

# Anticipatory approaches in policymaking and governance: insights from OECD project LIMinal in Lithuania

INTERNATIONAL CONFERENCE DEVELOPMENT PROSPECTS FOR THE  
FUTURES ECOSYSTEM IN LITHUANIA

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# Topics I will cover

1

About the LIMinal project

4

Highlights from focus group on institutionalizing anticipation in Lithuania

2

Rationale for anticipatory governance and key challenges in institutionalisation

5

Highlights from survey of Lithuanian civil servants on futures perspectives

3

Highlights of OECD findings from Lithuania assessment

6

Closing remarks and Q&A

# Meet the OECD anticipatory governance team



Angela  
Hanson



Rodrigo  
Dal Borgo



Daniel  
Bengtsson



Julia  
Staudt



Jack  
Orlik



Piret  
Tonurist



Bruno  
Monteiro



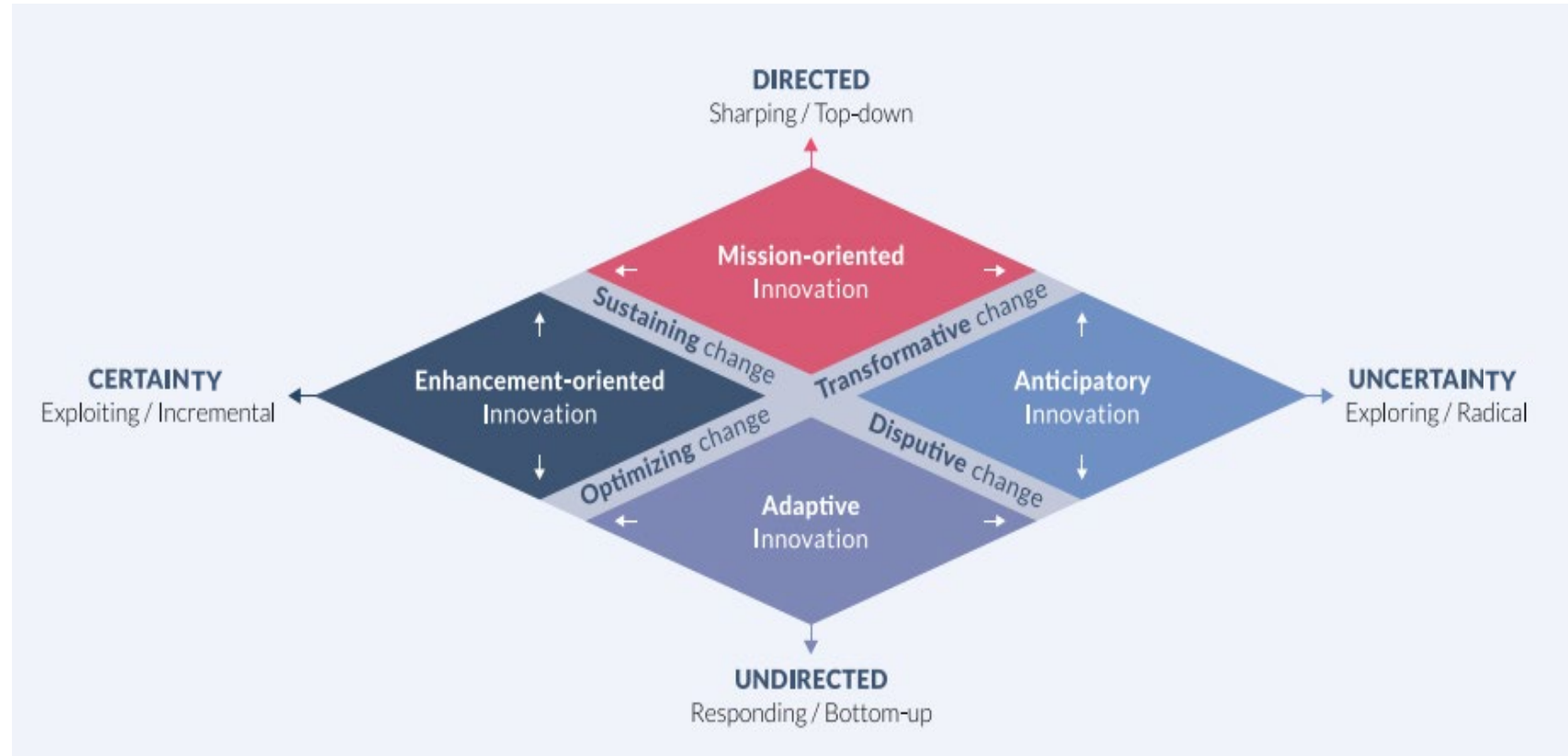
Marco  
Daglio

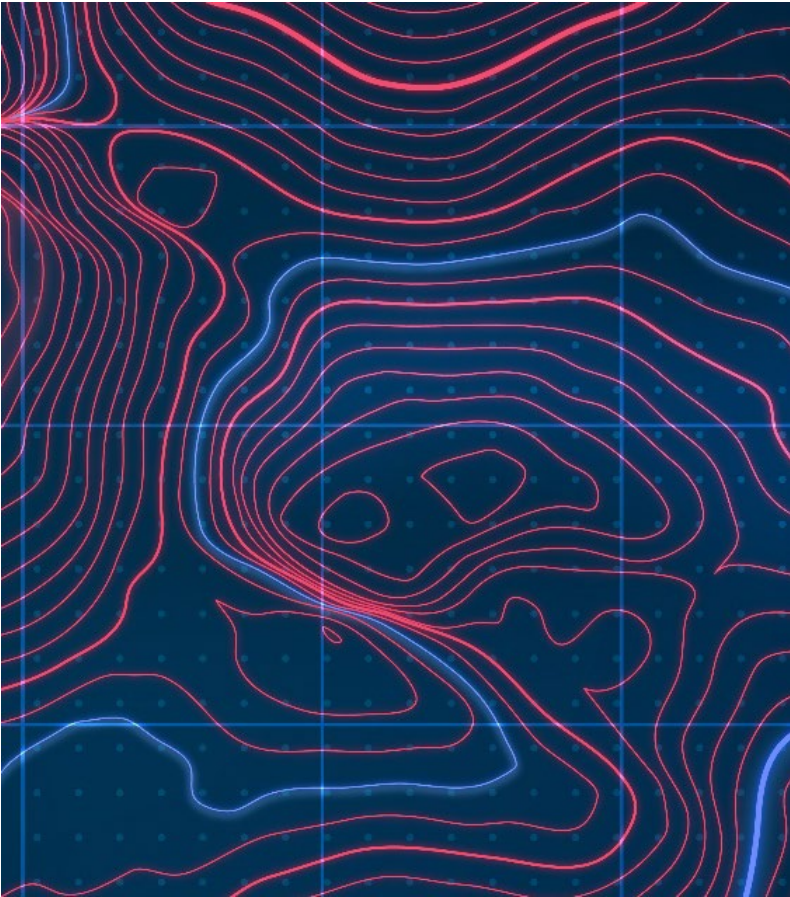


Joaquin  
Collao



# Innovation for different public purposes





**The ability to constantly  
perceive, make sense of,  
and act on the future in  
the present**

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Strategic foresight

# **[DRAFT] OECD Good practice principles for the application of anticipatory approaches**



Leadership  
and political  
commitment



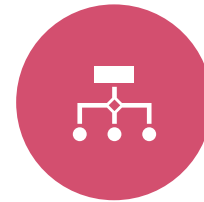
Sufficient  
and  
appropriate  
capabilities



Diverse and  
high-quality  
anticipatory  
intelligence



Transparent  
and inclusive  
sense-making  
processes



Suitable  
governance  
structures for  
anticipatory  
action



Continual  
development  
through  
coordination  
within and  
across  
governments

\*\*\* Contact Angela if you are interested in participating in further development of the OECD principles\*\*\*



# FORESIGHT PRACTICE

"In 2030, the process of **globalisation** has **stagnated** as opposing forces have gained the upper hand, including in the politics of many countries..."



"High levels of immigration due to political instability could drive up **domestic tension** in OECD states."—2009



"A **future pandemic** could be immensely disruptive [...] how would education systems balance the need to bring students and teachers together in spite of the possible risk of infection?"—2019



...Belief in the benefits of international cooperation and of an international market economy has gradually diminished. In many cases people [...] **no longer trust their "own" state**; in many countries as a result there is political and **social division** and unrest."—2010



"Welcome to the **metaverse** of 2035, an interconnected virtual platform where the majority of all human interaction, for business or leisure, now takes place."—early 2021

"The **global pandemic** of 2023 dramatically **reduced global travel** in an effort to contain the spread of the disease, contributing to the slowing of global trade and decreased productivity."—2017



# THE IMPACT GAP

# POLICY ACTION

Policies

Strategies

Regulations

Partnerships

Common standards

Early warning systems

Infrastructure

Fiscal incentives

Public consultations

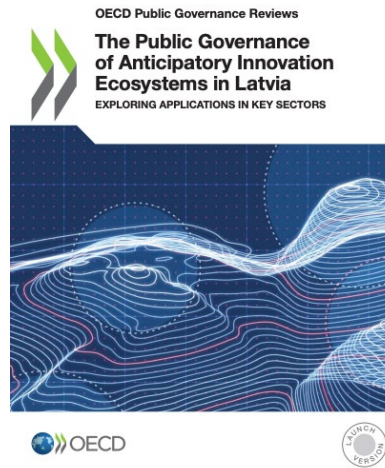
Research funding

...etc



# OECD publications

# anticipatory innovation governance



**Latvia**

[oe.cd/il/4R8](https://oe.cd/il/4R8)



**Finland**

[oe.cd/il/FinlandAIG](https://oe.cd/il/FinlandAIG)



**Slovenia**

[oe.cd/talentSLO](https://oe.cd/talentSLO)



**AIG Short brief**

[oe.cd/AIG-brief](https://oe.cd/AIG-brief)



**AIG Full brief**

[oe.cd/il/AIG-full](https://oe.cd/il/AIG-full)

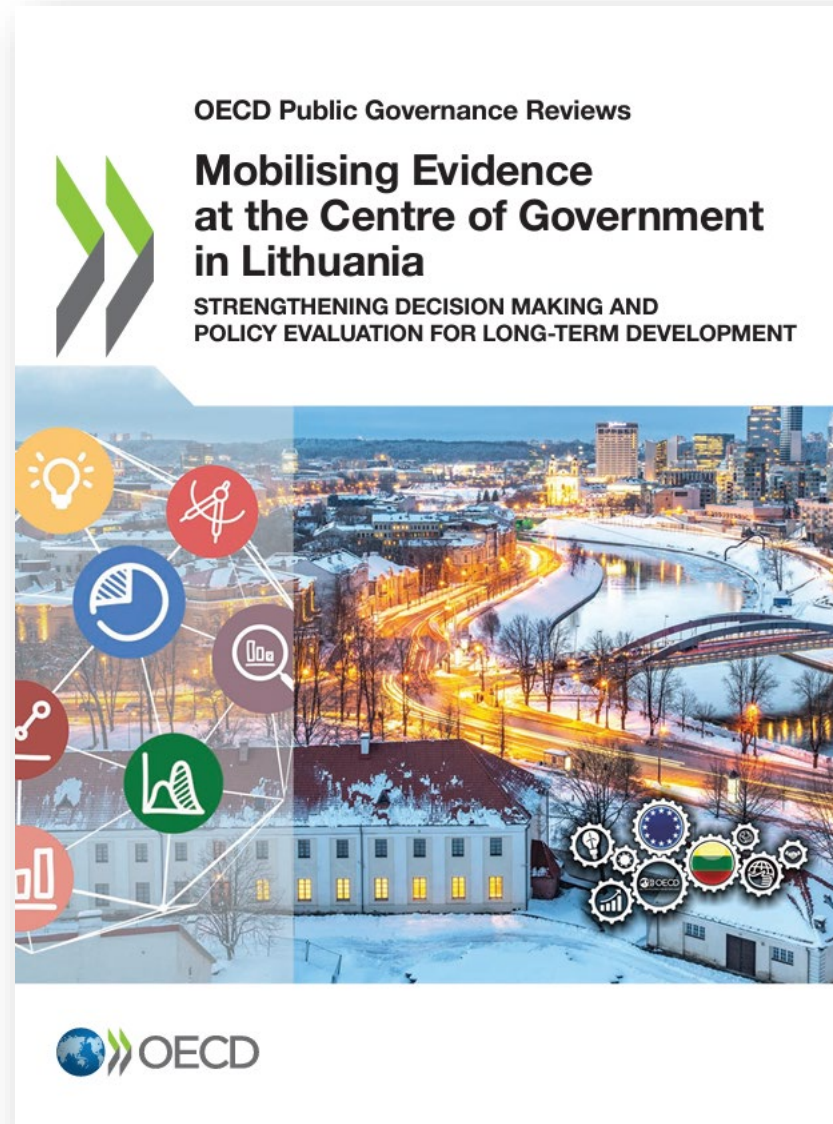


**Ireland**

[oe.cd/sfIRE](https://oe.cd/sfIRE)



# OECD publications - evidence- informed policymaking

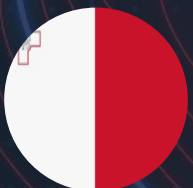


Situates strategic foresight as a core part of strengthening the government's analytical capacity



# What is LIMinal?

LIMinal is an 18-month multi-country project which seeks to **strengthen strategic foresight and anticipatory governance practices in the public sector** in Lithuania, Italy, and Malta. It is funded by the European Commission with OECD providing technical support.



- Provide civil servants and institutions with the tools, knowledge and skills to strengthen their capacity to develop and successfully implement policy; and
- Strengthen government's role in integrating strategic foresight into governance structures as well as contributing to better design and implementation of public policies
- Cross-context comparison, adding to richness in analysis and broader advice to other countries
- Practice-based approaches and demonstration projects
- Peer exchange to build links and support on the collective reform journeys



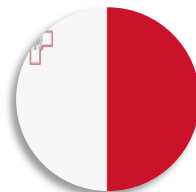
# Country Partners



- **Government Strategic Analysis Centre**  
Vyriausybės Strateginės Analizės Centras (STRATA)
- **Office of the Government**



**National School of Administration**  
Scuola Nazionale dell'Amministrazione (SNA)



**Office of the Prime Minister**  
Uffiċċju tal-Prim Ministru



# Project Outputs

- |   |  |            |
|---|--|------------|
| 1 | Assessment of existing institutional setup, futures literacy, and anticipatory practices | Individual |
| 2 | Action plan on the institutional set-up of anticipatory governance                       | Individual |
| 3 | Advice on the creation and upkeep of communities of practice                             | Joint      |
| 4 | Proposal of curricula for a capacity building programme                                  | Joint      |
| 5 | Capacity-building workshops  | Joint      |
| 6 | Implementation support to integrate practices into ongoing programmes and functions      | Joint      |
| 7 | Final report and closing conference (October 2024)                                       | Joint      |



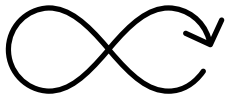
# LIMinal: Overall research questions

How can governments strengthen their capacities to implement strategic foresight and anticipatory innovation in the public sector?

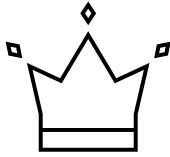
Supporting questions:

- ***What is*** the current institutional framework, in terms of setup, capabilities, and practices? What are the challenges to deploying and improving?
- ***How might*** capacity building be employed to address challenges and skills needs?
- ***How might*** communities of practice support in providing experience, capability and expertise to address challenges?
- ***What could be*** the best next steps to implement to overcome challenges?





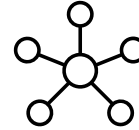
Enabling  
mechanisms for  
continuity



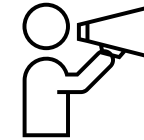
Establishing  
and upholding  
foresight  
legitimacy



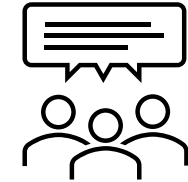
Building  
institutional  
culture for  
proactivity



Establishing  
foresight  
networks and  
partnerships



Enhancing  
communicative  
action with  
foresight



Incorporating  
public interest  
and participation  
with foresight

# 6

## Levers for foresight in Lithuania and framework for assessment





How do I “institutionalise”  
strategic foresight and  
anticipation in my  
government?



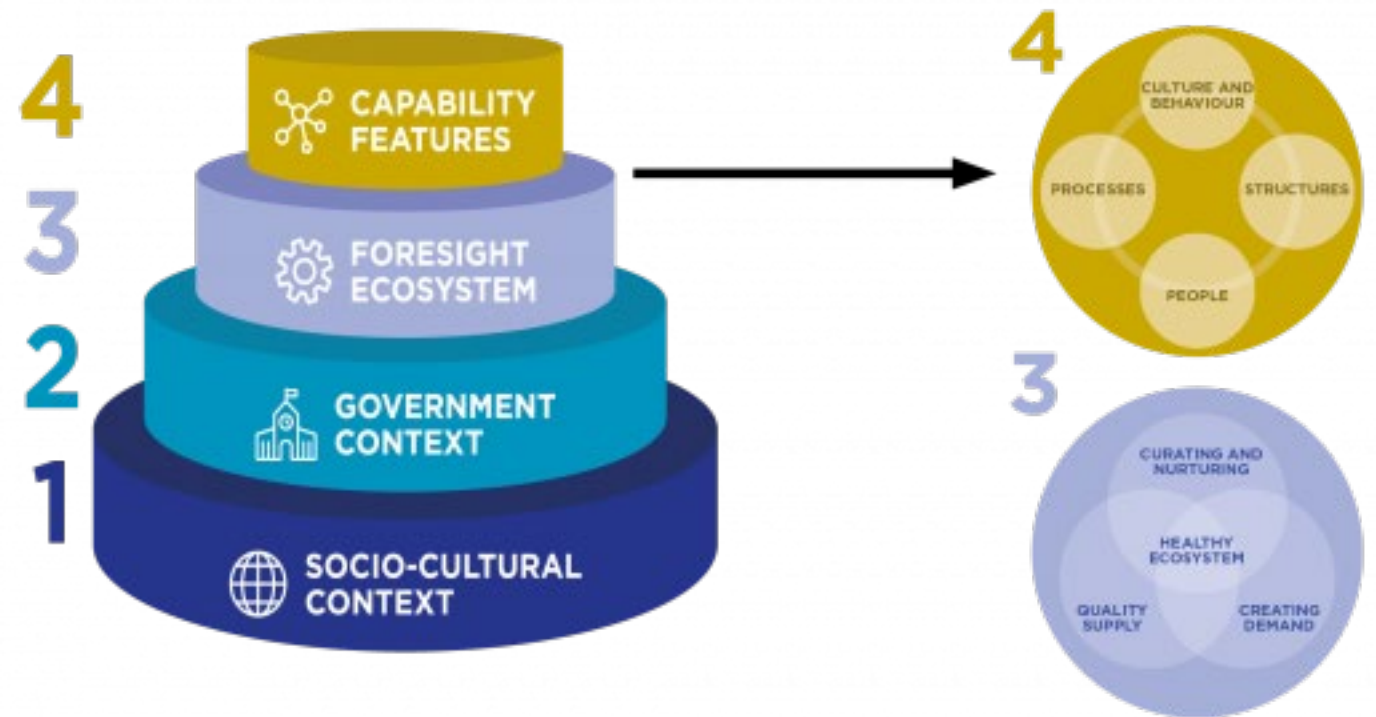
# Many conceptual frameworks exist




Source: OECD



# Many conceptual frameworks exist



**Figure 1. An ecosystems approach to foresight.** The foresight ecosystem (light blue) is nested in the government and socio-cultural contexts. This ecosystem is enabled through a set of capability features that can be considered at all levels: at the system level, the department, team or individual levels, to help build and sustain the foresight ecosystem.



# Governments still needed answers to very practical questions:

1. How do we **build upon** the governance/ institutional structures that we already have?
2. Which structures are most relevant for anticipation for us and **our purposes**?
3. Where are **current main functions** already being carried out? Where is there **existing potential**?
4. Which **specific functions for anticipation** are happening already? Where is there potential?
5. How might specific functions have **more or less impact**?
6. Where **should we invest** our limited time and resources to build capacity?



# So we...

1

**ANALYSED  
GLOBAL CASES**

2

**DIFFERENTIATED  
AND DISSOCIATED  
STRUCTURES  
FROM FUNCTIONS**

3

**DESIGNED AN  
ACTIVITY FOR  
DIVING INTO THE  
MESSY OPTIONS**

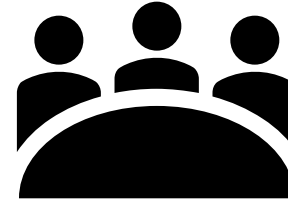


The background of the slide is a contour plot with a dark blue background. It features a grid of red and blue lines representing contours of a function. The red lines are more numerous and form a dense pattern, while the blue lines are fewer and more widely spaced. The contours are irregular and wavy, suggesting a complex function. The text is centered over this pattern.

# Global analysis of main structures and functions



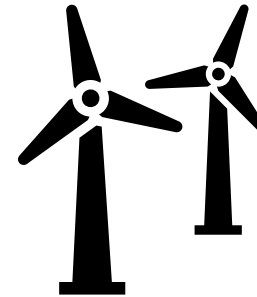
# Structures for the institutionalization of anticipation and strategic foresight



Council



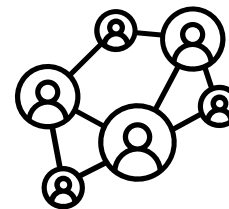
Regional Unit



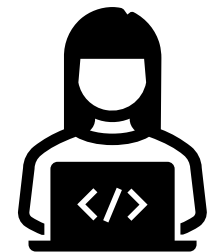
Sectorial Unit



Centre of  
Government

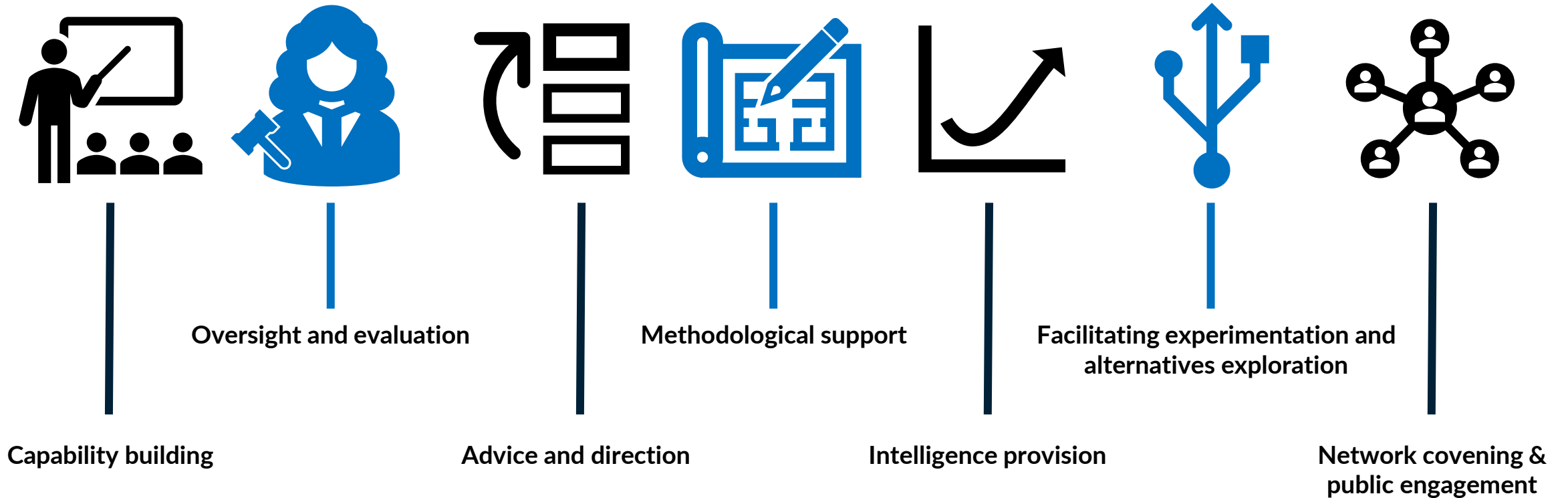


Network



Government  
Agency

# Main functions based on global review





# Centralised vs Decentralised? It depends...



**Singapore**  
Centralised



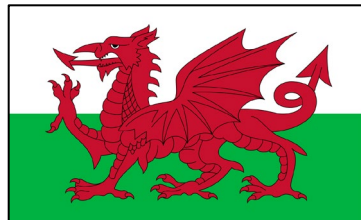
**Netherlands**  
Decentralised



**Finland**  
Ecosystem/combination

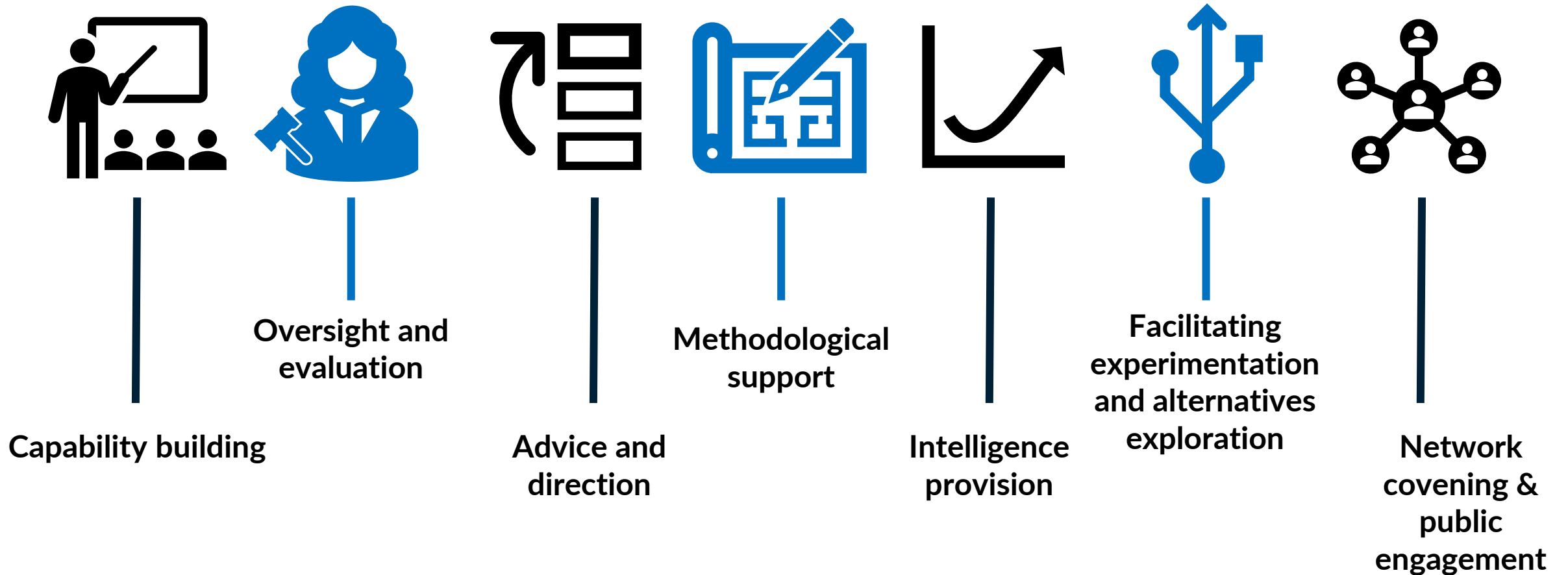


**Canada**  
Central organisation



**Wales**  
Combination centralised and decentralised

# What is the right mix and who contributes?





# In Italy





# In Malta





# In Lithuania

2 February 2024

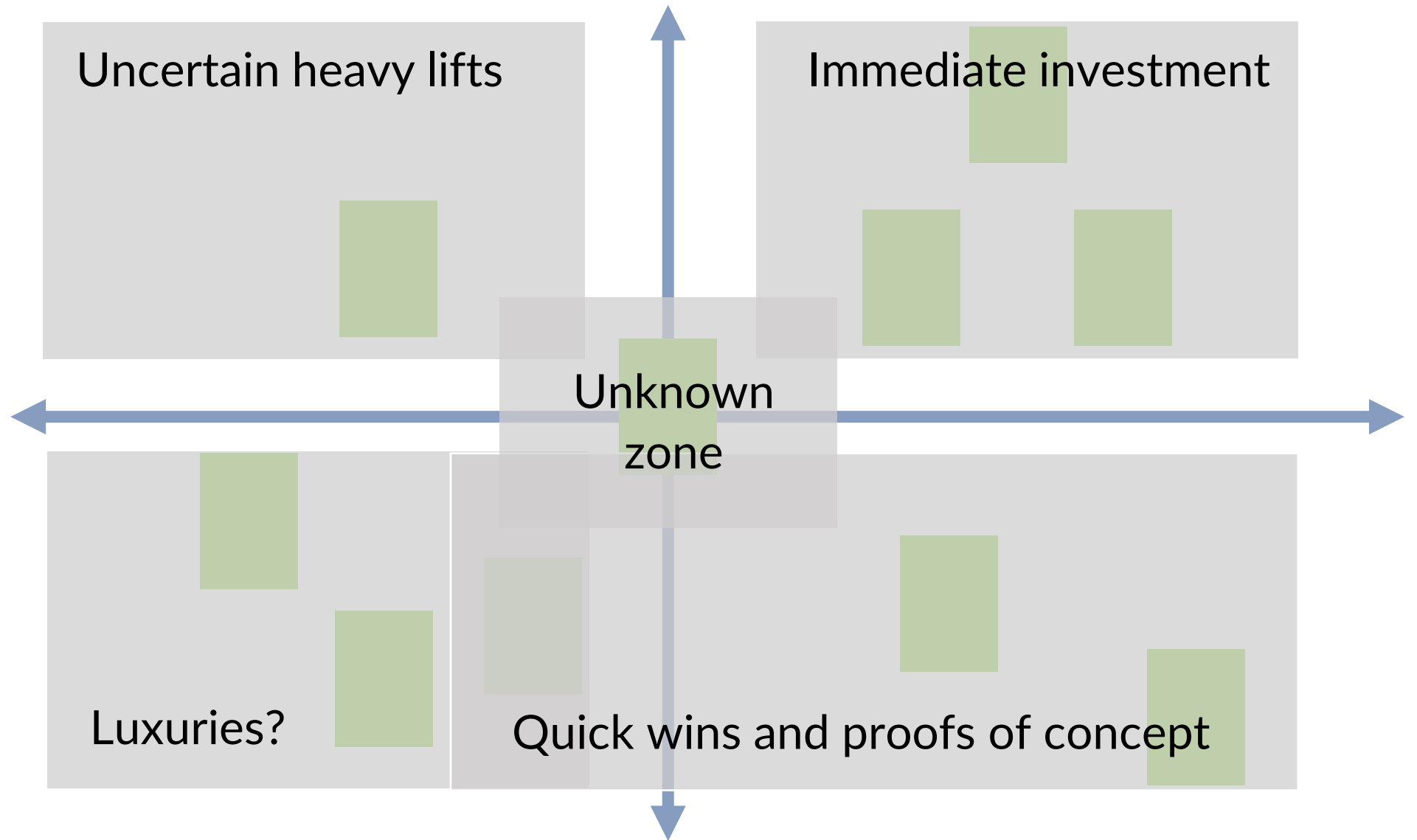


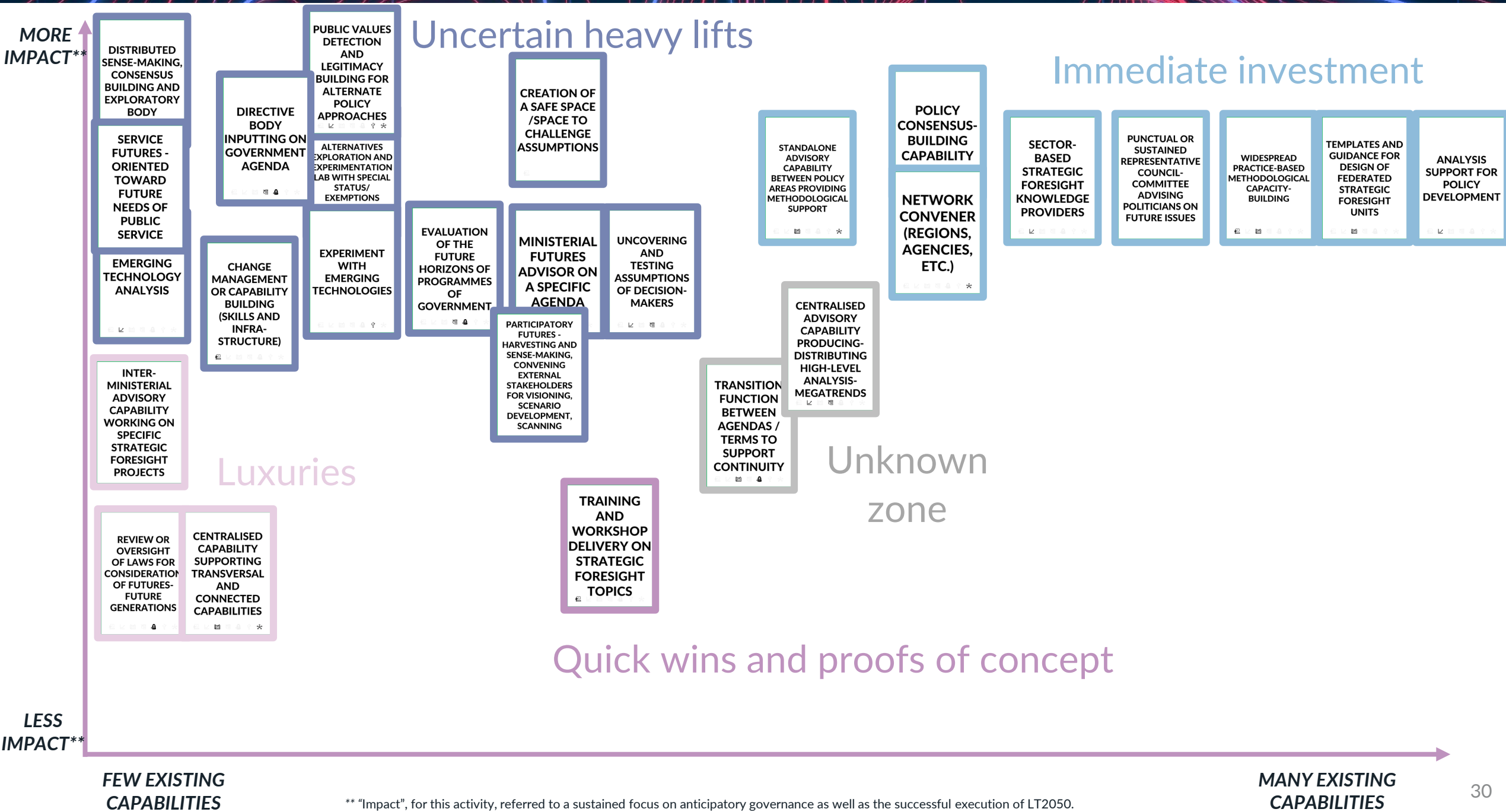


# Building a portfolio of action



**Getting  
to  
action...**

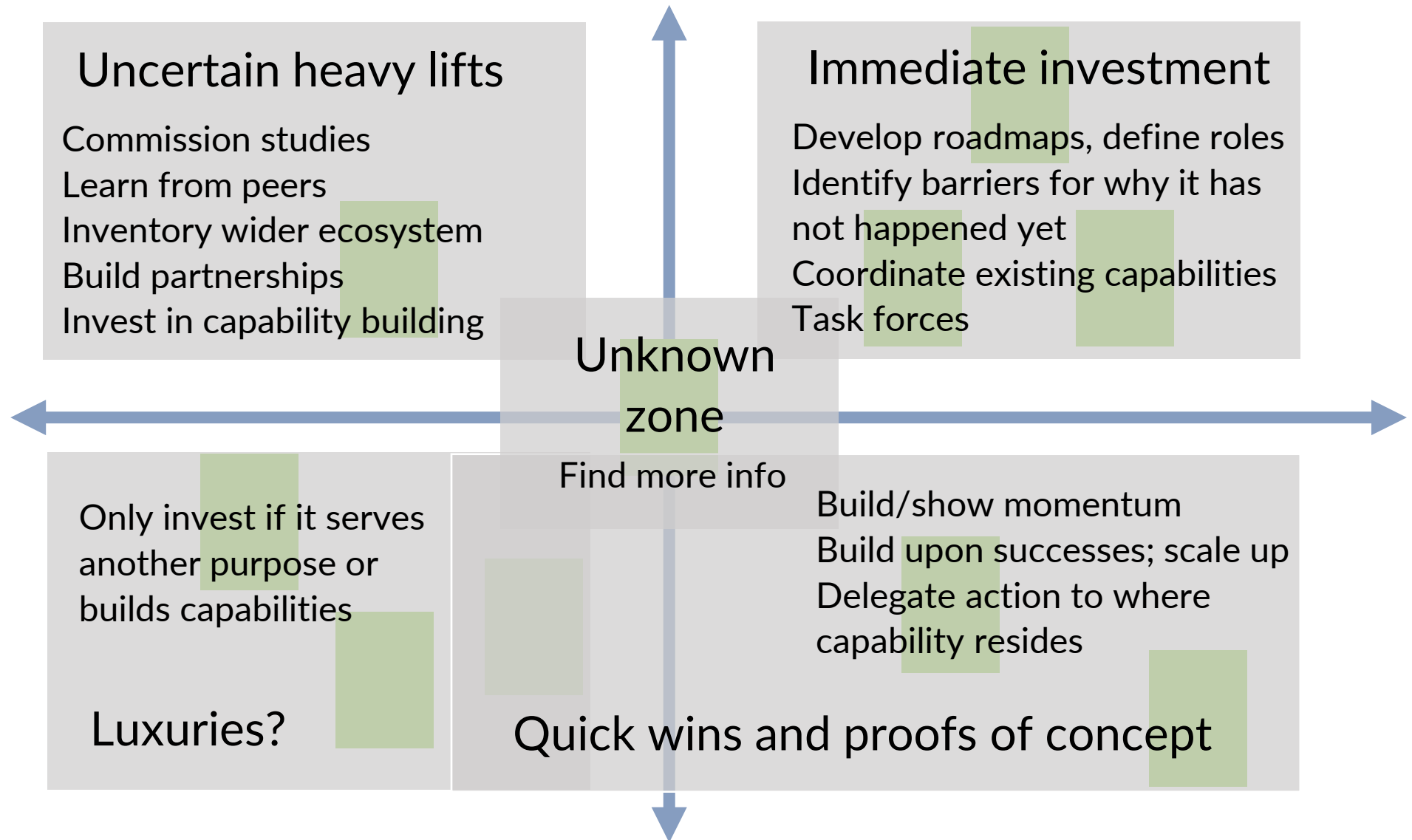




\*\* "Impact", for this activity, referred to a sustained focus on anticipatory governance as well as the successful execution of LT2050.



# Getting to action...



Portfolio area	Options for action	Related functions identified by White Book group
Immediate investment	<ul style="list-style-type: none"> <li>• Develop roadmaps, define roles</li> <li>• Identify barriers for why it has not happened yet</li> <li>• Coordinate existing capabilities</li> <li>• Establish task forces</li> </ul>	<ul style="list-style-type: none"> <li>• Standalone advisory capability between policy areas providing methodological support</li> <li>• Network convener (regions, agencies, etc.)</li> <li>• Policy consensus-building capability</li> <li>• Sector-based strategic foresight knowledge providers</li> <li>• Punctual or sustained representative council/committee advising politicians on future issues</li> <li>• Widespread practice-based methodological capacity-building</li> <li>• Templates and guidance for design of federated strategic foresight units</li> <li>• Analysis support for policy development</li> </ul>
Uncertain heavy lifts	<ul style="list-style-type: none"> <li>• Commission studies</li> <li>• Learn from peers</li> <li>• Inventory wider ecosystem</li> <li>• Build partnerships</li> <li>• Invest in capability building</li> </ul>	<ul style="list-style-type: none"> <li>• Distributed sense-making, consensus building and exploratory body</li> <li>• Service futures - oriented toward future needs of public service</li> <li>• Emerging technology analysis</li> <li>• Directive body inputting on government agenda</li> <li>• Change management or capability building (skills and infrastructure)</li> <li>• Public values detection and legitimacy building for alternate policy approaches</li> <li>• Alternatives exploration and experimentation lab with special status/exemptions</li> <li>• Experiment with emerging technologies</li> <li>• Evaluation of the future horizons of programmes of government</li> <li>• Creation of a safe space / space to challenge assumptions</li> <li>• Ministerial futures advisor on a specific agenda</li> <li>• Participatory futures - harvesting and sense-making, convening external stakeholders for visioning, scenario development, scanning</li> <li>• Uncovering and testing assumptions of decision-makers</li> </ul>
Quick wins and proofs of concept	<ul style="list-style-type: none"> <li>• Build and show momentum</li> <li>• Build upon successes; scale up</li> <li>• Delegate action to where capability resides</li> </ul>	<ul style="list-style-type: none"> <li>• Training and workshop delivery on strategic foresight topics</li> </ul>
Luxuries	<ul style="list-style-type: none"> <li>• Only invest if it serves another purpose or builds important capabilities</li> </ul>	<ul style="list-style-type: none"> <li>• Inter-ministerial advisory capability working on specific strategic foresight projects</li> <li>• Review or oversight of laws for consideration of futures/future generations</li> <li>• Centralised capability supporting transversal and connected capabilities</li> </ul>
Unknown zone	<ul style="list-style-type: none"> <li>• Seek more information</li> </ul>	<ul style="list-style-type: none"> <li>• Centralised advisory capability producing/distributing high-level analysis/megatrends</li> <li>• Transition function between agendas / terms to support continuity</li> </ul>



# Preliminary results – Lithuania survey of civil servants on futures perspectives

Observatory for Public Sector Innovation

April 2024 | OECD

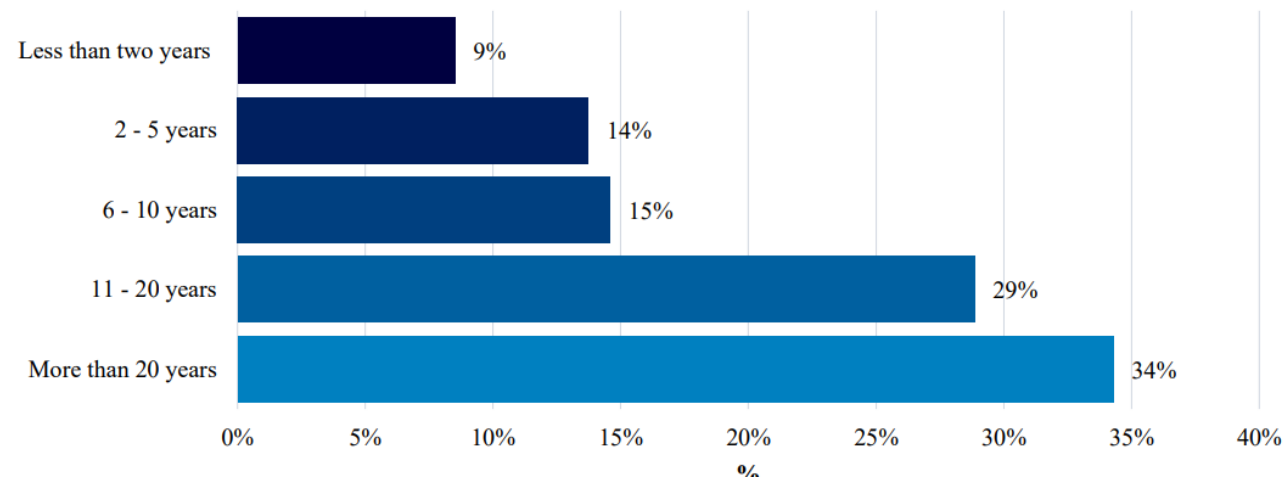


## Participant info

- Sent to all LT civil servants
- 4366 responses
- 10.1% response rate

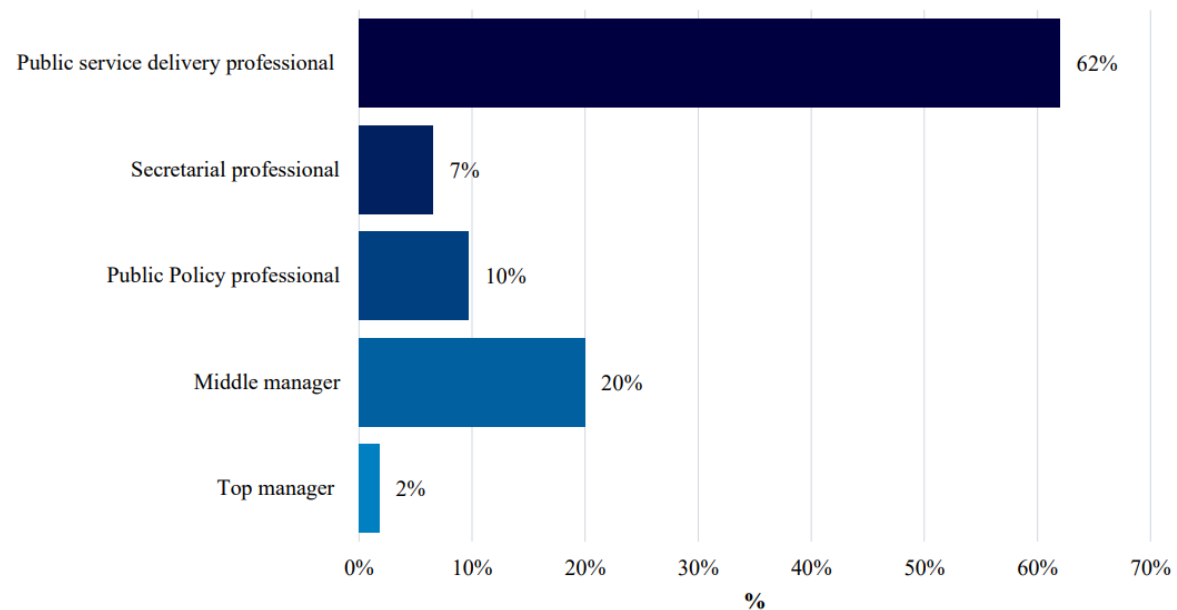
### Time worked in the public sector

Responses to the statement: "How long have you worked in the public sector (not just your current role)."  
(N=4366)



### Hierarchical role

Responses to the statement: "Which of the following best describe your role" (N=4366)

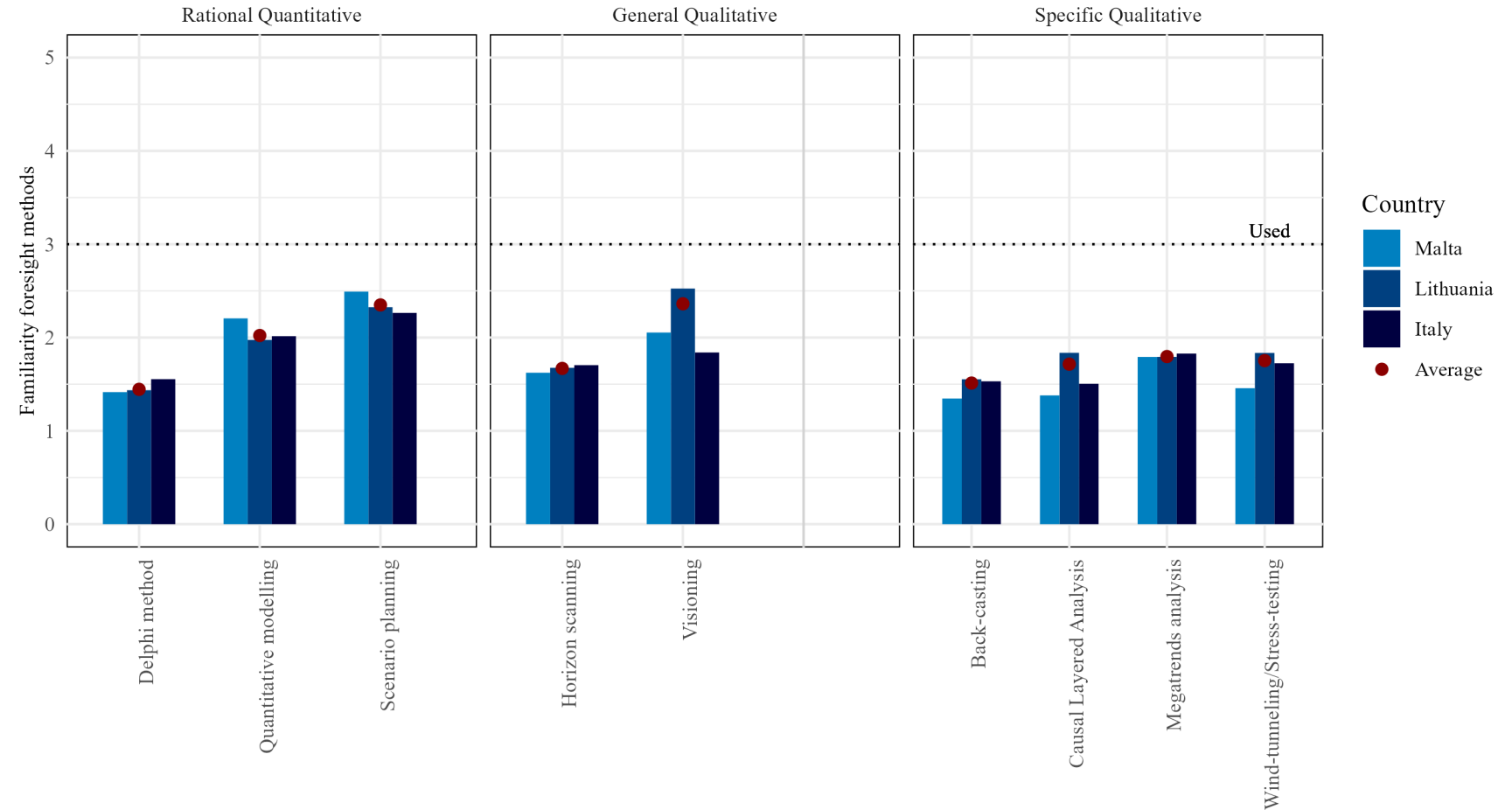




# Methods and Practices of Anticipatory Capacity

*How familiar am I with these strategic foresight methods and practices*

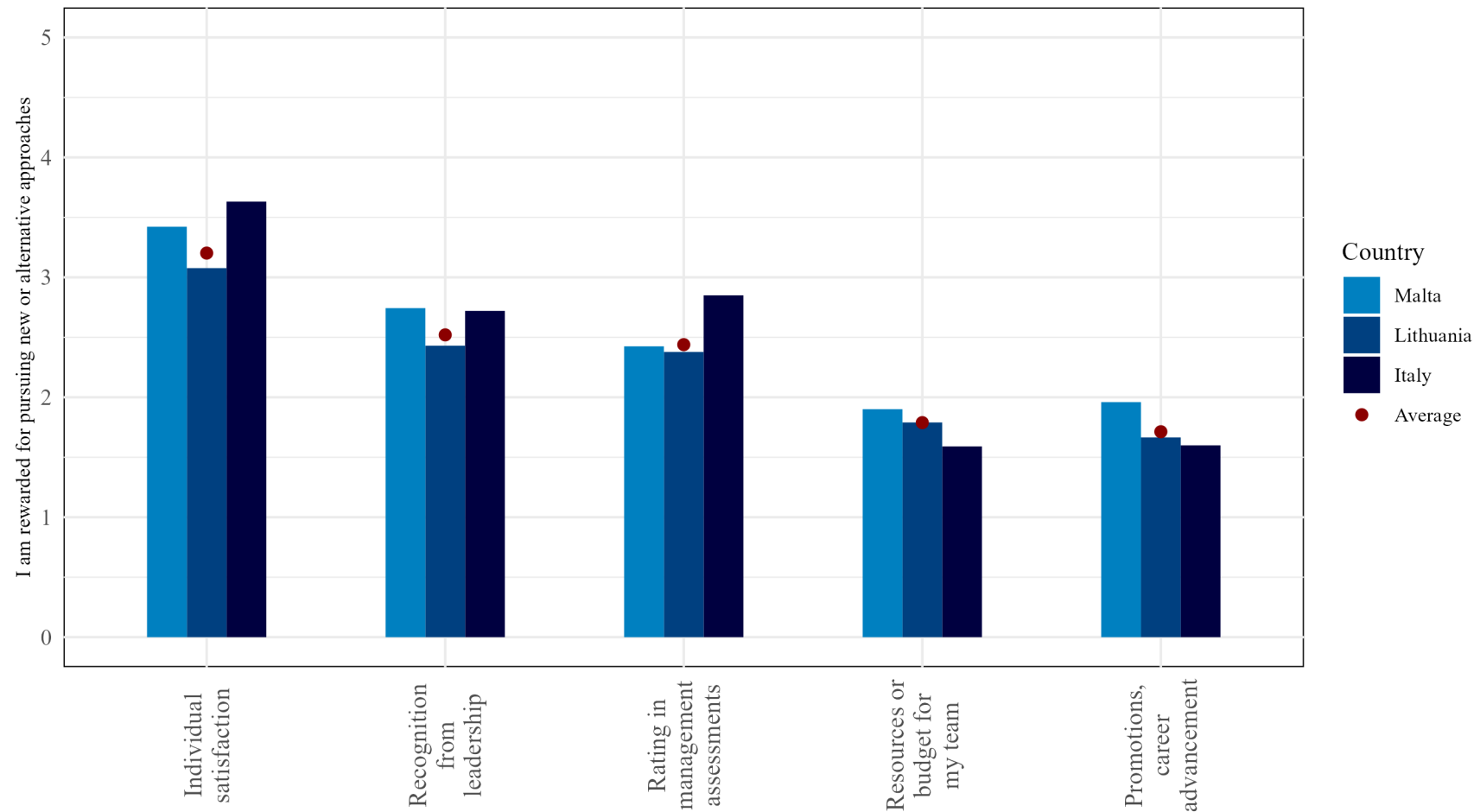
**Methods and Practices of Anticipatory Capacity (N= 686 to 4366)**



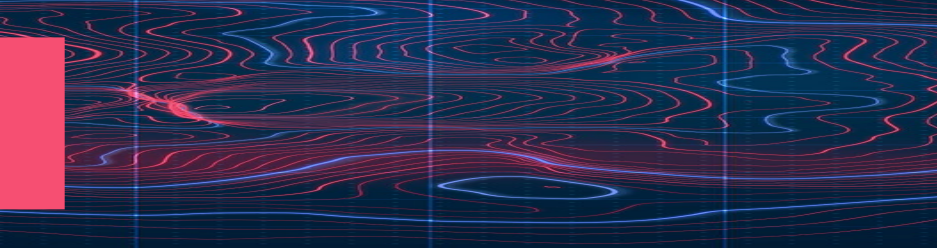
# Rewards and Incentives of Innovation

*I am rewarded in the following ways for pursuing new or alternative approaches*

**Average rewards and Incentives for Innovation**  
(N= 686 to 4366)

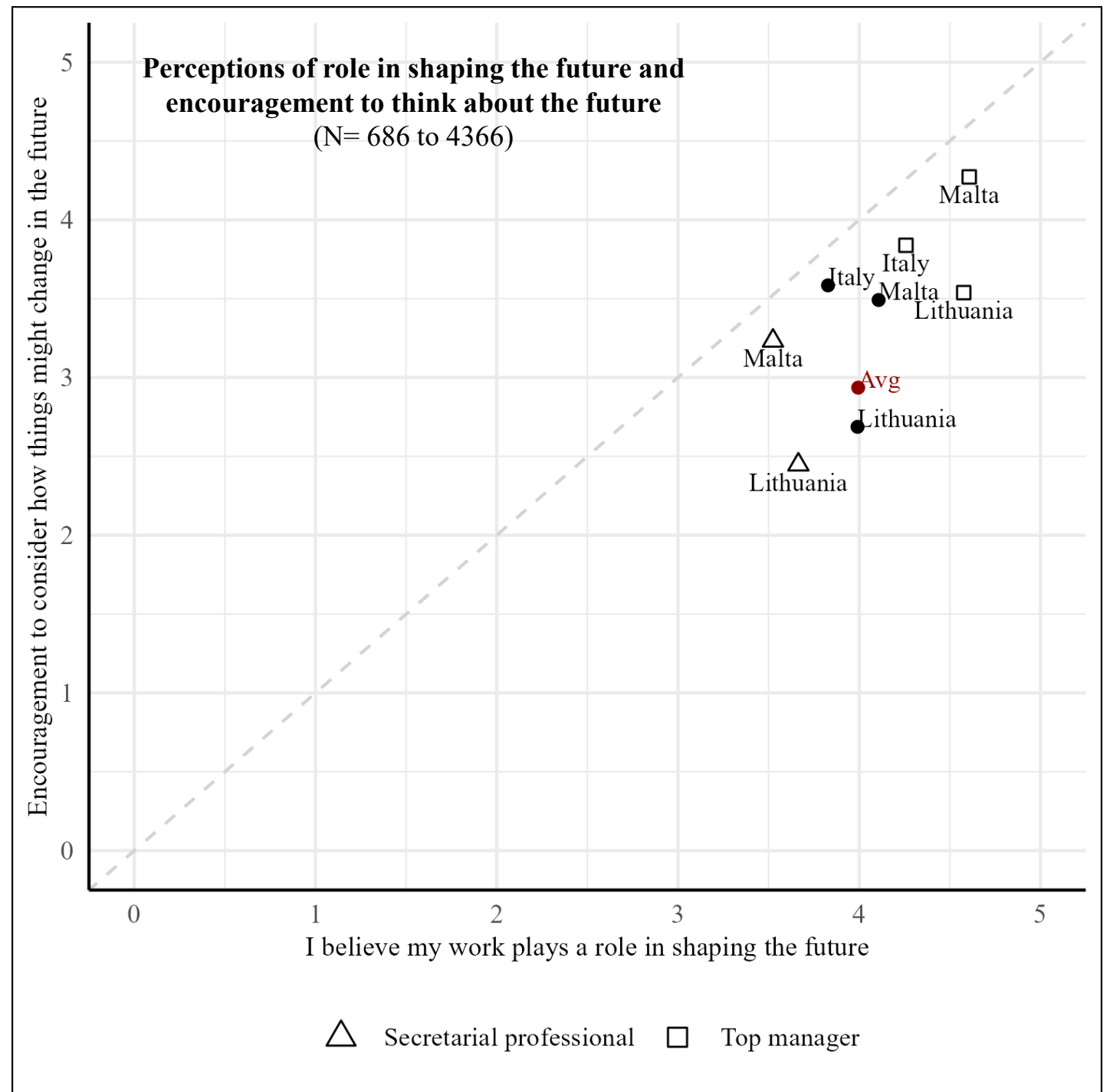






## Engagement with the future

- Prevailing positive feelings across countries
- There is a higher perception of their role in shaping the future than how encouraged they feel to think about the future
- Distinct pattern of top managers : more agency and higher authorisation perception
- Top managers might have a pivotal role in leadership in enhancing anticipatory policymaking



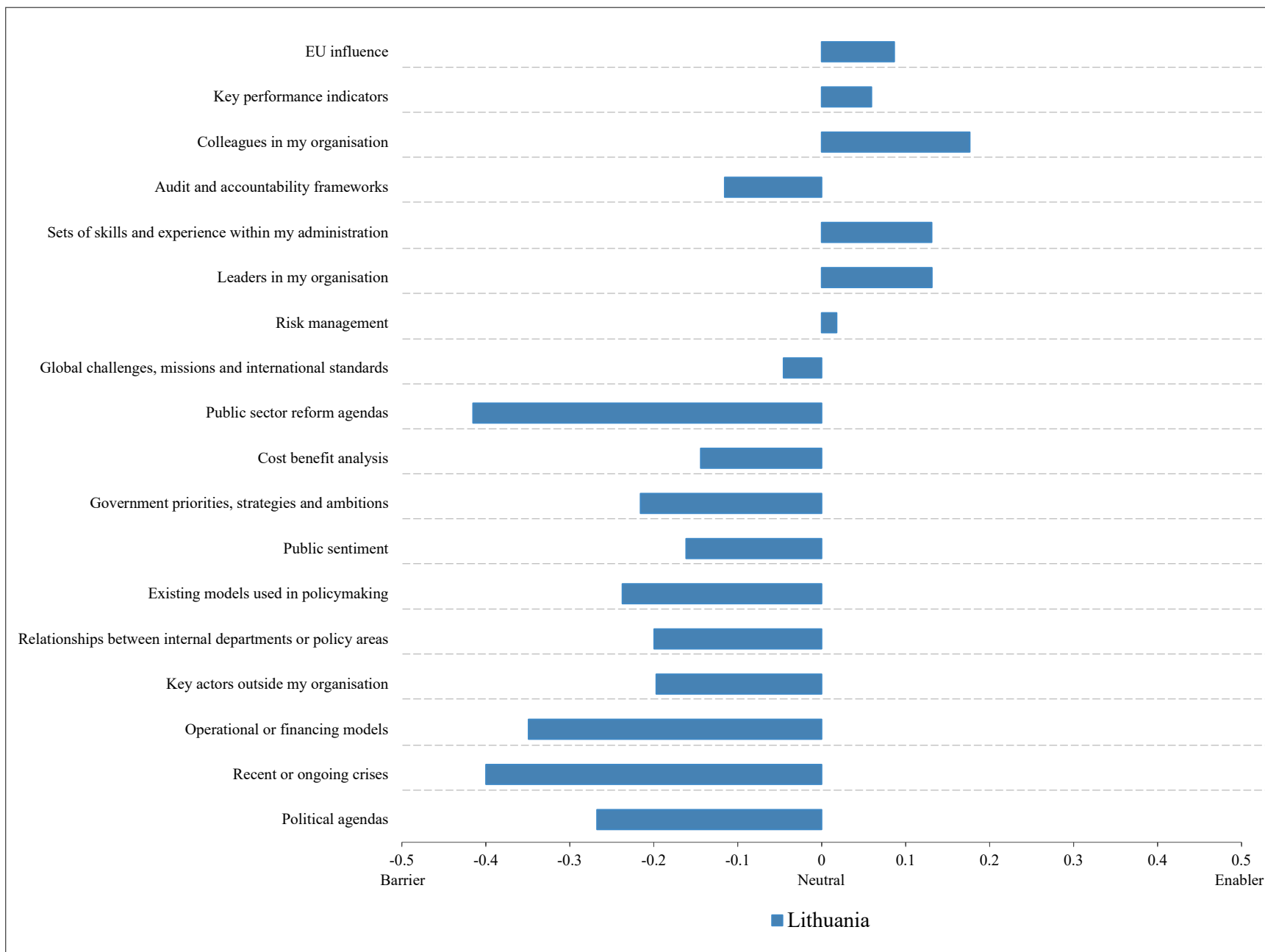
# Main Drivers of Anticipatory Capacity



# Drivers of Anticipatory Capacity Lithuania

*What enables or hinders you to consider long-term policy implications or make use of innovative approaches in your work*

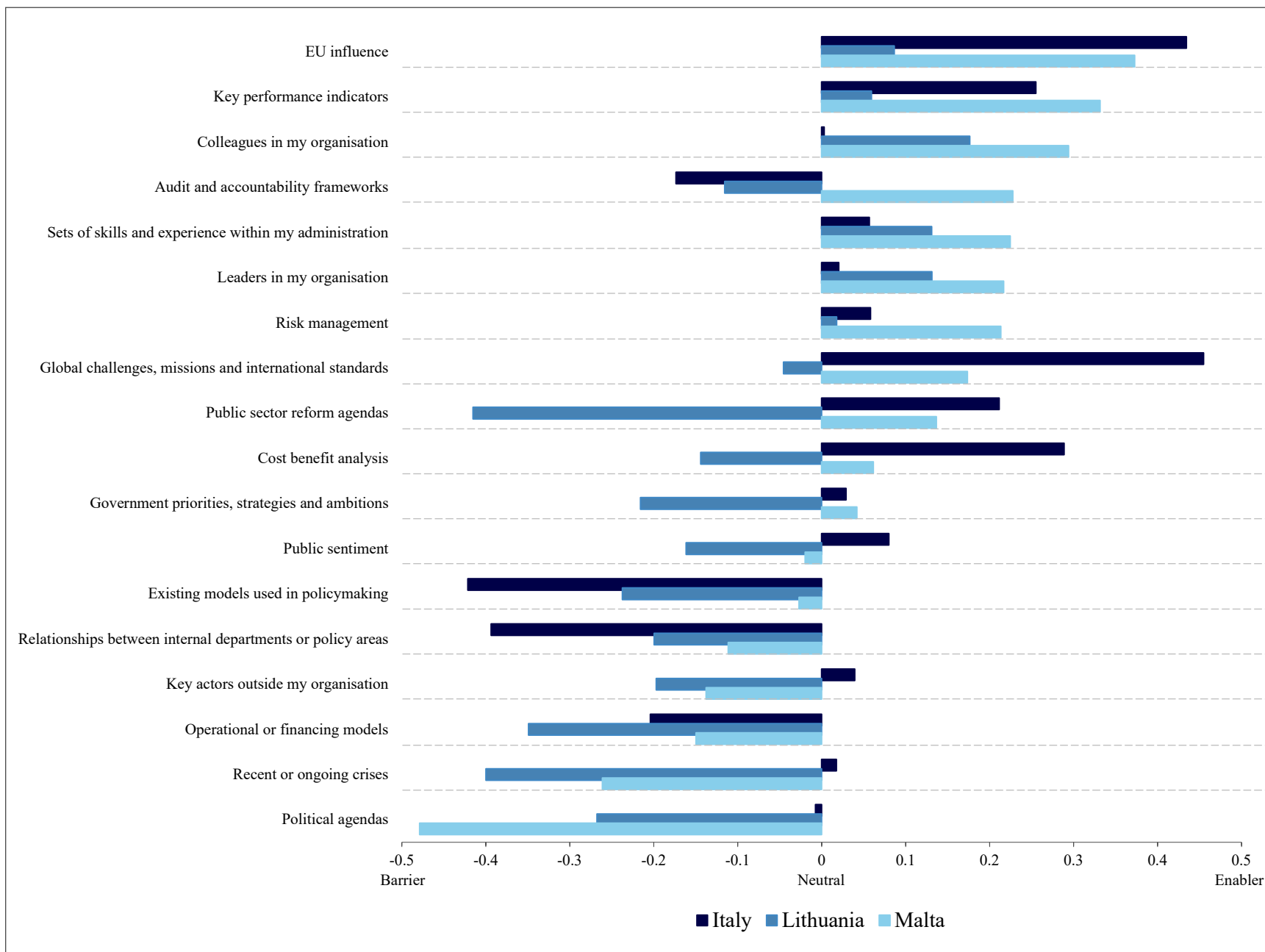
Drivers of Anticipatory Capacity (N= 4366)



# Drivers of Anticipatory Capacity

*What enables or hinders you to consider long-term policy implications or make use of innovative approaches in your work*

Drivers of Anticipatory Capacity (N= 686 to 4366)





# Drivers of Anticipatory Capacity

*What enables or hinders you to consider long-term policy implications or make use of innovative approaches in your work*

- Barriers in Lithuania: Political agendas, public sector reform agendas, and ongoing crises act as barriers, diverting attention and resources from anticipation initiatives.
- Internal Barriers in Italy: Skills shortages and inter-departmental relationships hinder innovation within government institutions, highlighting internal challenges that impede the adoption of innovative practices.
- EU Influence and Global Challenges Driving Innovation: Malta and Italy leverage EU influence and respond to global challenges like climate change and technological advancements, fostering innovative solutions on a broader scale.
- Internal Facilitators in Lithuania: Organizational leaders, colleagues, and internal skill sets drive long-term policy implementation and innovative approaches, emphasizing the significance of organizational culture and human capital.

# Main Takeaways from Survey

## Engagement with the future

- Distinct pattern of top managers and their pivotal role of leadership for enhancing anticipatory policymaking
- Barriers in Lithuania: Political agendas, public sector reform agendas, and ongoing crises act as barriers, diverting attention and resources from anticipation and innovation.
- Little time for activities considered non-routine and predictable

## Authorisation gap

- There is a disconnect between the perceived relevance of civil servants' work in shaping the future and encouragement towards innovation. Addressing low encouragement levels might empower civil servants to think about the future but also support to take action

## Agency gap

- Overall low familiarity with foresight methods suggesting that even if immersed in an authorising environment, many individuals might lack agency and the necessary skills and competencies to translate their thoughts into actions. Little opportunity to regularly practise skills.





# Top take-aways overall

- LT2050 was a launchpad for futures thinking and can be built upon
- How will long-term perspectives prevail despite often short-term interests related to electoral cycles, such as the upcoming election in Lithuania?
- Overall awareness of anticipation and foresight is growing but opportunities to use it remains low
- Civil servants do not feel as encouraged despite an increase in awareness of tools, so there is some other barrier
- Some combination of institutional structures are needed in Lithuania and a networked approach could be helpful
- Mandate, demand, dedicated resources for anticipation and foresight are needed
- Foresight should be considered as a core part of evidence-informed policymaking





# Thank you



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