strategic prioritisation
- It builds external credibility
- It strengthens capacity despite internal capacity restrictions

Rudder Role Matrix | Water Battle

RUDDER Role Matrix – Schiermonnikoog (Water Battle)

RUDDER Role	Diagnosis & Prioritisation	Co-Design & Strategy	Proposal Development	Funding Awarded / Next Steps
Leadership	Water Group keeps water central	Steers prioritisation to Water Battle	Core lead writes proposal	Advocates for phase 2
Connector	Links Water Group and Grendel Games	Connects to Interreg A process	External partners refine logic	Partnerships sustain network
Facilitator	Coordinates stakeholders	Maintains dialogue with hesitant actors	Internal coordination for submission	Prepares elaboration phase
Provider	Identifies small seed funding	Scopes cost needs	Preparation grant obtained	Seed evolves to larger application
Ambassador	Frames Water Battle as priority	Uses narrative to unlock interest	Advocates in Europe Pact	Recognition strengthens credibility
Leverage / Capitalize	Behavioural reduction as initial lever	Integrated with SDG framing	Scaling potential highlighted	Linked successfully to Interreg
Network Orbiting	External networks surface capacity	Cross-border partnerships seeded	Draft integrates collaborators	Ongoing network expansion
Procurement Trendsetter	Not primary at this stage	Not yet central	Not yet central	Potential future leverage via utilities

How a Danish Island applied The Rudder for Circular Construction

The Challenge: The 2032 Zero Waste Mandate

The Regional Municipality of Bornholm, through its waste management organisation BOFA, is working under an ambitious and legally binding mandate: the abolition of landfilling and waste incineration on the island by 2032. To support this goal, BOFA integrated the UN Sustainable Development Goals (SDGs) into its ISO 14001 environmental certification. A major hurdle was Construction and Demolition (C&D) waste, which creates a large volumetric burden on the island. To shift from a linear “take–make–dispose” model to a circular one, BOFA proposed a “Material Bank” to recover, store, and commercially reuse local C&D waste. However, turning this concept into a funded and operational project required organising a network of actors. To do this, BOFA applied the Rudder Method.

Applying the Method: Diagnostics and Co-Creation

Rather than attempting to build the Material Bank alone, BOFA recognised its municipal capacity constraints and used the Rudder framework to distribute responsibilities across a broader network.

Strategic Facilitation

In November 2024, BOFA partnered with Aalborg University (AAU) for a pre-Rudder diagnostic assessment. University students joined the core team as “Facilitators.” They supported stakeholder mapping, process organisation, and documentation, helping address limited administrative capacity within BOFA.

The Rudder Workshop

On December 2, 2024, BOFA hosted a workshop with more than 30 stakeholders from the local construction, architecture, and demolition sectors. The session used cross-sector collaboration to refine the project goals and assign the standard Rudder roles. BOFA assumed

the roles of “Leader” and “Provider,” driving the vision and securing funding. The local industry network Fremtidens Byggeri acted as the “Connector,” linking independent craftsmen with the municipal initiative.

Adapting the Framework: The Contextual Role of “The Fixer”

During the process, the Bornholm team introduced an additional role tailored to their local governance context: “The Fixer.” This role emerged during the diagnostics, when the transition team recognised that the project could face resistance within municipal administrative processes. Unlike the Ambassador role, which focuses on public advocacy, The Fixer works internally as a political mediator. The role translates new initiatives into the language of local policy, works with local politicians, and helps secure municipal support to avoid administrative delays.

Level 3: Flexibility and Adaptation



In this case, Bornholm can be seen as a Level 3: Program application of the Rudder Method. Because BOFA and the regional municipality already had established internal innovation processes, they did not need to follow the baseline Rudder framework rigidly. Operating at this level allowed them to adapt the methodology and integrate the Rudder principles into their existing collaborative networks, such as the local network Fremtidens Byggeri (Future of Construction) and the “Zero Waste Innovation Platform.”

Results and Early Progress

A Unified Vision

The workshop brought together more than 30 stakeholders around an expanded concept. Instead of a simple storage site, the group developed the idea of a “Resource Recovery and Learning Centre.” This includes a warehouse for safe material storage and preparation, alongside an education hub to raise awareness and support behavioural change among public institutions, businesses, and residents.

Financial Support

Through the “Provider” role, the project secured initial experimentation seed funding. Building on this step, the team began applying for larger funding through the EU Horizon program.

Digital Development

Recognising that securing a physical site could take time, BOFA also explored digital material trading platforms such as Circue, Green Dozer, and the Upcycling Forum. This allowed the team to begin tracking materials and supporting circular transactions while continuing the search for a physical location, including the Aakirkeby recycling centre.

Strengthened Collaboration

The cooperation between BOFA, Aalborg University, Copenhagen Business School, and the Fremtidens Byggeri network developed into a stable cross-sector platform, supporting continued work on Bornholm’s circular transition.

Making it Real

Bornholm was able to use the results to develop two fundable circular projects: a Resource Recovery & Learning Centre for construction waste and a Circular Repair & Reuse Network for electronics. Both projects combined waste reduction, skills development, and job creation, using the Rudder framework to coordinate stakeholders, define roles, and secure start-up funding.

Why these were Fundable

1. **Systemic Design:** Both projects integrate infrastructure, governance, education, market mechanisms and policy alignment. Funders prefer systemic interventions over isolated pilots
2. **Clear Role Allocation:** Each Rudder Role was explicitly discussed. This reduces governance risk — a key criterion in funding decisions.

Evolution of Rudder Governance Roles on Bornholm: From Circular Diagnosis to Funded Implementation

Rudder Role	Diagnosis (TIPPING)	Co-Design (Rudder)	Funding Structuring	Start-Up & Implementation
Leadership	Strategic circular domains identified	Material Bank & Repair Network prioritised	BOFA leads funding applications	Projects formally anchored
Connector	Actor landscape mapped	30+ construction stakeholders engaged	Partnerships formalised	Operational networks activated
Facilitator	Assessment process structured (AAU)	Workshops clarify governance roles	Proposals methodologically coherent	Learning loops continue
Provider	Funding options identified	Resource needs defined	Co-financing secured	Start-up subsidies granted
Ambassador	Zero Waste vision articulated	Shared circular narrative developed	External legitimacy strengthened	Funding success reinforces identity
Leverage	Existing initiatives aligned	Embedded in Zero Waste 2032	Policy & SDG alignment used	Increased scaling potential
Network Orbiting	EU networks identified	Cross-sector linkages built	Knowledge partners integrated	Bornholm positioned as demonstrator
Procurement Trendsetter	Reuse procurement recognised	Discussed in workshops	Embedded in proposal logic	Pathway opened for circular purchasing

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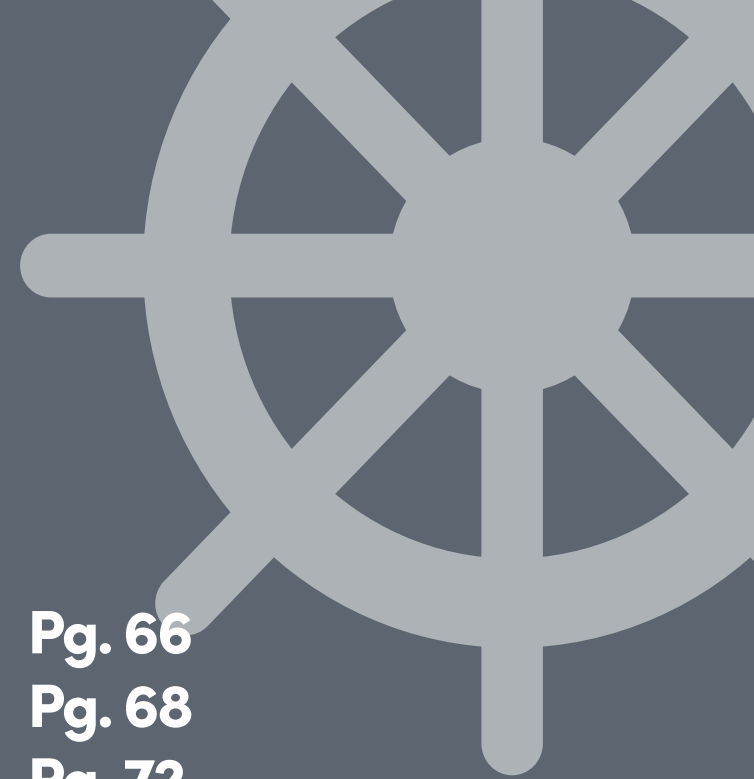
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Chapter 7

Templates

Dream Mapper

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Rudder Role Evaluation Wheel

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Role Selection Schema

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Rudder Workshop Canvas

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Workshop Worksheets

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Build Your Design Thinking Process (4 Diamonds)

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Individual Role Worksheets (1-8)

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Rudder Card Game Printables

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The Dream Mapper

An initial outline of a roadmap

Guiding Principles

Write or depict them in this blank column.



The entire middle grid where you put your portfolio of relevant projects. Option to cluster them in a variety of ways (e.g. by topic, owner, status, etc.).

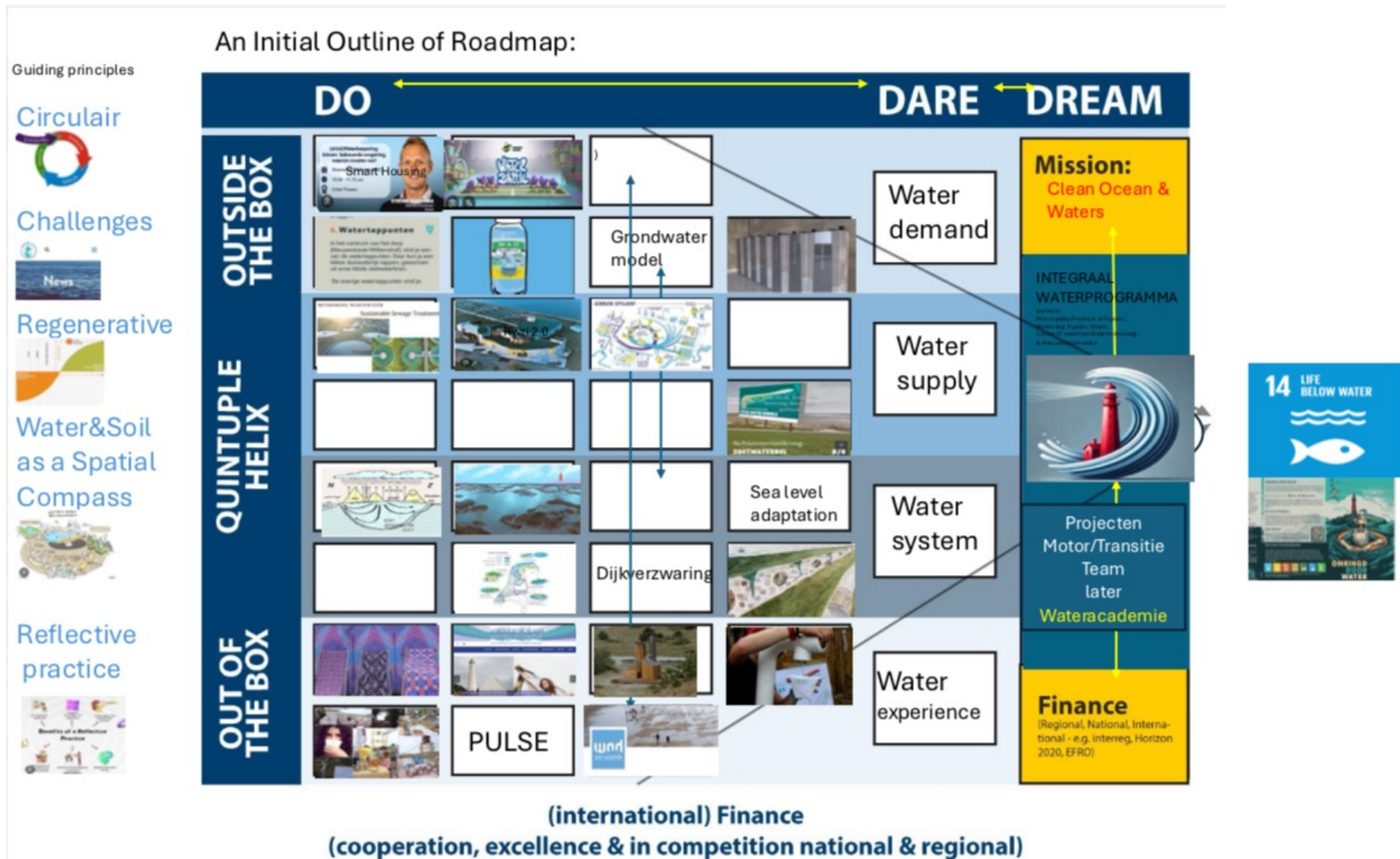
OUT OF THE BOX \ QUINTUPLE HELIX

DO -----> DARE ----> DREAM						
OUT OF THE BOX \ QUINTUPLE HELIX						MISSION Fill-in your mission here
						Describe your dream here.
						FINANCE Here list how you plan to finance your project

(international) Finance (cooperation, excellence, & in competition national & regional)

An Example of a Filled in Dream Map

Schiermonnikoog's Water Dream



Dream Mapper

Initial Outline of a Transition Roadmap

GUIDING PRINCIPLES	DO -----> DARE ----> DREAM					
	OUT OF THE BOX \ QUINTUPLE HELIX					
						FINANCE

Rudder Role Evaluation Wheel

Project Name:

Date:

Phase:

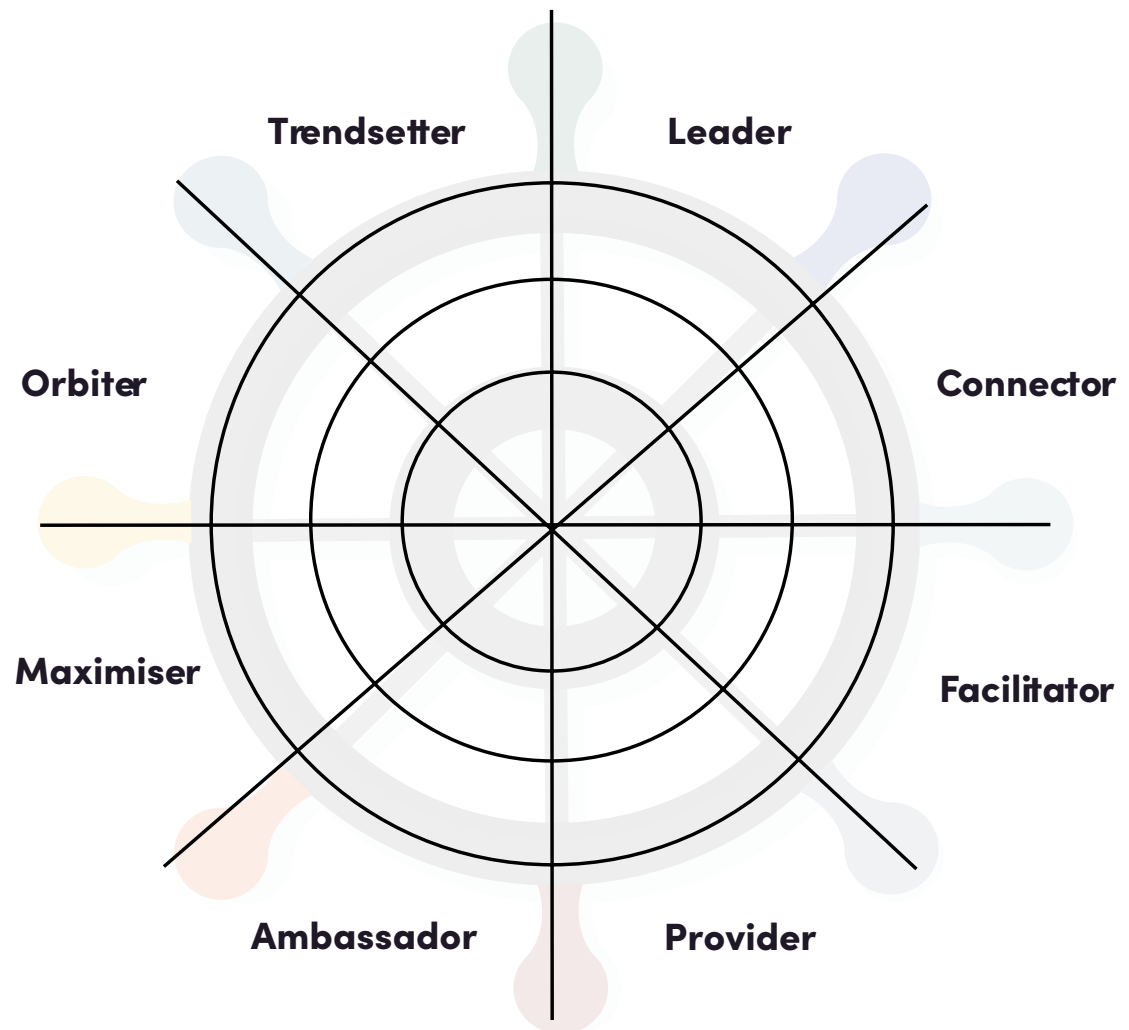
Filled in by:

Instructions

With your team, discuss and shade how much each role is covered in your project (from inside out).
0 = not at all, 1 = low, 2 = medium, 3 = high.

Use colors to show whether the level is enough for the project. E.g. green level 1 may be sufficient, red level 2 may still be insufficient, blue level 1 may be fine now but should improve later. Adapt the colors in a way that works for your context.

Using this wheel multiple times during the process at different stages.



Leader: Does the right thing | Connector: Collaborates across sectors | Facilitator: Creates an environment for innovation to thrive | Provider: Secures and shares resources | Ambassador: Advocates for wide-scale innovation | Maximiser: Leverages innovation for impact | Orbiter: Connects relevant networks | Trendsetter: Engage early with innovators.

Rudder Role Evaluation Wheel [Adapted Roles]

Project Name:

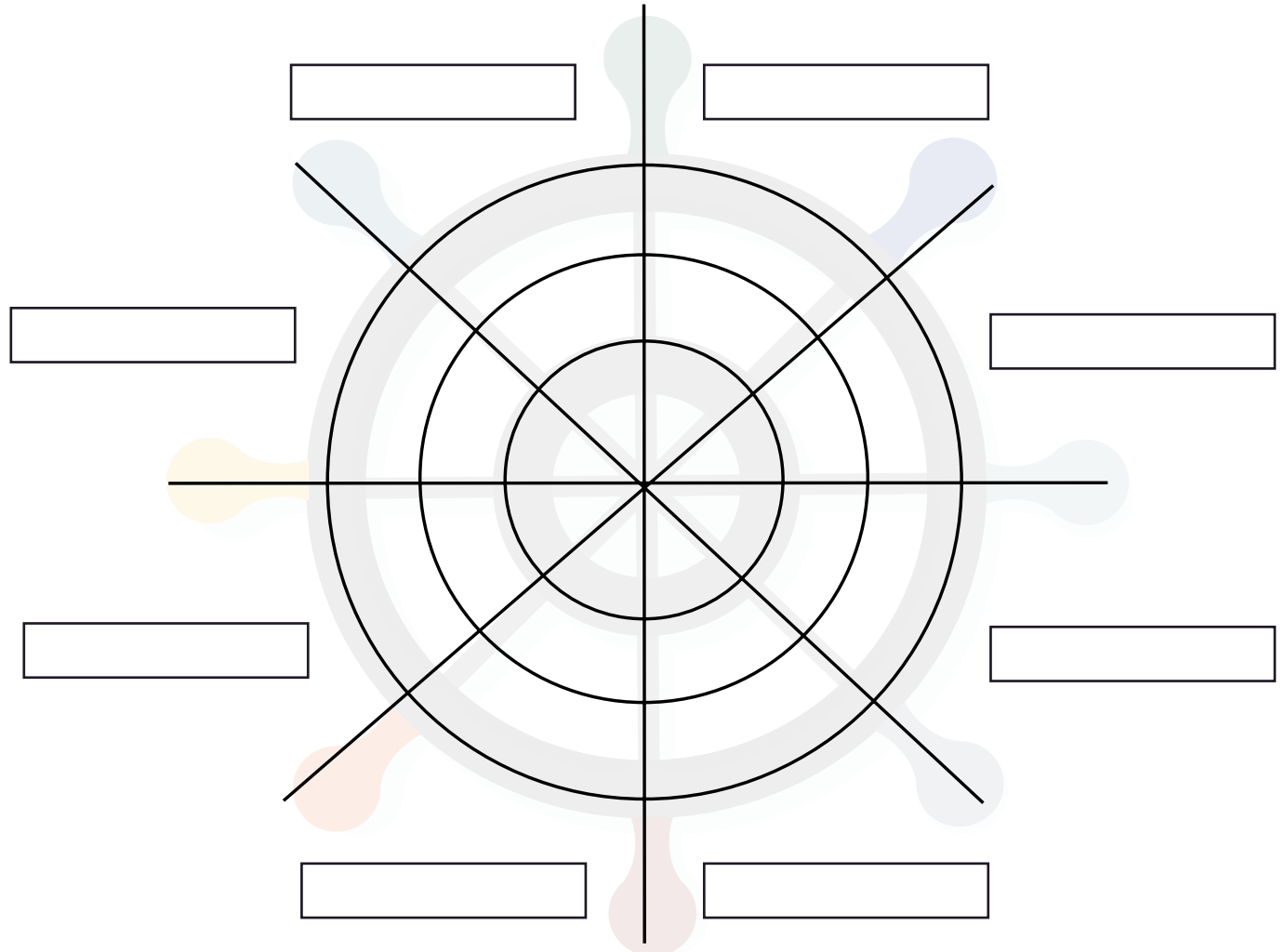
Date:

Phase:

Filled in by:

Roles & Definitions

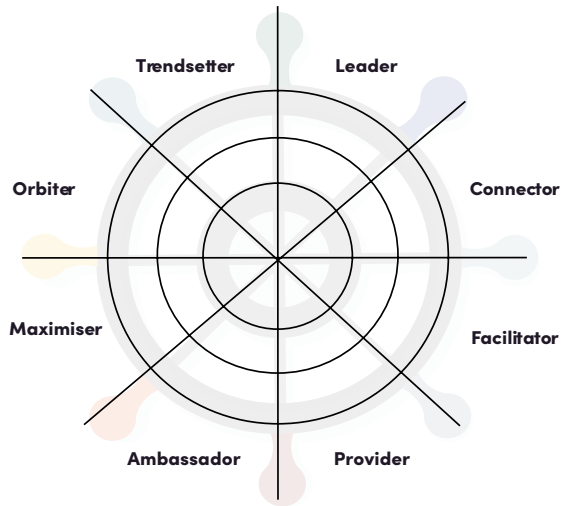
- 1.
- 2.
- 3.
- 4.
- 5.
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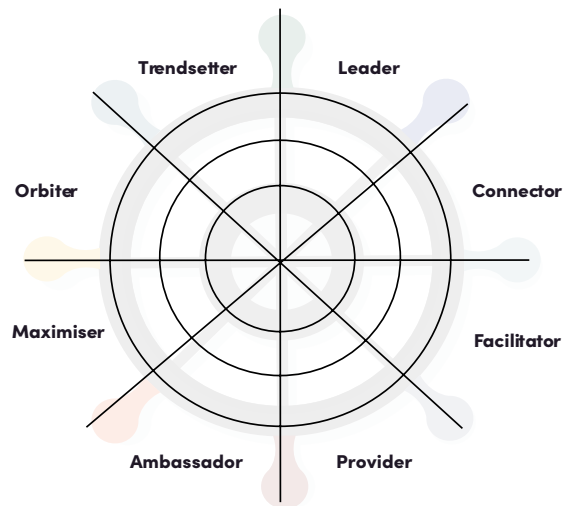
Instructions

If you want to change, merge, add, remove or redefine roles. Use this blank template. Make sure to provide a clear definition of each role new. You don't have to stick with 8.

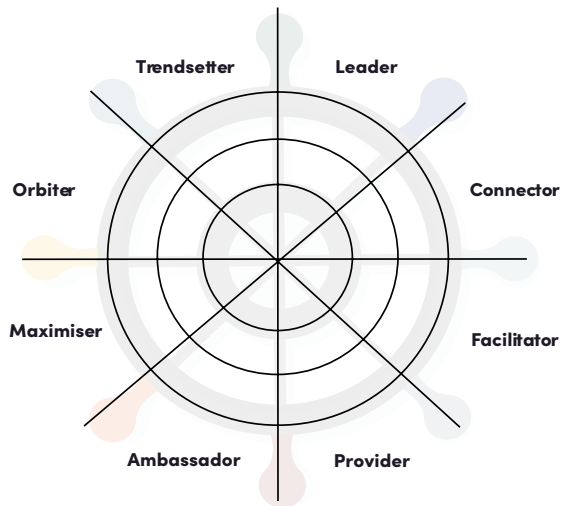
Role Evolution over Time



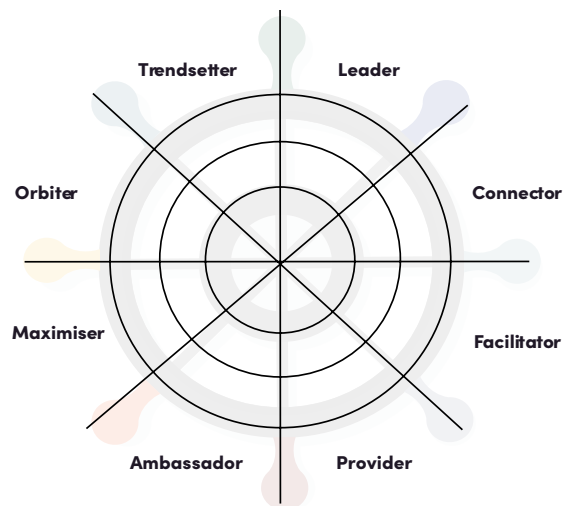
Project:
Date:
Phase:
Filled in by:
Notes:



Project:
Date:
Phase:
Filled in by:
Notes:



Project:
Date:
Phase:
Filled in by:
Notes:



Project:
Date:
Phase:
Filled in by:
Notes:

Instructions

If you use the Rudder multiple times, you can map your outcomes on one page to see the progress/ changes over time. Alternatively, you can compare how different roles are covered in various projects in your portfolio to identify capacity patterns.

Role Selection Schema

Do I have a mandate to work on achieve this project?

Yes / No

	I always do this	I do this often	I will work on this	I don't find this important	Explanation
1. LEADER					
1.1 Has soul in the game					
1.2 Includes SDGs/ Green Deal, etc.					
1.3 Composes a team & arrange resources					
1.4 Engages knowledge & resources					
2. CONNECTOR					
2.1 Involves stakeholders from academia, policy, business & society.					
2.2 Helps change, create & execute new policies					
2.3 Involves different government layers (local, regional, national, international)					
2.4 Works in a cross-sectoral, integral & interdisciplinary way					
3. FACILITATOR					
3.1 Turns ideas into usable documentation.					
3.2 Can coordinate grants / understands funding requirements.					
3.3 Documents stakeholder input and reflects different perspectives					
4. PROVIDER					
4.1 Finds & makes funding available					
4.2 Applies effectuation methods & techniques					
4.3 Outsources resources (human, capital & land)					
5. AMBASSADOR					
5.1 Lobby at the EU & National Government level					
5.2 Develop and makes use of bottom-up narratives					
5.3 Market lighthouse-projects (explain what it is)					
5.4 Organizes expositions & access to events/ forums					
6. MAXIMIZER					
6.1 Apply innovative monitoring & evaluation methods					
6.2 Includes projects in programs & broader mission (& visa versa)					
7. ORBITER					
7.1 Engages in multiverse networking					
7.2 Integrates internal and external value chains					
8. TRENDSETTER					
8.1 Responsible for trendsetting procurement					

Rudder Workshop Canvas

A one-page overview linking the selected opportunity, governance roles, stakeholder coalition, project concept and next steps.

Use this blank canvas to capture the results of the workshop. Fill in each section collectively and keep the wording concrete and action-oriented.

<p>1. PROJECT IDEA <i>What is the innovation idea selected for the workshop?</i></p>	<p>2. PROBLEM CONTEXT <i>What challenge does the project address?</i></p>	<p>3. TRANSITION POTENTIAL <i>Where could change accelerate?</i></p>	<p>4. STAKEHOLDER COALITION <i>Who should be involved?</i></p>																
<p>5. RUDDER GOVERNANCE ROLES <i>Who takes which role? Actors can hold multiple roles.</i></p> <table border="1"> <tr><td>Leader</td><td></td></tr> <tr><td>Connector</td><td></td></tr> <tr><td>Facilitator</td><td></td></tr> <tr><td>Provider</td><td></td></tr> <tr><td>Ambassador</td><td></td></tr> <tr><td>Maximizer</td><td></td></tr> <tr><td>Orbiter</td><td></td></tr> <tr><td>Trendsetter</td><td></td></tr> </table>	Leader		Connector		Facilitator		Provider		Ambassador		Maximizer		Orbiter		Trendsetter		<p>6. PROJECT STRUCTURE <i>How could the project be structured?</i></p>	<p>7. FUNDING AND PROGRAMMES <i>Which funding sources could be explored?</i></p>	<p>8. NEXT STEPS (3-6 MONTHS) <i>What should happen immediately after the workshop?</i></p>
Leader																			
Connector																			
Facilitator																			
Provider																			
Ambassador																			
Maximizer																			
Orbiter																			
Trendsetter																			

Worksheet Page 1

Use the boxes below to record key inputs during the workshop. Keep notes concise but specific enough to support follow-up action.

1. PROJECT IDEA

What is the innovation idea selected for the workshop?

- Project name or working title
 - Short description
 - Why this idea is being prioritised
-

2. PROBLEM CONTEXT

What challenge does the project address?

- Key issue
 - Why it matters now
 - Evidence or examples
-

Worksheet Page 2

Use the boxes below to record key inputs during the workshop. Keep notes concise but specific enough to support follow-up action.

3. TRANSITION POTENTIAL

Where could change accelerate?

- Momentum
 - Opportunity window
 - Drivers of change
-

4. STAKEHOLDER COALITION

Who should be involved?

- Public sector
 - Infrastructure
 - Economy
 - Civil society
 - Knowledge
 - External partners
-

Worksheet Page 3

Use the boxes below to record key inputs during the workshop. Keep notes concise but specific enough to support follow-up action.

5. RUDDER GOVERNANCE ROLES <i>Who takes which role? Actors can hold multiple roles.</i>		6. PROJECT STRUCTURE <i>How could the project be structured?</i>	
Leader		<ul style="list-style-type: none"> • Technical solution • Pilot site • Expected impact • Timeline <hr/>	
Connector			
Facilitator			
Provider			
Ambassador			
Maximizer			
Orbiter			
Trendsetter			

Worksheet Page 4

Use the boxes below to record key inputs during the workshop. Keep notes concise but specific enough to support follow-up action.

7. FUNDING AND PROGRAMMES

Which funding sources could be explored?

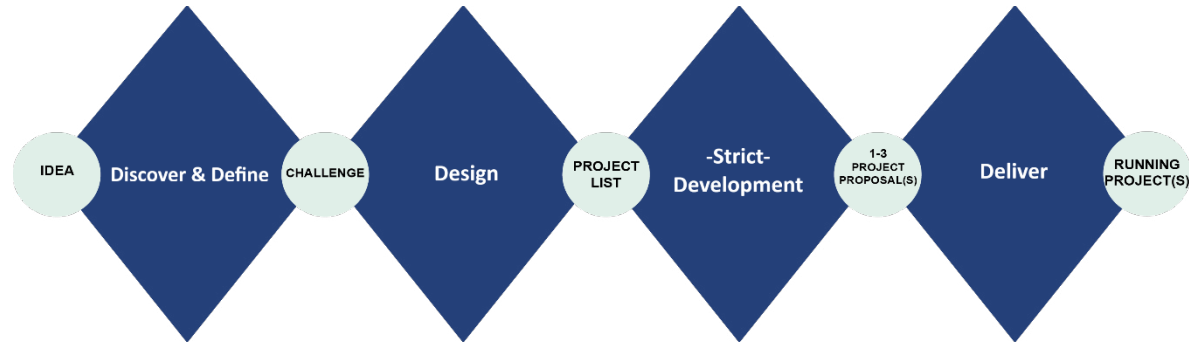
- EU programmes
 - National funds
 - Regional programmes
 - Public-private partnerships
-

8. NEXT STEPS (3-6 MONTHS)

What should happen immediately after the workshop?

- Immediate actions
 - Responsible actors
 - First timeline milestones
-

Design Thinking Process Map | Blank



0. Blank

Activities	Tools	Roles

Stage:

• **Project:**

• **Name:**

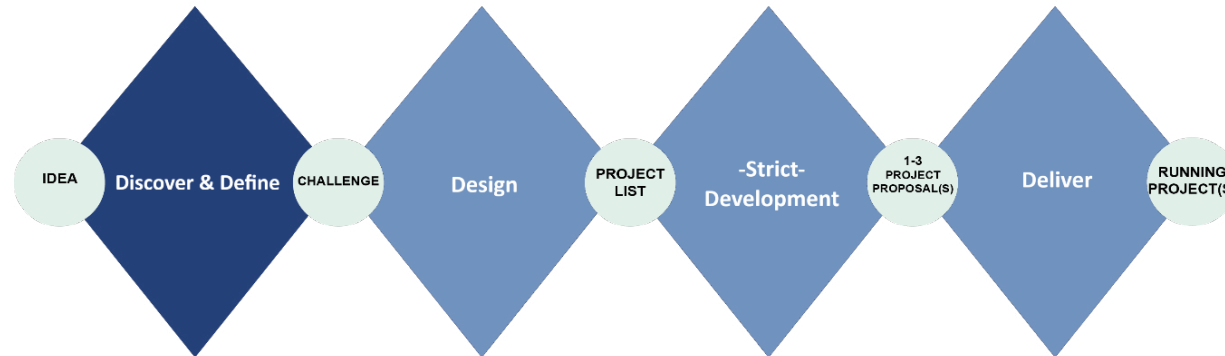
• **Date:**

• **Description:**

• **Activities:**

• **Roles:**

Design Thinking Process Map | Define & Discover

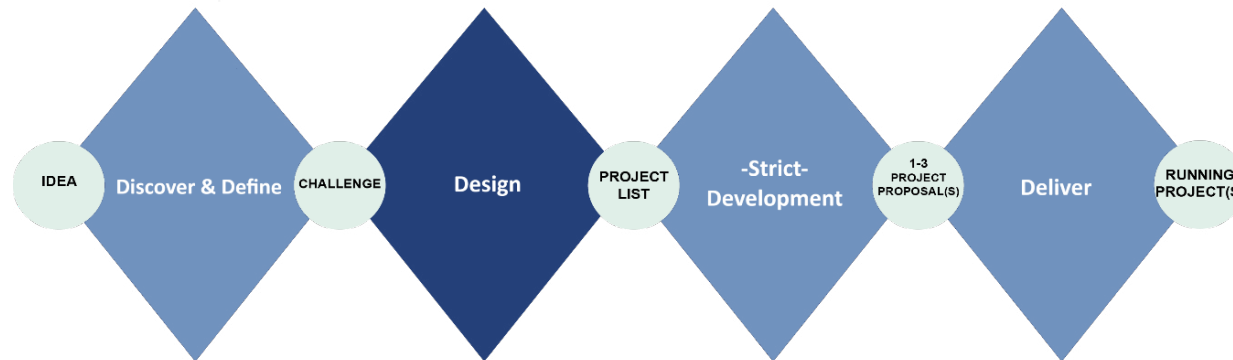


1. Discover & Define

In this combined initial phase, Transition Teams engage in deep exploration to unearth insights and define the project's direction. This phase is crucial for setting the foundation for impactful innovation.

Activities	Tools (Add yours)	Roles
<p>↳ Analyze context: Examining the current local situation and trends.</p>		<p>(1) The Leader (2) The Connector (4) The Provider (Add any others relevant to your project)</p>
<p>↳ Define your dream: Setting the long-term vision to ensure all following steps align with the "big picture." Start the Dream Mapper Tool (it will evolve over time - don't worry if parts stay blank. Keep building on it throughout the process)</p>	Dream Mapper	
<p>↳ Identify local challenges: Pinpointing the specific obstacles that stand in the way of the dream.</p>		
<p>↳ Map stakeholder landscape: Identifying everyone who needs to be involved or is affected.</p>		

Design Thinking Process Map | Design

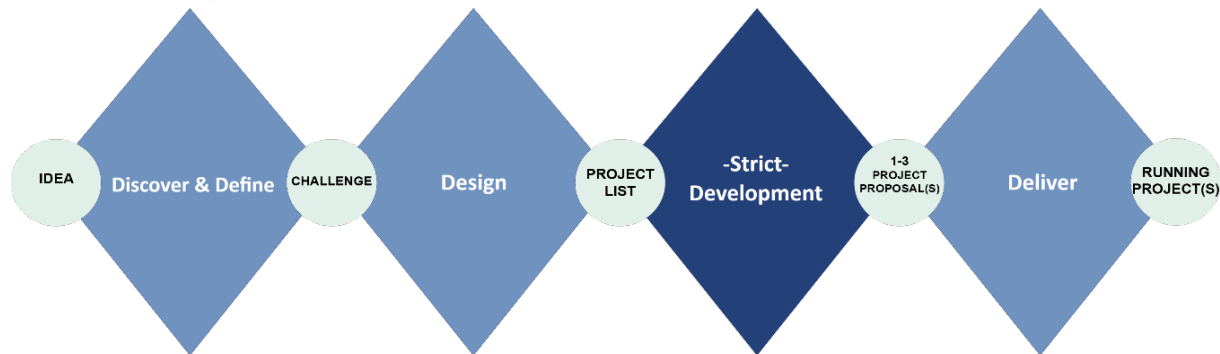


2. Design

Transitioning to the Design phase, teams shift towards creative ideation and conceptualization, informed by the insights gathered earlier. This stage is pivotal for crafting innovative solutions through:

Activities	Tools (Add yours)	Roles
<p>↳► TIPPING Workshop (optional): Using the TIPPING tool to generate bottom-up innovation ideas and recruit new partners into the Transition Team.</p>	TIPPING Guide	<p>(3) The Facilitator (Add any others relevant to your project)</p>
<p>↳► Generate innovation ideas: Brainstorming a wide array of potential solutions.</p>	Ideation Workshop (e.g TIPPING)	
<p>↳► Select Promising concepts: Filtering the best ideas to move forward. The team remains flexible, adding members who have a direct stake in these specific concepts.</p>		
<p>↳► Funding Scan: Review possible funding avenues.</p>		

Design Thinking Process Map | Development

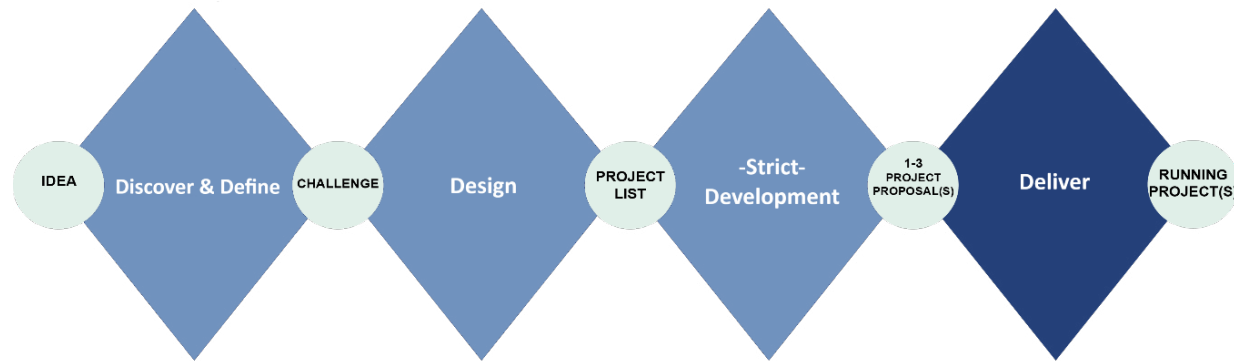


3. Development

In the Strict Development phase, the project enters a more rigorous and focused stage of turning ideas into reality. This phase emphasizes:

Activities	Tools (Add yours)	Roles
<p>↳ Rudder workshop & Role allocation: This is where the formal Transition Team is structured. Allocate roles using the Rudder Wheel to ensure the team matches the specific requirements of the project list.</p>	Rudder Wheel & Workshop Templates	<p>(7) The Orbiter (8) The Trendsetter (Add any others relevant to your project)</p>
<p>↳ Align Funding: Match the projects to the right funding streams.</p>		
<p>↳ Build Consortium(s): Formalize the group of partners needed to execute the project</p>		
<p>↳ Design Governance: Define how the team will work together and make decisions.</p>		
<p>↳ Develop Project Concept(s): Solidify the detailed plans and prepare 1-3 project proposals.</p>		

Design Thinking Process Map | Deliver



4. Deliver

Finally, the Deliver phase is where the project is fully implemented and its impact is realized.

Activities	Tools (Add yours)	Roles
<p>↳ Finalize & submit project proposal(s): Complete the formal application process for funding.</p>		<p>(5) The Ambassador (6) The Maximiser</p>
<p>↳ Pilot Projects: Start the initial "doing" phase (e.g., launch a pilot to test the concept).</p>		<p>(Add any others relevant to your project)</p>



Role 1: The Leader

→ **Focus:** Do the right thing.

The Leader drives societal innovation by setting the vision, inspiring teams, and guiding the design thinking process. Committed to success, they make ethical decisions, co-design solutions, and align projects with sustainability goals. They leverage diverse technologies, build skilled teams, stay informed, anticipate challenges, and promote the benefits of transitioning to new systems.

Phase:	_____	Strengths:	_____
	_____		_____
Name:	_____		_____
	_____		_____
Reason for Selection:	_____		_____
	_____		_____
	_____		_____
	_____		_____
Strengths (Current):	_____		_____
	_____		_____
	_____		_____
	_____		_____



Role 2: The Connector

→ **Focus:** Collaborate across sectors and disciplines.

The Connector links stakeholders in societal innovation projects, connecting academia, industry, government, and civil society. They enhance communication, engage opinion-makers, align policymaking with execution, and coordinate across government levels. They also promote collaboration across sectors and disciplines to address complex challenges.

Phase: <hr/>	Strengths (to build) <hr/>
Name: <hr/>	<hr/>
Reason for Selection: <hr/> <hr/> <hr/>	To-Do's for this phase: <hr/> <hr/> <hr/>
Strengths (Current): <hr/> <hr/> <hr/>	<hr/> <hr/> <hr/>



Role 3: The Facilitator

→ **Focus:** Create an environment for innovation to thrive.

The Facilitator builds an environment that supports innovation, encourages creativity, and fosters collaboration. They provide the resources needed for experimentation and guide projects using a systematic design thinking approach. The Facilitator also creates spaces for stakeholder interaction and supports unconventional methods to achieve breakthrough results.

Phase: <hr/>	Strengths (to build) <hr/>
Name: <hr/>	<hr/>
Reason for Selection: <hr/> <hr/> <hr/>	To-Do's for this phase: <hr/> <hr/> <hr/>
Strengths (Current): <hr/> <hr/> <hr/>	<hr/> <hr/> <hr/>



Role 4: The Provider

→ **Focus:** Secure and share resources.

The Provider ensures innovation projects have the necessary resources by offering tailored funding, including seed funding, at the outset. They share the best national and international practices and innovative techniques to improve project efficiency. The Provider also facilitates the use of systematic methods and encourages collaboration to mobilize diverse resources and capabilities.

Phase:		Strengths (to build)	
Name:			
Reason for Selection:		To-Do's for this phase:	
Strengths (Current):			



Role 5: The Ambassador

→ **Focus:** Advocate for wide-scale innovation.

The Ambassador promotes innovation projects to policymakers, investors, and the public. They use storytelling, marketing, and networking to raise awareness, generate support, and highlight the value of innovation. The Ambassador lobbies at EU and national levels, crafts grassroots narratives, markets key projects, and organizes events to showcase and connect innovative ideas.

Phase:		Strengths (to build)
Name:		
Reason for Selection:		To-Do's for this phase:
Strengths (Current):		



Role 6: The Maximiser

→ **Focus:** Leverage innovation for maximum impact.

The Maximizer ensures innovation projects have lasting effects by integrating and leveraging their outcomes into broader programs and policies. They use innovative methods to measure success and scalability. By aligning projects with government missions, they embed innovation into the strategic agenda. They also develop internal expertise to sustain and maximize these benefits over time.

Phase: <hr/>	Strengths (to build) <hr/>
Name: <hr/>	<hr/>
Reason for Selection: <hr/> <hr/> <hr/>	To-Do's for this phase: <hr/> <hr/> <hr/>
Strengths (Current): <hr/> <hr/> <hr/>	<hr/> <hr/> <hr/>



Role 7: The Orbiter

→ **Focus:** Connect relevant networks.

The Orbiter brings together networks, from local to international, to enhance societal innovation projects. They actively participate in these networks, aligning them with the project's goals and combining internal and external value chains to create new opportunities. Orbiters also engage in conventions and meetings to explore funding possibilities, ensuring that projects have the resources needed to succeed.

Phase: <hr/>	Strengths (to build) <hr/>
Name: <hr/>	<hr/>
Reason for Selection: <hr/> <hr/> <hr/>	To-Do's for this phase: <hr/> <hr/> <hr/>
Strengths (Current): <hr/> <hr/> <hr/>	<hr/> <hr/> <hr/>



Role 8: The Trendsetter

→ **Focus:** Engage early with procurement innovators.

The Trendsetter plays a key role in driving innovation in procurement by engaging with pioneers and startups early in the process. They identify emerging trends, technologies, and solutions that address societal challenges. By incentivizing innovation, they encourage suppliers to develop cutting-edge solutions, offering financial incentives, longer-term contracts, and support in overcoming regulatory obstacles.

Phase:		Strengths (to build)	
	<hr/>		<hr/>
Name:			
	<hr/>		<hr/>
Reason for Selection:		To-Do's for this phase:	
	<hr/>		<hr/>
	<hr/>		<hr/>
	<hr/>		<hr/>
Strengths (Current):			
	<hr/>		<hr/>
	<hr/>		<hr/>
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Leader

- 1. **Soul in the Game**
- 2. Green Deal/ SDG/ Backcasting Focus
- 3. Organization of Team & Start Resources
- 4. Continuous Strengthening of Knowledge



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Connector

- 1. **Connects Quintuple Helix Stakeholders & Opinion Leaders**
- 2. Considers & assesses Project Execution Feasibility & Progress
- 3. Interconnects Various Policy Levels
- 4. Stimulates cross-sectoral & interdisciplinary Approach



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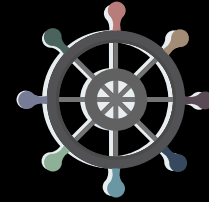
Facilitator

- 1. Translates ideas into usable documentation**
- Captures diverse stakeholder thoughts
- Understands content matter
- Knows how to work the regulatory & grant field



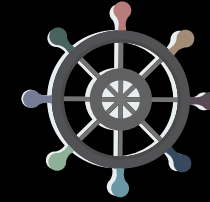
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Provider

- 1. Provides direct or indirect seed funding**
- Shares best practices
- Brings in methods, tools, and techniques
- Shares resources



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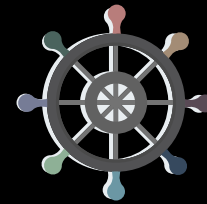
Ambassador

1. Lobbies activities at national & EU level
2. Narrates and tells a story
3. Markets "lighthouse" projects
4. Organises expositions & invites for events



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Maximiser

1. **Monitors impact**
2. Looks for upscale possibilities
3. Fits the project in a program and/or vision & mission
4. Creates an internal knowledge unit



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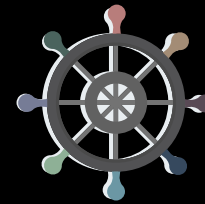
Orbiter

- 1. **Connects the project ecosystem with new/ other relevant networks**
- 2. Participates actively in networks
- 3. Combines external & internal value chains
- 4. Participates in meetings on funding possibilities



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Trendsetter

- 1. **Spots emerging trends early**
- 2. Engages innovators and startups
- 3. Incentivizes innovation
- 4. Helps navigate regulations



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