

Anticipatory Governance: Opportunities for public sector strategic foresight

Assessment report, Lithuania

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Foreword

This report presents an assessment which identifies strengths and potential foundations for the institutionalisation of strategic foresight capacity in Lithuania, as well as areas for the further development of governance and capacities to enable the systematic integration of strategic foresight into policy processes.

It has been produced as Output A1 and A2 of the project 'Anticipatory Governance: Opportunities for public sector strategic foresight in Italy, Lithuania, and Malta' funded by the European Union through the Technical Support Instrument of the European Commission DG REFORM.

The project, informally named LIMinal (from the initials of Lithuania, Italy and Malta), aims to strengthen strategic foresight and anticipatory governance practices in the public sector in Italy, Lithuania and Malta; to provide civil servants and institutions with the tools, knowledge and skills to strengthen their capacity to develop and successfully implement policy; to strengthen the government's role in integrating strategic foresight into governance structures; and to contribute to better design and implementation of public policies, ultimately supporting the achievement of the missions and goals within and across governments, such as the Sustainable Development Goals.

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1 Introduction

1.1. Background

This report has been produced as Output A1 and A2 of the project 'Anticipatory Governance: Opportunities for public sector strategic foresight in Italy, Lithuania, and Malta' funded by the European Union through the Technical Support Instrument of the European Commission DG REFORM. The project, informally named LIMinal (from the initials of Lithuania, Italy and Malta), aims to increase the governments' abilities and capacity to address complex policy in areas such as climate change, digitalisation, demographic changes and long-term healthcare.

These cross-cutting challenges require the preparation of policy responses when their future developments and impact are uncertain and cannot be predicted. As a result, governments must develop and apply approaches to policy development and implementation which take into account a range of possible future changes and allow them to respond to emerging trends and transformations. Strategic foresight, a practice which enables a systematic exploration of the future, can facilitate this proactive and anticipatory objective of the policy process. As a result, it has been applied in public sector contexts in numerous countries, including Finland, Singapore, Canada and Flanders.

Properly situating strategic foresight capacity in a public administration enables sustained action based on foresight knowledge and integrates a future-orientation into the ongoing core functions of the public sector. However, the integration of strategic foresight into policy processes and governance structures is not straightforward. The OECD's anticipatory innovation governance (AIG) framework aims to help countries to identify the governance mechanisms that they can leverage or develop to integrate and mainstream strategic foresight into policy processes. Within the LIMinal project, the AIG framework was applied in an assessment process to identify existing 'levers' that each country can use to enhance their capacity for anticipation through the institutionalisation of strategic foresight.

This report presents an overview of these levers for Lithuania as well as recommendations for action. It has been produced to help the OECD and stakeholders in Lithuania to identify areas in which existing capacities could be drawn upon to accelerate the development of strategic foresight capacities, possible locations and structures for the institutionalisation of strategic foresight, and areas where governance processes and capabilities may need to be adapted or strengthened to enable the systematic application of strategic foresight. It is a first step to the delivery of a range of project outputs and outcomes.

1.2. Methodology

The findings detailed in this report have been identified through desk review, fact-finding missions, four focus groups, five methodological workshop series (including ex-ante and ex-post surveys), three context-specific workshops with the Ministry of Transport and Communications, and a wide distribution survey which was open to all public servants in Lithuania from January to February 2024.

Fact-finding missions

As part of an initial **fact-finding mission**, 13-16 June 2023, the OECD met with representatives from the Government Strategic Analysis Centre (STRATA) and invited representatives from various ministries in Lithuania to hold discussions in three focus groups.

During a **second mission to Lithuania**, 23-25 October 2023, the OECD met with representatives from the Office of the Government to learn more about the prospects of building a foresight ecosystem in Lithuania.

For a **third fact-finding mission**, 30 January – 2 February 2024, the OECD convened key stakeholders and members of a working group dedicated to preparing and supporting the development of a strategic foresight roadmap for Lithuania.

This assessment is informed by activities from these missions which include meetings, workshops, focus groups, and surveys as well as by a widely distributed questionnaire to approximately 40,000 civil servants aimed at better understanding the civil service's openness to change and innovation, and examining its capacity for futures thinking.

Focus Groups

Focus Groups (14 June 2023): Three focus groups took place in Vilnius, Lithuania, with the purpose of understanding Lithuanian civil servants and policy analysts' perspectives and ideas on what role(s) futures thinking and anticipation could bring to their work and day-to-day activities. The focus groups were hosted by STRATA, the OECD, and supported by the European Commission (DG REFORM).

The information gathered by the OECD team informs an analysis of opportunities for strengthening strategic foresight practices in Lithuania, and identifies functions and structures that can support these practices.

Additionally, the inputs gathered from the three focus groups (see table 1) are part of the OECD assessment of existing institutional structures and organisational capacities for foresight in Lithuania as well as a review of the current status of foresight knowledge in different ministries and government units. These findings helped identify types of foresight practices across the Lithuanian public administration and provides insights on levers for the enhancement of foresight capacity.

For two focus groups, the OECD invited representatives from different ministries. The activities were divided into five main areas (*Mental models, Futures Literacy, Users and Uses, Strategic Environment and Next Steps*). A document was prepared as a focus group guide (see Annex A) and was shared beforehand with participants.

Five main areas discussed with ministerial-level focus groups:

1. **Existing mental models and assumptions** (i.e., works, goals and hindrances to deliver projects and plans)
2. **Futures literacy** (i.e., what do participants know about strategic foresight methods. A list of different methods was provided)
3. **Users and uses of strategic foresight** (i.e., different ways in which strategic foresight is valuable for public sector organisations)
4. **Strategic environment** (i.e., what is changing in the world that participants are operating in)
5. **Next steps** (i.e., which different types of strategic foresight work might be useful for participants to receive. Different kinds of deliverables were introduced to the participants).

The third focus group included representatives of STRATA who provided the OECD with further information and feedback around six main topics:

1. The **status of the State Progress Strategy** – “Lithuania’s future vision “Lithuania 2050” – (hereinafter LT2050)¹ and an overall summary of the results
2. The insights from the team regarding **opportunities for institutionalising strategic foresight** practices based on the experience of LT2050
3. Reflection on the **foresight methodologies** used to develop LT2050
4. The existing **structures and capabilities to support strategic foresight** for policy development
5. The **roles of various institutions** in Lithuania and existing and potential contributions to strategic foresight practice
6. **Existing networks and horizontal collaboration** structures supporting long-term or alternate strategic thinking

Table 1. Participants in June 2023 focus groups

Focus Group 1	Focus Group 2	Focus Group 3 (STRATA)
Ministry of Culture	Ministry of Agriculture (2)	Senior Policy Analyst
Ministry of the Interior	Ministry of the Economy and Innovation	Policy Analyst – LT2050 team (2)
Ministry of Agriculture	Ministry of Transport and Communications	Senior Policy Analyst – LT2050 team (2)
Ministry of Transport and Communications	Ministry of Social Security and Labour	

White Book Focus Group (2 February 2024): Together with members of a working group dedicated to the preparation of a strategic foresight White Book for Lithuania, the OECD sought to evaluate existing models and practices, drawing on insights from Lithuania’s current approaches and capacity with strategic foresight.

The objectives were to:

1. Reflect on and make sense of Lithuania’s anticipatory governance ambitions.
2. Map out the functions and structures of Lithuania’s foresight ecosystem.
3. Identify ways to permeate a foresight culture into organisational dynamics of government institutions.

Methodological workshop series

In close collaboration with STRATA, the OECD delivered a series of capacity and capability building programmes focused on anticipatory governance and strategic foresight. This initiative comprised five methodological workshops (see table 2) engaging a diverse group of participants from Lithuania’s public administration. This included policymakers, policy advisors, public service managers, and senior decision-makers across all policy domains. Each workshop was designed to offer foresight content tailored to enrich the daily activities and practices of public officials. In addition, three context-specific workshops were conducted for the Ministry of Transport and Communications. Below is a summary of all these workshops:

1. The **Application of Strategic Foresight in Public Governance** aimed to explore the application of strategic foresight in the context of public governance, with a particular focus on presenting examples and best practices from Lithuania, OECD, European Commission and Singapore. This workshop

¹ During the final preparation of this assessment and after the focus group with the STRATA team, the vision document ‘Lithuania 2050’ was approved on December 23rd, 2023, by 81 Members of the Seimas (parliament) representing all parliamentary groups, and replacing the previous State Progress Strategy ‘Lithuania 2030’. Fifteen parliamentarians abstained. Source: <https://atvirasseimas.lrs.lt/processes/iniciatyvos-vizija-LT2050>

was strategically positioned as a preparatory step for a forthcoming phase in the development of the new State Progress Strategy, Lithuania's vision for the future 'Lithuania 2050' (hereinafter LT2050). It served as a platform for discussing Lithuania's visioning process with LT2050 and the roadmaps that will guide the country towards its preferred future. Through a series of expert presentations and discussions, the seminar sought to equip participants with the insights and tools necessary for the successful integration of strategic foresight into the planning and execution of Lithuania's whole of government agenda.

2. The second seminar and methodological workshop **Strategic Foresight and Purpose Setting for the LT2050 Roadmap** was dedicated to exploring strategic foresight approaches that enhance roadmapping and strategic planning efforts. It served as a starting point to a series of workshops designed to further the LT2050 initiative and marked the beginning of the European Commission DG REFORM Technical Support Instrument project, set to build strategic foresight and anticipatory governance capacities across Lithuania, Italy, and Malta. The workshop's focus was on identifying and prioritising strategic foresight methods that align with Lithuania's goals within the LT2050 framework, emphasising the importance of "purpose-setting" to determine the most applicable approaches.
3. The third methodological workshop **Using Strategic Foresight Across the Policy Cycle** aimed at identifying opportunities to integrate strategic foresight practices into policy development in Lithuania. The workshop provided civil servants with best practices through international case studies as well as practical examples from the Head of Futures at His Majesty's Revenue and Customs United Kingdom. Participants engaged in group activities aimed at using foresight methods to explore and map macro factors and immediate stakeholders that constitute a strategic environment, and apply horizon scanning techniques to specific policy challenges in Lithuania.
4. The fourth workshop **Applying Futures Methods in Decision-Making** focused on the usefulness of strategic foresight to support decision making processes, and to familiarise civil servants with commonly used tools and techniques, such as the Futures Wheel. Further, participants identified and mapped a variety of strategic foresight 'products' to learn how these can benefit their practice and day to day activities. An expert invitee from the Flanders Chancellery and Foreign Office's Strategic Insights and Analysis unit provided additional insights into approaches for using different foresight 'products' and how these can be used to improve decision making processes in government.
5. Building on the insights from the third and fourth workshops, the fifth and final methodological session was dedicated to developing with civil servants strategies for **Communicating Futures 'Outputs'**. Participants, guided by the OECD and experts from the United States and the United Kingdom (University of Oxford, Saïd Business School), examined the processes of communicating alternative futures. They were introduced to approaches and techniques for communication, gaining valuable knowledge on how diverse communication strategies of strategic foresight outputs can foster strategic conversations and engagement with senior decision-makers and key stakeholders.

Ministry of Transport and Communications workshops

1. The first workshop delivered to the Ministry of Transport and Communications focused on the role and significance of strategic foresight in shaping the future landscape of transport and communications policy within Lithuania. Aiming to support the development of a vision for the sector by 2050, the session unveiled insights into Lithuania's current strategic foresight practices alongside an overview of global trends and drivers impacting the sector. Participants learned from global cases to inform Lithuania's strategic direction. Furthermore, the workshop facilitated group activities designed to identify strategic foresight opportunities in policy planning, pinpointing key drivers and emerging weak signals essential for the evolution of Lithuania's Transport and Communications sector.
2. The Mobility Innovation Hub, a recently established initiative of the International Transport Forum in collaboration with the French Ministry of Transport, convened the first *Beyond the Horizon*

Conference in Paris, France, an annual conference focusing on emerging technological and governance-related innovations and disruptions. ITF brought together experts within and outside the transport sector, foresight specialists, academics and innovators from the private sector to discuss forward-looking innovations and potential disruptions that may challenge public authorities' capacity to achieve their public policy objectives. During the conference the OECD conducted a foresight workshop to prompt new thinking about how to build foresight into participants' work and provide guidance on scanning and prioritisation of critical and consequential developments in a rapidly changing environment.

3. Transportation policy planners and senior decision-makers in the transport sector were invited to participate in the third workshop '**Exploring Critical Uncertainties in Long-Term Transport Planning**'. This workshop took advantage of the convening of transportation experts in Vilnius for activities and meetings as part of the Lithuanian presidency of the International Transport Forum. It featured inputs from international transportation experts and involved participants from the Ministry as well as transportation and critical infrastructure stakeholders from around the world. Participants engaged in an interactive exercise based on exploring critical uncertainties in the transport sector and beyond relevant to Lithuania.

Table 2. Methodological Workshop Series and Learning Outcomes

Methodological workshops for civil servants	Learning outcomes
1. Methodological seminar on application of strategic foresight in public governance, September 2022 (Online)	<ul style="list-style-type: none"> • Key Strategic Foresight concepts, principles, practices, and their importance for public policy • Strategies for integrating anticipatory governance practices into governance models
2. Strategic foresight and purpose-setting for the LT2050 roadmap, November 2022 (Online)	<ul style="list-style-type: none"> • Principles of strategic foresight in anticipatory policy making and planning
3. Using strategic foresight across the policy cycle, June 2023 (In-person)	<ul style="list-style-type: none"> • Principles of strategic foresight in anticipatory policy making and planning • Foresight processes to respond to organisational or policy making challenges, exploring diverse methodologies and tools.
4. Applying futures methods in decision-making, October 2023 (In-person)	<ul style="list-style-type: none"> • Strategies for integrating futures into decision-making processes to balance short-term needs with long-term objectives, enhancing resilience and adaptability. • Foresight processes to respond to organisational or policy making challenges, exploring diverse methodologies and tools.
5. Communicating futures outputs, February 2024 (In-person)	<ul style="list-style-type: none"> • Communication skills and how to present futures evidence effectively to diverse audiences, fostering public engagement and debate. • Techniques for effectively communicating uncertainty and foresight insights to inform policy decisions.
Ministry of Transport and Communications workshops	Learning outcomes
1. Foresight in Transport Workshop #1: Opportunities for strategic foresight for transport planning in Lithuania	<ul style="list-style-type: none"> • How to manage uncertainties and disruptions in policy making • Techniques to identify and challenge underlying biases and assumptions in policy making.
2. Foresight in Transport Workshop #2: Scanning for critical and consequential developments	<ul style="list-style-type: none"> • Foundational concepts of volatility, uncertainty, complexity, and ambiguity and their impact on policy environments. • How to build institutional structures and organisational capacity to support innovation and future readiness, integrating anticipatory practices into governance

3. Foresight in Transport Workshop #3: Exploring critical uncertainties in long-term transport planning

- Frameworks and models to effectively analyse and categorise types of uncertainty in policy making and decision-making.
 - How to manage uncertainties and disruptions in policy making
-

Ex-ante and ex-post surveys for methodological workshops

The ex-ante and ex-post surveys were aimed to provide the OECD an initial assessment of participants' strategic foresight knowledge and to receive reflections about five futures thinking methodological workshops, two online and three in-person (see table 2). The short surveys were proposed to provide an assessment of the learning evolution of civil servants during the methodological workshop series. The ex-ante survey was conducted at the end of the first in-person methodological workshop (June 2023) and the ex-post survey was conducted at the end of the fifth and final methodological workshop (February 2024). The ex-ante survey contained four survey-questions in which 43 high-level government officials from various ministries, agencies and regional councils rated their strategic foresight familiarity across a 7-point Likert scale and three open-ended questions which collected learning expectations, knowledge about strategic foresight tools and methods, and insights about possible contextual disruptions in their organisational work and in the well-being and livelihood of Lithuanian society (see list of all the institutions invited to the workshop in Annex B).

Wide distribution survey

The wide distribution survey was developed based on the OECD Anticipatory Innovation Governance Model, relevant literature, and existing surveys. The questionnaire examined the public sector's engagement, drivers, methods, and rewards for anticipatory capacity from the perspective of public officials in Lithuania.

- **Sampling design:** The survey population targeted all public officials from Lithuania. The sampling frame comprised a list of all civil servants from all ministries and entities across the country.
- **Data collection:** The survey was administered on an online survey platform within a period spanned from 22 January to 29 February 2024. A total of 4366 responses were received, achieving an estimated completion rate of 10.1% among respondents who started the survey.
- **Demographic information:** Respondents of the survey were predominantly from the field of General Public Services or Administration, accounting for 26% of participants, followed by Justice at 13%. The hierarchical roles of the respondents show a large majority as Public Service Delivery Professionals (62%), with Middle Managers making up 20%. This highlights a significant involvement of operational and managerial staff in the survey. Only 2% of the respondents are Top Managers which indicates a lower participation from senior leadership levels (see Annex C).
- **Data analysis:** The collected data was analysed using descriptive and inferential statistical techniques, specifically correlation and regression analysis.
- **Ethical considerations:** Respondents were provided with clear information about the survey's purpose, voluntary nature, and the confidentiality of their responses, securing informed consent. Protocols were followed to safeguard respondent privacy and ensure the confidentiality of collected data.

The assessment presented in this note should not be taken as a formal and comprehensive OECD judgment on the anticipatory capacities of Lithuania. It has been developed in order to allow the identification and tailoring of next steps to build strategic foresight capabilities and integrate anticipation into governance processes in Lithuania.

1.3. Assessment framework: The Anticipatory Innovation Governance Model

The design of focus group interventions and the survey were underpinned by the OECD's Anticipatory Innovation Governance (AIG) model (Table 3). This model has been applied in a number of countries, including Finland, Latvia, Flanders, Sweden and Ireland, in order to help governments to identify gaps or barriers in their systems of governance that limit the development and use of strategic foresight and develop approaches to address these. It categorises the mechanisms and criteria for the effective integration of strategic foresight into governance systems in two areas:

- Authorising environment: Mechanisms that can provide authority and legitimacy to undertake and apply anticipatory approaches to policy making
- Agency: Individual and organisational capabilities that are necessary for public servants to apply strategic foresight in an appropriate manner

Table 3. Overview of the Anticipatory Innovation Governance mechanisms

Category	Mechanism	Example Indication
Agency	Alternatives Exploration and Experimentation	Developing and testing a range of possible solutions to allow for the combination of different approaches and refinement of ideas. An example is using sandboxes to test new policies in controlled environments.
	Tools and Methods	Having the capacities to assess and apply a range of strategic foresight methods so that they can be used appropriately, whether for analytical, strategic, consultative, prescriptive or creative purposes.
	Data and Measurement	Developing systems to pick up weak signals of change and process data, including the use of 'big' or novel data sources and the collection of 'thick' qualitative data, such as through crowdsourcing.
	Organisational Capacity	Structuring processes and teams within organisations and providing appropriate resourcing to explore innovative and potentially disruptive approaches and enable them to reform existing practices, for example through dedicated innovation teams.
	Sense-Making	Regular strategic foresight exercises to interpret global trends and their implications for national policy or creating cross-sectoral forums to discuss and make sense of complex issues.
	Institutional Structures	Understanding the institutional structure of the governance system (e.g. polycentric, centralised) in order to select appropriate and effective approaches to integrate strategic foresight.
Authorising Environment	Vested Interest and Cognitive Biases	Assessing how the stakeholders participating in the policy making process might be influenced by hidden assumptions or expectations and taking steps to reduce bias.
	Public Interest and Participation	Proactively engaging the public to provide input to the policy development process, consider future changes and validate proposed actions. This could be achieved through digital platforms for public consultation and co-creation workshops to incorporate citizen feedback into the innovation process.
	Networks and Partnerships	Forming and effectively governing strategic partnerships with universities, private sector, and civil society organisations to leverage their expertise and resources.
	Legitimacy	Ensuring legitimacy in the policy process through public participation and reporting, and obtaining formal approval from regulatory bodies or legislative councils.
	Evidence and Evaluation	Informing policy development through robust and appropriate evidence, and using pilot projects and continuous evaluation as a means to gather evidence on the efficacy of new approaches.
	Learning Loops	Establishing mechanisms for regular review and adaptation of policies based on feedback.

Source: Adapted from Tönurist and Hanson, 2020

2 Authorising environment

This section assesses the mechanisms that can provide authority and legitimacy to undertake and apply anticipatory approaches to policy making. To do so, it focuses on the following questions:

- What are the mechanisms for identifying and exploring complex, cross-sectoral challenges?
- What are the enablers, drivers, barriers for integrating thinking about the future into policy processes?

2.1 Mechanisms for continuity of ministerial strategies across political cycles would help Lithuania promote long-term exploration, futures thinking & learning

The Lithuanian Ministry of Social Security and Labour was provided as a unique example of continuity with its ministerial strategy and, specifically, the Childcare reform. However, efforts beyond a four-year period to ensure a continued implementation of the reform and strategy hinge on civic influence and demand. In Lithuania, there is still a perceived whole-of-government challenge to build an authorising environment that iterates existing strategies across ministries. With the adoption of a new strategic governance law in Lithuania, the number of strategic planning frameworks were expected to be minimised in order to improve implementation, revision and monitoring. As recommended by the OECD (2021), reducing the number of strategic and planning documents will result in a decrease in complexity and strengthen the role of strategic planning and evidence-informed decision making.

As an important step to improve implementation and facilitate monitoring of these frameworks, STRATA received the mandate to incorporate and apply strategic foresight for the preparation of the State Progress Strategy 2050 (LT2050) (OECD, 2021). This indicated a fundamental transition towards an improved futures thinking and anticipatory approach to governance. However, across ministries, the change in leadership during political cycles was mentioned to affect strategy continuity, which ultimately hinders organisational capacity to benefit from a crucial strategic foresight purpose to assess the resilience and robustness of existing strategies (see Box 1 on foresight approaches for strategy stress-testing).

Box 1. Tailoring the use of foresight for strategy assessment

There are *ad hoc* tools and approaches in foresight to test a strategy's future preparedness, resilience, and capacity of transformation. Further, these tools and approaches can provide improved portfolios of strategic initiatives, leading to action and understanding of the impact of exogenous factors (O'Brien & Meadows, 2013).

- Aimed to improve the integration of scenario planning, strategy formation and stakeholder interests, the *Parmenides Matrix Approach* works to optimise goal-based efficacy and robustness of strategies across multiple future scenarios. With this approach, the German Environmental Ministry aimed to develop new strategies and update the German Resources Efficiency Programme. The ministry benefited from broad discussions with stakeholders from the science community, politicians, and industry representatives. It provided the ministry with a tool to broaden the scope of solution searching and reducing the “rationality bound” in decision making processes (Lehra, Lorenz, Willert, & Rohrbeck, 2017).
- *Wind-tunnelling* techniques can be used to stress-test current strategies and policies against a set of future scenarios and assess “how well a set of policies or policy objectives stand up to a range of market conditions” (UK Government Office for Science, 2017). The UK's Government Office for Science used this technique in a foresight project which considered and questioned the capacity to deliver sustainable responses to obesity in the UK over the next 40 years. The impact and robustness of seventeen policy responses were assessed across four scenarios. This assessment surfaced critical interactions between policy interventions and “wider societal values”, and identified a number of existing and necessary policy options that were insufficiently robust to tackle obesity in the UK (Butland, et al., 2007).
- *SWOT/C analysis* helps organisations identify internal strengths and weaknesses, and external opportunities and threats within each scenario. This analysis can also support the identification of new players and challenges that can be encountered in each of the scenarios. SWOT analysis was a key method in a technology foresight project (NT for Podlaskie 2020) in the Podlaskie region, Poland. The project which aimed to advance cutting-edge technologies in the region leveraged the SWOT analysis to extend understanding of factors, such as nanotechnology development, to evaluate factors according to current and future significance, and to formulate a comprehensive futures-oriented strategy for the public management of technology (Nazarko, et al., 2017).
- *Technology Roadmapping* is a deductive multi-layered and time-based framework for technology management. Technology roadmapping can address the evolution – past to long term vision – of different functional perspectives such as commercial and strategic perspectives (market and business); design, development and production perspective (product, service and system); and technology and research perspectives (technology science and resources). As a participatory process, technology roadmapping supports dialogue, alignment, and consensus among stakeholders. (Phaal, Farrukh and Probert 2003, Phaal 2020).
- With an established vision of the future, strategists can apply a foresight tool called *Backcasting*, which works backwards from the future to the present. This normative approach reviews the strategies and actions needed to arrive at a desirable or preferred future.

The reflections provided by participants during the focus groups are supported by research indicating that in Lithuania “incoming Governments are not keen in implementing visions inherited from their predecessors” and that both in Lithuania and Finland (see Box 2) there is a lack of “hard mechanisms that would ensure that the next Government takes into account the suggestions/vision of their predecessors” (Paliokaitė & Sadauskaitė, 2023). Furthermore, the Committee for the Future has recently emphasised that reforms in Lithuania often fail to endure change in political cycles, with agreements among political parties' regarding long-term development in specific areas being quickly overlooked (Lopata, Viliūnas, & Augustinaitis, 2022).

From an anticipatory governance perspective, strategic foresight is proposed as a sustainable and complementary practice to improve, rather than replace, in-house strategic planning frameworks. Ultimately, these frameworks supported by foresight should be aligned with the objectives of the new strategic governance law in Lithuania and introduce long term perception and foresight analysis that is of interest to the country rather than solely a given government structure and policy term (Nehme, de Miranda Santos, Fellows Filho, & Massari Coelho, 2012).

Box 2. Consistency of implementing long-term reforms in Finland

One critical aspect regarding sustainable practice of strategic foresight in governments is the need for a strategic and cultural shift across government. This shift can entail moving from short-term thinking to a focus on long-term requirements and continuity of processes. Furthermore, it is imperative for governments to establish anticipatory governance mechanisms (Tönurist & Hanson, 2020) and work on building a sustainable foresight ecosystem (Monteiro & Dal Borgo, 2023) to ensure the continued implementation of strategies and plans initiated by previous administrations.

For instance, in 2020-2021, the OECD carried out an assessment of the governance system in Finland, specifically focused on assets, preconditions, and gaps within the wider public sector policymaking and steering system in Finland that may stand in the way or help implement an anticipatory innovation approach in the Finnish context. The work outlined the need for changes in regulative, legislative, strategic, budgetary, procurement functions of government and defined new functions connected to government planning and transition management. A primary recommendation underscored the importance of developing a *Government Transition Function*. This function is intended to facilitate the smooth transition from one political term to the next while maintaining consistency in the implementation of long-term reforms. One example is to “establish a knowledge repository around long-term reforms and anticipatory issues encouraging learnings from one government to another, but also between public officials and politicians and the wider ecosystems connected to policy problems” (OECD, 2022). The public administration in Finland prepares future reviews prior to elections that are prepared by civil servants and accessible to all parties and hence long-term policy issues and challenges are carried forward to the next term.

Alternatively, there are futures committees that have been set up to maintain focus on long-term policy issues and emerging challenges (see [World Summit of the Committees of the Future](#)). However, they frequently suffer from policy cycles and limited mandates being deprioritised or shut down after a period of work e.g., KOMET committee in Sweden which operated between 2018 and 2020.

2.2 Lithuania’s strategic foresight ecosystem is in development and requires further high-level discussions within Parliament for legitimacy

How strategic foresight will evolve in Lithuania has become a recurrent topic of discussion in Parliament and with the involvement of the Office of the Committee for the Future. Five government institutions play a fundamental role in the current foresight ecosystem: The Office of the Government, STRATA, the Committee for the Future, the Office of the Seimas (Parliament), and the National Library (see Box 3 for information about the Committee). The Committee views that Lithuania currently does not have an effective strategic management system that implements innovative methodologies and delivers resilient strategies (Lopata, Viliūnas, & Augustinaitis, 2022). In order to build effective connections to support the use of evidence and research generated through foresight, the OECD (2021) has recommended to Lithuania to hold “systematic discussions on the highest political level as well as in parliament on the results of strategic foresight [...] produced by government institutions” which will create systematic feedback loops for evidence as well as generate foresight legitimacy (p. 60).

As part of the efforts to establish a framework for foresight governance, increase the demand for foresight, and reinforce leadership engagement with foresight, the Committee for the Future is in the process of preparing a White Book (see Box 4. for definitions and purposes of government white books) outlining a roadmap to develop a Lithuanian strategic foresight ecosystem (Lopata, Viliūnas, & Augustinaitis, 2022). Ultimately, the White Book should complement and not duplicate the proposals of the LT2050 vision in order to make futures thinking a universal feature across government. In this sense, the White Book will focus on the prerequisites and means of implementing the actions and strategic objectives outlined in LT2050.

Box 3. Creation and mandate of the Committee for the Future

The Parliament (Seimas) of the Republic of Lithuania enacted amendments to the statute of the Seimas in December 2020, introducing provisions for the creation of the Committee for the Future. The Committee is mandated to support political decisions in the following key areas:

- Future development of society and the country;
- Innovation and technological progress;
- Emigration, migration and demographic processes;
- Modernization of the state and its management system.

The Committee is constituted based on the principle of proportional representation of Seimas' political parties. To ensure each committee's representation, the parties typically delegate their representatives to the Committee for the Future often selecting committee chairpersons and party leaders or their deputies. The specific number and composition of members of the Committee are approved by a resolution of the Seimas.

Source: [ATK III \(rudens\) sesijos darbo ataskaita](#)

Box 4. Definitions of white books

The definitions of white books and white papers are closely related. Within the UK's parliament glossary white papers are defined as:

“policy documents produced by Government that set out their proposals for future legislation. White papers are often published as Command Papers and may include a draft version of a Bill that is being planned. This provides a basis for further consultation and discussion with interested or affected groups and allows final changes to be made before a Bill is formally presented to Parliament.”

Additionally, the Publications Office of the European Union explains that “white papers are documents containing proposals for European Union (EU) action in a specific area, and that their purpose is to launch a debate with public stakeholders, the European Parliament and the Council in order to arrive at a political consensus”. Although ‘white paper’ is the most common term, ‘white books’ also have been established as strategic reference documents that determine national objectives for a specific field. More so, a white book can be proposed as an effective study to provide a synchronised and “single capability roadmap” to “form an institutional agreement of a binding nature” and begin a whole of government commitment and planning process.

Sources: [EUR-Lex - white paper - EN - EUR-Lex \(europa.eu\)](#)

[White Papers - UK Parliament](#)

[Etude 18-2012.pdf \(defense.gouv.fr\)](#)

[EU Defence: The White Book implementation process \(europa.eu\)](#)

[The future of the European Security Strategy: towards a White Book on European Defence | Think Tank | European Parliament \(europa.eu\)](#)






The White Book under development in Lithuania is intended to outline a critical anticipatory governance component building towards a strategic foresight ecosystem in Lithuania—an ecosystem of support. The ecosystem is viewed as a necessary condition for the implementation and continuous support of the LT2050 strategy, supported by a civil service reform to introduce an innovative culture across civil service and improve policymaking and decision-making processes.

The White Book is set to provide a roadmap to creating the necessary support systems and institutional arrangements which should aim to establish high-level long-term objectives for the future of Lithuania and serve as a reference point for measuring whether activities and decisions across government effectively prepare the country well in the longer run. An example of this approach is the government of Wales that adopted the “Wellbeing of Futures Generations Act (see Box 5). Appointed by ministers, the “Future Generations Commissioner” reviews policy as well as public bodies based on established future goals to assess whether they take account of the long-term impact of their decisions. For effectively establishing strategic foresight within the system, the use of the approach deserves to be systematically monitored and, if necessary, adjusted.

Box 5. Long-term policymaking in Wales

In 2015, the Government of Wales adopted the Wellbeing of Future Generations Act. The Act introduces a vision for Wales in 2050 in the form of national well-being goals and obliges policymakers to consider long-term perspectives in all new policies developed, and “in pursuit of the economic social, environmental and cultural well-being of Wales”. To ensure compliance with the Act, a Future Generations Commissioner, supported by the Auditor General Wales, is appointed by Welsh Ministers to advise and assist public bodies and monitor the extent to which these bodies are meeting their well-being objectives (see functions in Figure 1 below).

Figure 1. Role of the Commissioner

	Advice, Encourage and Promote The Commissioner can provide advice to public bodies and Public Services Boards and encourage them to meet their well-being objectives.
	Research The Commissioner can carry out research into various elements of the Act, including how public bodies apply the sustainable development principle.
	Carry out reviews The Commissioner may conduct a review into how public bodies take account of the long-term impact of their decisions and make recommendations based on her findings.
	Make recommendations The Commissioner can make recommendations about the steps a public bodies has taken or proposes to take to meet its well-being objectives.
	Future Generations Report The Commissioner must publish, a year before a Senedd election, a report containing her assessment of improvements public bodies should make to achieve the well-being goals.

Sources: (OECD, 2020) ; <https://www.futuregenerations.wales/about-us/future-generations-act/>

In September 2020, the preparation of the White Book was formalised with an assigned working group of 30 experts and led by the chairman of the Committee for the Future. Anticipatory governance is a key element outlined in LT2050, and the White Book is viewed by the Committee as a ‘state of the art’ strategy of implementation. Nevertheless, the challenge is perceived to stem from the need to redistribute resources across a complex strategic management system and propose an ambitious ecosystem strategy – such as establishing a foresight unit in each ministry² – without immediate institutional arrangements, capacity, and capabilities readily available in the country. For this, an organic approach of gradual implementation was viewed as an alternative while building on existing structures and competencies.

The working group, composed of experts from institutions that seize strategic interest and impact on all areas of the public system, was established to address these governance challenges and tasked to:

1. Evaluate the opportunities for the development of Lithuania’s foresight ecosystem
2. Assess the functions, qualification requirements and application of evidence-based solutions in organisations, areas of competence or activity for the establishment, operation or improvement of foresight units.

² The Ministry of Transport and Communications stands out as the sole government entity acknowledged for having a dedicated ‘foresight unit’ and with years of experience in the field of foresight analysis and research.

3. Provide lists of related institutions or organisations that could further develop strategic foresight analysis

Given STRATA's extensive research and analytical capabilities as well as the centre's deep understanding of the current state and future needs of Lithuania's foresight ecosystem, a close collaboration between the Committee for the Future and STRATA could prove beneficial for the development and review of the White Book and setting standards for an effective foresight governance model.

Having a deep understanding of the foresight system, the needs of leadership, and the decision makers' pain points, such as the issues and priorities they face, has been shown to be an important factor in developing foresight that impacts policymaking and decision-making processes (Calof and Colton, 2024).

Additionally, the OECD engaged with stakeholders directly involved in the development of the White Book and supported the Office of the Committee for the Future to create an action plan and map strategic foresight functions as well as identify necessary structural aspects (see Box 6 and Section 4 of this report).

Box 6. Strategic Foresight Institutional Structures and Functions

The OECD is involved in a critical analysis of the institutionalisation of anticipatory innovation and strategic foresight functions within governments. This research, part of the multi-country project, [LIMINAL](#), that includes Lithuania, is essential in understanding how governments globally are proactively preparing for future challenges and opportunities. The OECD's research recognises the wide diversity in government anticipation functions, ranging from small strategic foresight centres within a single ministry to large networks of synchronised units, reflecting the unique needs and capacities of different governments.

In its approach, the OECD not only examines the structural aspects of government foresight and innovation units, such as their (de)centralisation and specific functions, but also considers the contextual dynamics unique to each country. This includes cultural characteristics, social dynamics, political and governance landscapes, legal constraints, and financial capabilities. Acknowledging that there is no universal model for implementing these functions, the OECD is developing a nuanced framework to guide countries in making strategic, context-tailored decisions. This involves collating insights and case studies from international peers and conducting desktop research, interviews, and workshops. The current focus is on creating guidelines for selecting and designing institutional arrangements that are contextually suitable, relevant to specific challenges, feasible in the strategic environment, and a high development priority, enabling governments to effectively anticipate and innovate in a rapidly changing global landscape.

Source: OECD

2.3 Efforts to enhance networks and partnerships in the context of strategic foresight can help break down knowledge silos and disseminate futures knowledge, capabilities and skills across government

Lithuania has yet to develop a sustained strategic foresight community of practice which can help disseminate capabilities, create government-wide capacity and increase bottom-up strategic foresight demand. Lithuania could allocate resources and build a strategic foresight community of practice in which government foresight practitioners can spread awareness, support practitioners through knowledge sharing, enhance the quality of foresight by sharing best practices, and connect people with interest in strategic

foresight. This community could eventually become a working body which inputs into policy development processes.

The National Library, which has the status of a Parliamentary Library and provides information for ongoing work and activities of Parliament, collaborates with the Committee for the Future to promote foresight research and knowledge. Together these institutions organise weekly informal discussions on varied topics related to future developments such as AI, neurotechnology and the future of democracy. The National Library has an important role in facilitating and leading discussions with the Committee and academia. Moreover, it has recently established a Strategic Forecasting Unit dedicated to producing foresight knowledge and engaging in related activities.

Together with the National Library, the Committee for the Future could harness leadership buy-in, create a repository of reports for foresight and policy evaluation exercises, and benefit from institutional arrangements to promote a government-wide foresight learning network and community of practice. The STRATA team, which was gathered to input strategic foresight methods as part of the Lithuania 2050 process, could be continued or reformulated for the implementation of Lithuania 2050, including in support of sectoral policy planning. This could be an ongoing programmatic capability at STRATA beyond the term of specific projects.

Collaborations and partnerships between organisations in governments have been favourable to disseminate foresight capabilities. A case in point is the collaborative effort in Singapore between the Centre for Strategic Futures (CSF) and the Civil Service College (see Box 7).

Box 7. Harnessing Collective Intelligence and Transformative Policy Outcomes in Singapore

The Centre for Strategic Futures (CSF) works within the Prime Minister's Office and is focused on supporting the strategic needs of the whole-of-government and guaranteeing Singapore government's foresight capabilities. The CSF is built around three main pillars: 1. Scout (trend analysis and horizon scanning), 2. Challenge (Stress-test strategies and policies), and 3. Grow (build governmental strategic foresight capacity). Supported by these pillars, it produces national scenarios and a variety of publications to elicit strategic conversations such as on key forces of change and future preparedness surrounding its current operational environment.

Conducting foresight projects can be time consuming and the CSF recognises that it is not capable of pursuing this work on its own throughout government. For this, it enables and shares foresight capacity and capabilities across governmental agencies and departments. It aims to make foresight a sustainable practice and promotes a culture of collective sense-making. CSF uses variety of methods to this aim: first, the rotation and mobility of strategic foresight experts inside government; second, building and sustaining networks and partnerships with communities of practice; and lastly facilitating a senior formal Strategic Foresight Network (SFN) comprised of deputy secretaries and with the mandate to commission strategic foresight studies inside government.

Foresight Collaboration: Civil Service College and Centre for Strategic Futures

The Singaporean Civil Service College (CSC) is a statutory board under the public service division of the Prime Minister's Office (PMO). The CSC is the learning and development arm of the public service. One of the missions of the CSC is to equip Singapore's public service to be future ready. For this, the Learning Futures Group is a business support unit and team that sits within CSC and which focuses on supporting the development of futures capabilities and capacities.

Nevertheless, building futures capabilities is a collaborative effort between the CSC Learning Futures Group and the Centre for Strategic Futures which has the mandate to produce and disseminate foresight work from a whole-of-government perspective. While the CSC does not directly build foresight capabilities, it works closely with CSF to complement their existing work in this area and provide public and civil servants with innovative foresight abilities such as the use of gaming and simulations for policy development. One of the key initiatives of the Learning Futures Group is the Social Policy 101 programme, which not only examines current issues but also explores their future implications for policymakers. They emphasise through the Social Policy 101 programme the need for futures thinking in policymaking and the importance of building capabilities through gaming, simulations and role playing as a means to not only explore issues but also their future implications.

Source: OECD

2.3 Continuous, not one-time efforts, are needed to ensure collaborative policymaking with foresight

Initiatives with collaborative governance approaches in Lithuania already existed with LT2030 and recently with LT2050. For LT2050, stakeholder and citizen participation were a key component for its development which carried out discussions in more than 10 regions in Lithuania and "served as a way to find out citizens' expectations, hopes and fears regarding Lithuania's future" (Vilnius University, 2022). Participatory foresight with citizen visioning, futures dialogues and narrative generations can be a powerful process to provide "bottom-up images of the future and expectations" towards sustainability and resilience (Kononenko, 2021). However, citizen participation in foresight processes is still limited in Lithuania and often disconnected from

government action. The Progress Strategy Lithuania 2030 (LT2030) was Lithuania's first attempt to institutionalise participative and collaborative governance for a long-term strategy (Paliokaitė and Sadauskaitė, 2023). However, LT2030 provided limited feedback to society on what happened to their ideas and suggestions (Paliokaitė and Sadauskaitė, 2023) and was not considered *per se* a strategic foresight process.

STRATA identified that for Lithuania to introduce effective tools and functions for stakeholder inclusion and representation, government would need to empower cross-sectoral networking and strengthen forward looking capabilities beyond the public sector (Sriebaliūtė, Cibaitė, Rasa, & Trainauskienė, 2021). For cross-sectoral networking and to build anticipatory innovation ecosystems (OECD, 2023), the White Book will aim to identify solutions to increase innovation and competitiveness and envisage a modern development of the smart specialisation strategy system.

Sustained wider participation with citizens and stakeholders can serve as signal detection and early warning systems to inform policy and adapt to changing trends as well as provide an opportunity for collective sensemaking around potential policy directions (see Box 8). Foresight proves to be a valuable and democratic practice for governments to engage with society. By involving citizens in futures-oriented participatory processes, they can be informed about long-term strategies and contribute to its development. This, in turn, sustains the efforts towards strategic revision, improvement and continuous implementation.

Box 8. Improving civic participation in public space projects

The experiences with LT2030 and LT2050 highlight the importance of stakeholder and civic participation in Lithuania where public dialogue in municipalities are formal onetime events. A foresight ecosystem should provide both formal and informal environments and build on existing initiatives for public participation.

"The Dialogue between the city and its people: a practical guide for municipalities on public participation" has been created in Lithuania and aimed to equip municipality specialists with a methodology to involve the stakeholders in public space projects. It was published in August 2022, providing free access for municipalities and other interested parties to implement its principles. The guide's primary beneficiaries are municipal architecture and communication department specialists, with local communities and other project-affected groups as secondary beneficiaries.

Source: [Dialogue between the city & its people: guide to civic participation in public space projects - Observatory of Public Sector Innovation \(oecd-opsi.org\)](https://www.oecd-opsi.org/en/publications/dialogue-between-the-city-and-its-people-guide-to-civic-participation-in-public-space-projects/)

Despite the differences in legislative mandates, the United States (US) and Lithuania share a common thread in the imperative to seek collaborative and sustained foresight practice in shaping policymaking with experts and international peers. In the United States, there is no strategic foresight mandate from Congress, however, government institutions have been working to produce practices resulting in deliverables or foresight products that have been iteratively assessed with different audiences (see Box 9). The Center for Strategic Foresight at the Government Accountability Office (GAO) has frequently incorporated foresight in its work and uses trends papers as "breadcrumbs" to shape their work and inform Congress's decisions e.g., steering Congress to think about the future of education and increasing technology access to underserved communities.

COVID-19 had an impact on their work and in GAO's role in informing the public, Congress, and in their analysis about emerging trends. GAO is involved in various activities including roundtables, conferences, speaker series, and the sharing of trends papers internally. The office values international collaboration with countries like the UK and Canada's Policy Horizons as well as the presence of international strategic foresight fellows to support their work e.g., the School of International Futures and the University of Houston. While there is no legal mandate for GAO to practice strategic foresight, within the executive branch every federal agency that is preparing a strategic plan is mandated to have some forward leaning or foresight

principle within their strategic plans such as identifying “key factors external to the agency and beyond its control that could significantly affect the achievement of the general goals and objectives” and “cover a period of not less than 4 years”³. This macro-level analysis encompassing factors beyond the immediate strategic environment of US agencies requires collaborative engagement with external experts, peers and stakeholders.

Box 9. From institutionalisation to sustained collaborative foresight practice

In 2016, the United States Secret Service (USSS) incorporated a strategic foresight specialist to lead its Enterprise and Strategy Division (ESD), which further demonstrated the agency’s efforts to institutionalise strategic foresight and to ensure a sustained collaborative practice. With leadership engagement and expertise at the ESD and the Office of Strategic Planning (OSP), strategic foresight outputs have been supporting the agency’s commitment to consider a variety of possible threats and ensuring that their strategic plans are rigorously informed by evidence as well as stakeholders and experts to identify risks and formulate responses.

Recent examples of foresight projects:

1. The report [Microtargeting unmasked: Safeguarding Law Enforcement, the Military, and the Nation in the Era of Personalized Threats](#) was sponsored by the USSS and the U.S. Army Cyber Institute, and jointly developed with Arizona State University’s Threatcasting Lab. This report examines the future threats and risks of the collection and analysis of personal data from state and non-state adversaries, i.e., microtargeting, to destabilize leadership and decision makers within government.
2. In 2021, the USSS conducted a scenario-based planning exercise which examined four drivers of future change (USSS budget, USSS technology, U.S. privacy concerns, and U.S. government effectiveness). There is limited information about this scenario building process. However, through a correspondence with a U.S. Secret Service official, Scoblic (2021) explains that at the intersection of these drivers four possible scenarios were developed and described alternative possibilities for a post-pandemic United States (Scoblic, 2021).
3. Most recently the USSS has been showcasing its strategic foresight activities to communities of practice and demonstrating how foresight initiatives have helped inform the agency’s new strategic plan. For the IASP Government Community of Practice the USSS made a presentation entitled [“Leveraging Foresight to Promote Inclusivity and Stimulate Creativity in Strategic Planning: How the Secret Service Stood up a Foresight Program to Inform the New Strategic Plan”](#)

³ See [GPRA MODERNIZATION ACT OF 2010](#)

3 Agency

This section assesses the capabilities that are necessary for public servants to apply strategic foresight in Lithuania. To do so, it focuses on the following questions:

- To what extent do public servants believe that their work has an impact on the future of Lithuania?
- How are relevant skills for anticipation identified, promoted and learned?
- To what extent do public servants understand the range and value of approaches to explore futures and integrate futures knowledge in their work?

3.1 It is important to address Lithuania's institutional culture to promote proactivity and encourage a more adaptive attitude towards change

The innovative potential of Lithuania's government institutions seems to be limited by a "tight culture"⁴ which has limited tolerance when new ideas do not respond to expectations and interests. This stands in contrast to the vision outlined in Lithuania 2030 which had encouraged for the incorporation of an open, competent, efficient, and participatory governance system aimed at delivering quality public services to citizens. In pursuit of a "strategically potent government", the LT2030 also called for a 'performance-and-efficiency-driven governance culture' where clear action policies are set with wide consultation and participation. The strategy recognised that achieving this shift requires public authorities to have necessary capabilities to implement strategies, monitor and make sense of global trends, and "creatively apply best practices" (State Progress Council, n.d.). This shift in culture would be in line with the OECD legal instrument "[Declaration on Public Sector Innovation](#)" to which 43 countries, including Lithuania, have adhered. Principle I.B. says adhering countries affirm strong commitment to "encourage and equip all public servants to innovate" such as by acknowledging "the advantages that a culture of openness, of learning from errors and of collaboration across silos and sectors offers to the practice of innovation".

Nevertheless, the institutional culture in Lithuania was perceived by focus group participants as restricting innovative approaches rather than valuing learning from failure, recognition and exploration of options. This can also stem from institutional settings and barriers that tend to enforce silo mentality (OECD, 2022). Shifting culture from reactivity to proactivity, including reducing fear of mistakes and encouraging testing, could increase anticipatory potential within ministries. This underscores an added challenge to STRATA in cultivating a culture of evidence-informed decision making and involves not only conducting strategic foresight, as recommended by the OECD (2021), but also establishing foresight as a sustainable capability. Additionally, this overall process will need to integrate foresight into a policy advisory skill-set of civil servants, enabling them to work with innovation and synthesise "a growing range of evidence-based scientific insights" (OECD, 2017). As part of organisational transformation, the OECD (2017) posits the importance of improving

⁴ Deckert, C., Schomaker, R.M. Cultural tightness–looseness and national innovativeness: impacts of tolerance and diversity of opinion. *J Innov Entrep* 11, 29 (2022). <https://doi.org/10.1186/s13731-022-00219-2>

civil service capabilities such as network management skills to break down knowledge silos that can be a barrier to culture transformation in governments. In this sense, the Civil Service reform (see Box 7) in Lithuania aims to address a number of management deficiencies and Lithuania's ability to prepare high quality civil servants (National Audit Office, 2022).

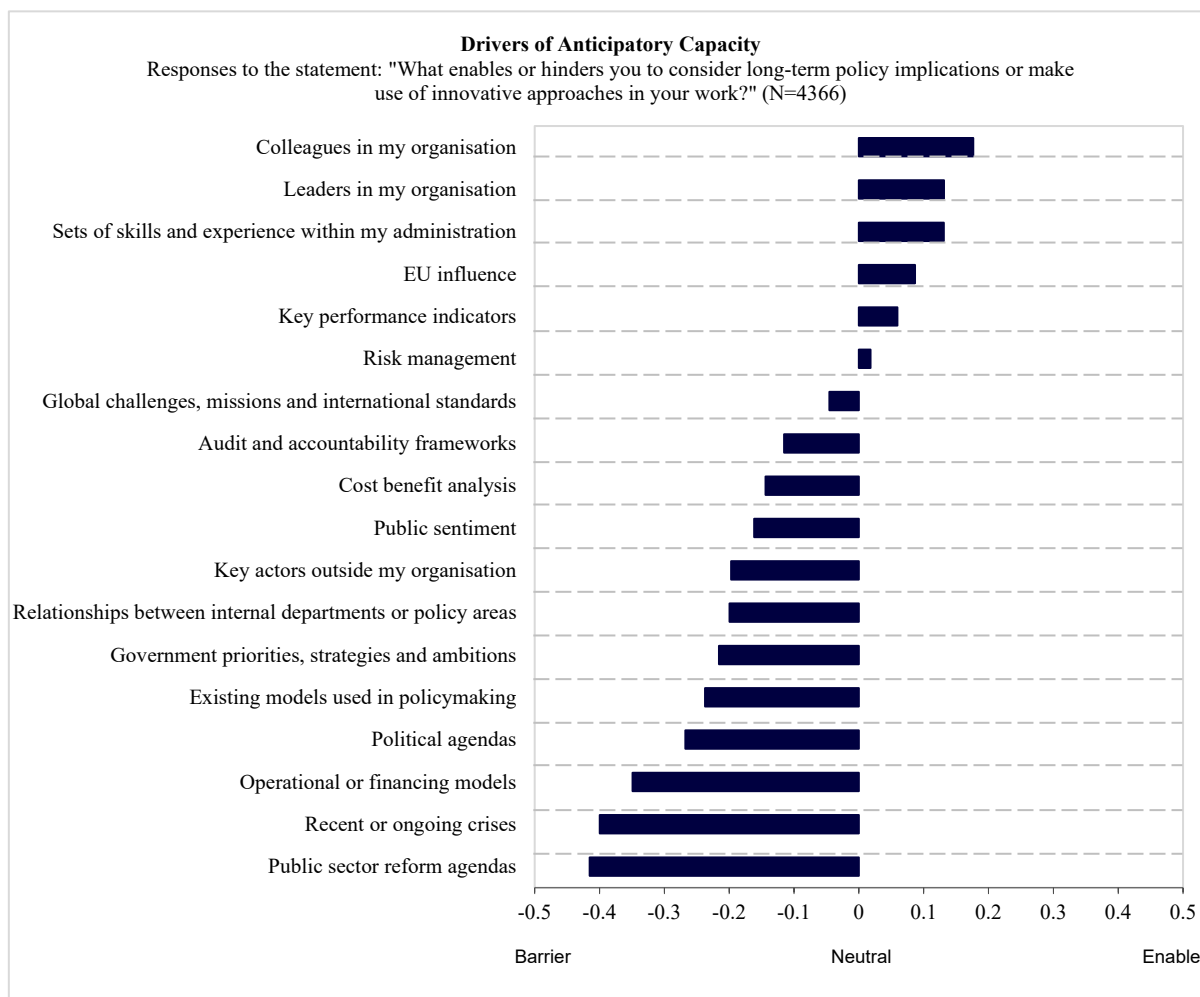
Box 7. Civil Service reform in Lithuania to promote an innovative and learning culture

The Civil Service reform, which was approved in June 2023 and will come into force early 2024, is viewed as a central legal act to support the development of a strategic foresight ecosystem in Lithuania and facilitate organisational change across government agencies and ministries by, *inter alia*, implementing a more flexible management system, disseminating a consistent development of competencies of civil servants, and implementing innovations in the civil service (National Audit Office, 2022). The Civil Service reform is not only aimed to improve civil service's analytical capacity but also promote a learning culture in public management.

Source: [Sixth session: the Seimas approves the civil service reform and commits to further supporting Ukraine and strengthening national security - News \(lrs.lt\)](#)

Results of the wide distributed survey on drivers of anticipatory capacity within Lithuania's civil service may offer some insights into factors that either hinder or enable the consideration of long-term policy implementation and innovative approaches, specifically to the effectiveness of central legal acts such as the civil service reform. In figure 2, the drivers "Public sector reform agendas", "Operational or financing models", and "Recent or ongoing crises" emerge as primary factors perceived to hinder the consideration of long-term policy implementation or the adoption of innovative approaches. As mentioned by Lopata, Viliūnas, & Augustinaitis (2022), this hindrance may be attributed to the potentially ineffective nature of ongoing reforms creating tensions in the person's perception of hope and optimism for the future.

Figure 2. Drivers of Anticipatory Capacity

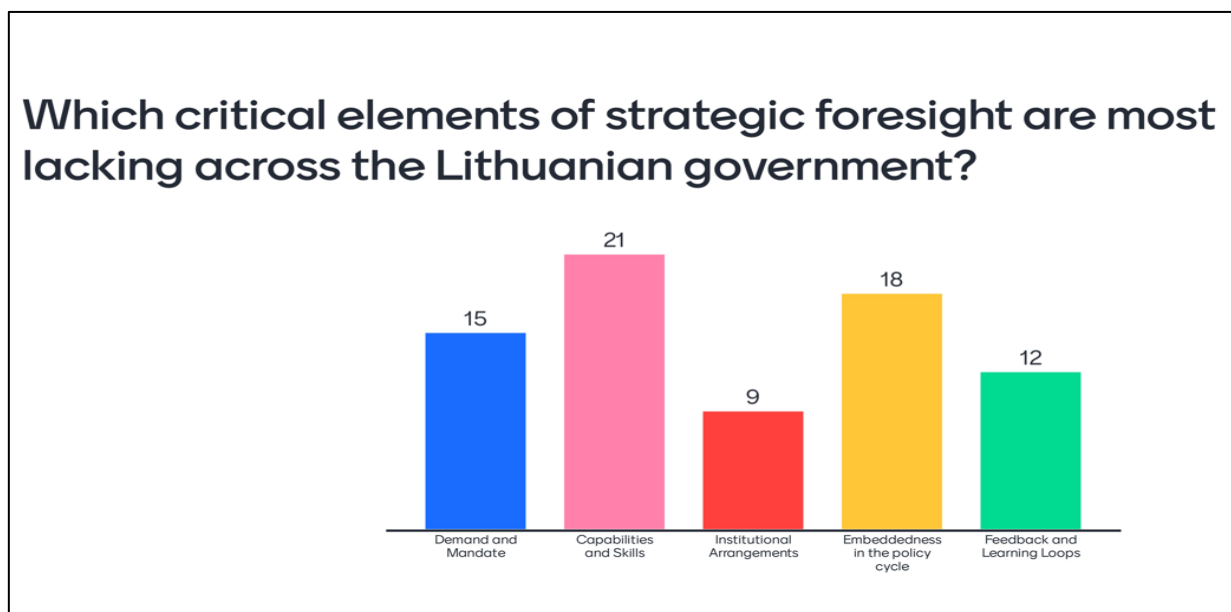


In the past, STRATA conducted analyses of the effectiveness of the Lithuanian civil service and public sector in the international context, as well as on the effectiveness of the measures to improve the public sector (OECD, 2021). With strategic foresight activities, STRATA could continue to support, with analyses of civil service effectiveness of the measures to improve the public sector and studies in which foresight encourages long-term thinking and anticipatory decision-making. This could also include counter-factual analysis of the cost of inaction, which could be a driver of proactivity. STRATA could identify areas of opportunities to change and adapt institutional culture as part of its overall analysis activity. Moreover, there are high expectations for STRATA to expand its role in the future by building a foresight culture in the public administration and public sector. This broader role includes conducting analysis and research, providing training, and facilitating collaboration and networking.

Weaving foresight ecosystems for organisational cultural change

During the fourth methodological workshop in Lithuania participants were introduced to the OECD's five elements to build a foresight system: *demand and mandate*, *capabilities and skills*, *institutional arrangements*, *embeddedness in the policy cycle*, and *feedback and learning loops* (OECD, 2019). As part of an interactive activity with a live questionnaire, most participants answered that strategic foresight capabilities and skills was a critical element lacking across the Lithuanian government (see figure 3 below).

Figure 3. Interactive survey with participants of the second methodological workshop in Vilnius, Lithuania.



Yet, building an effective anticipatory governance with these elements requires governments to consider an 'ecosystem approach' as opposed to viewing the elements as isolated needs. In the process of setting up a foresight unit, the Singapore Ministry of Communications and Information (MCI) capitalised on the country's whole-of-government collaborative system to "work with the existing ecosystem of resources available". By cooperating with different foresight units across the government, MCI was able to minimise the duplication of work, align vocabulary and terminologies, and surface assumptions and blind spots (CSF, 2023). More so, in the United States strategic foresight has been a driver for organisational and cultural change as well as an important element for responsible and moral government behaviour (see Box 8).

Box 8. Organisational change to institutionalise foresight for planning processes in the U.S. Secret Service

The U.S. Secret Service (USSS) was pressed to go through organisational reform and change following audits and independent reviews by the Protective Mission Panel (PMP), appointed by the Department of Homeland Security, and the House Committee on Oversight and Government Reform (HOCR). The reports that were issued through these audits “called into question the Secret Service’s effectiveness” and “its resistance to change”. In 2014, the PMP reiterated in its report the Secret Service’s missions to zero tolerance for error and zero-failure that are aligned with its commitment to protect the US President and high-ranking officials. The report emphasises that “the Secret Service must be prepared to face every threat in a rapidly changing environment and to stay constantly ahead of those who could threaten the White House, the President, and other protectees [...]” (Hagin, Perrelli, Gray, & Filip, 2014). In 2015, the HOCR entitled its report [*United States Secret Service: An Agency in Crisis*](#) and outlined the various operational deficiencies and cultural and moral issues that required the agency to undergo “dramatic reforms” such as developing an effective and comprehensive human capital strategy and institutionalising long term planning to examine how threats are evolving (Lindsay, et al., 2023).

Following these audit reports, the USSS commissioned the National Academy of Public Administration (the Academy) to further assess the agency’s performance, effectiveness and recent enhancements to operational divisions and the administration of the organisation in order to respond to the recommendations of the PMP and HOCR. Among the different recommendations proposed by the PMP and HOCR for transformational efforts to change the agency’s culture and management practices, the Academy highlighted the creation of the Office of Strategic Planning and Policy (OSP) “as a centralized analytical think tank to lead and coordinate enterprise management efforts and focus the agency on the mission moving forward as it evolves and needs to respond to new and emerging threats” (Lachance, Allen, Marcy, Crenshaw, & Tangherlini, 2016, p. 23). Within its activities and to help guide the Secret Service’s strategic planning processes, the OSP liaised with the intelligence community to assess the future of domestic security and environment in the United States. The output of this cooperative pursuit was the development of a “Strategic Outlook 2016-2026”, which noted the importance of including a systemic and interdependent overview of security as opposed to viewing the achievement of strategic objectives as isolated responsibilities.

Sources:

<https://oversight.house.gov/wp-content/uploads/2015/12/Oversight-USSS-Report.pdf>;

https://digitalcommons.usmalibrary.org/aci_rp/51/;

<https://www.strategyassociation.org/blogpost/1688822/491298/US-Secret-Service-discussed-their-use-of-foresight-in-strategic-planning>;

<https://www.newamerica.org/future-security/reports/strategic-foresight-in-us-agencies/>

<https://www.dhs.gov/publication/united-states-secret-service-protective-mission-panel>

3.2 Better communication with leadership about the value of strategic foresight tools and methods is necessary

In general terms, political scepticism and reluctance to use foresight are possibly due to a lack of understanding of what strategic foresight is and the usefulness of its tools and methods for policy and strategy development (Calof and Colton, 2024). Participants of the focus groups in Lithuania expressed their need to learn why strategic foresight is important and gain information on how to interpret and communicate strategic foresight products and outputs to leadership. They indicated that more evidence needs to be provided in terms of how strategic foresight can support policy development and at which stages of the policy cycle it provides most benefit. To address this issue in the fourth and fifth methodological workshops, the

OECD focused on approaches to communicate foresight products as well as build communication strategies (see Box 9 for activity conducted with civil servants in Lithuania).

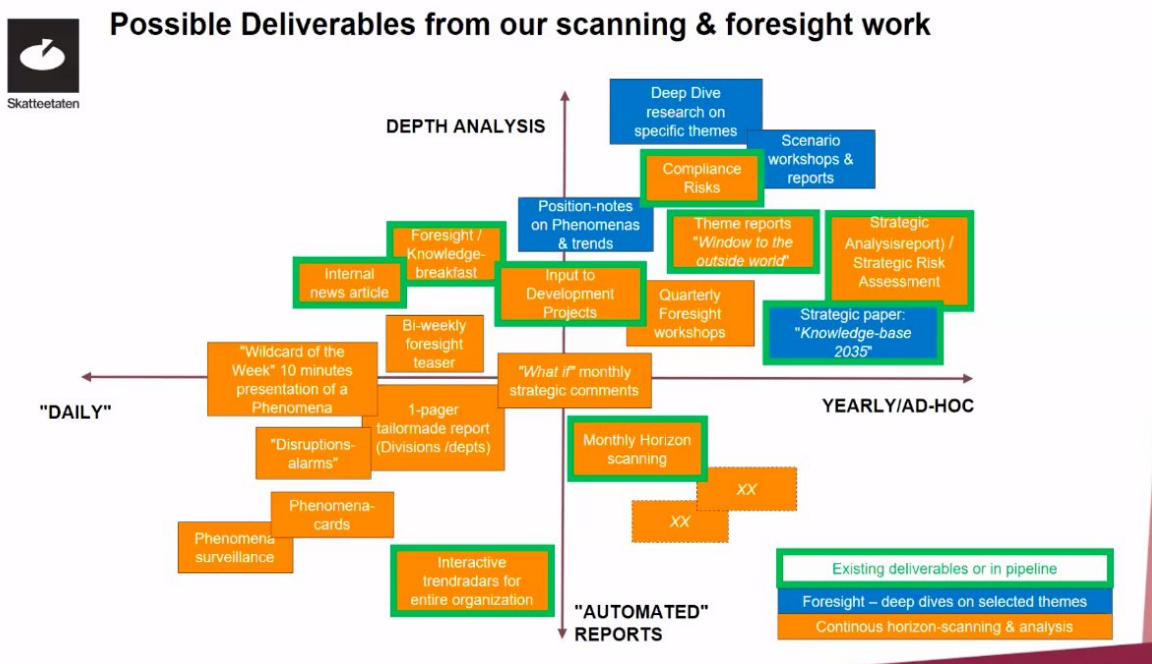
Calof and Colton (2024) conducted research using the Delphi method to identify and evaluate 27 factors that lead to the impact of foresight on influencing senior management decisions in governments. Here, we highlight four of the most important factors:

1. **Good timing and relevance:** alignment of foresight projects with the decision-maker's policy and planning cycle.
2. **A clear communication strategy:** including practical and non-technical communication.
3. **Exposure:** direct client participation in the foresight project.
4. **Air cover:** the presence of an executive-level foresight sponsor.

Box 9. Mapping foresight products in Lithuania

Inspired by the Norwegian Tax Administration (NTA), the fourth methodological workshop in Lithuania worked with civil servants on the processes of communicating foresight products to decision makers. Norway has applied activities to identify foresight products that are existing as well as those that NTA would need to further develop. This process differentiates inputs across a 2 x 2 matrix ranging from type/format of product i.e., depth analysis versus automated reports, to frequency i.e., yearly/ad hoc versus daily (see figure 4 below).

Figure 4. Matrix and foresight deliverables/products of the Norwegian Tax Administration



Source: [How to Bring Foresight into Action with Foresight Deliverables — Futures Platform](#)

Results from the workshop

Following the Norwegian example, the OECD divided workshop participants into six groups and asked them to organise 32 cards of foresight products onto the 2 x 2 matrix, while considering when the product would be useful (daily versus yearly/ad hoc), and in what format/type should it be produced (automated reports versus depth analysis). The products were both adapted from the NTA case and also based on OECD research and practice (see table 4 below for ‘example products’).

Table 4. Example foresight products for methodological workshop

NTA Example Products	OECD Example Products
Deep Dive Research on Specific Themes	Input to Policy Innovation
Scenario Workshops & Reports	SWOT Analysis with Future Scenarios
Position-Notes on Uncertainties and Trends	Early Warning Systems
Strategic Roadmaps	Stakeholder Management & Analysis
Compliance Risks	Foresight Library & Repository
Thematical Reports	Participatory Workshops for Shared Goals
Strategic Analysis Report	Monitoring of Factors and Data Gathering
Strategic Risk Assessment	Uncertainty / Impact Assessments
Quarterly Foresight Workshops	Foresight Community of Practice
Input to Research & Development Projects	Emerging Technologies Assessments

<p>Foresight Fridays Internal News Article Bi-Weekly Foresight Teaser Wildcard of the Week-Presentation of an Uncertainty 1-Pager Tailor Made Report (Divisions/Departments) Disruptions-Alarms Driving Forces & Disruptions Cards Uncertainty Surveillance Interactive Trend Radars for Entire Organisation “What-If” Monthly Strategic Comments Monthly Horizon Scanning</p>	<p>Foresight Tools/Methods to Support Decision Making</p>
<p>With a populated matrix, the participants were then asked to identify which of the products already existed in government institutions and which of the products were a novelty to the Lithuanian government. Novel products also required a classification as to what purpose they would be most useful e.g., discover, explore, map or create.</p> <ul style="list-style-type: none"> • Existing products: According to participants, important strategic foresight products were already in use and conducted by public institutions and ministries such as “Strategic Roadmaps”, “Strategic Analysis Reports” and “Strategic Risk Assessments”. An evident example of certainty around the development and use of a product is the “Scenario Workshops & Reports”. This product was identified by most participants to be under the responsibility of STRATA and in the quadrant of Depth Analysis and Yearly/Ad Hoc. This is due to the awareness of the LT2050 project and its importance to the new strategic governance framework. • Gaps and Needs: Participants recognised the need for new tools such as “Interactive Trend Radars and “Early Warning Systems”, suggesting a move towards more dynamic, real-time analysis methods. There is also a call for the development of a “Foresight Community of Practice” for building capabilities of civil servants and to support the exploration of new ways of thinking as well as to improve anticipatory intelligence for whole of government. Additionally, a “Foresight Library & Repository”, was indicated as a need for better information sharing and knowledge management of strategic foresight generated in Lithuania and around the world. Some participants indicated that the foresight library is in the process of development. A signal to its development is the interest and participation of Lithuania’s National Library in foresight initiatives such as in coordinating events and meetings with the Committee for the Future. 	

The strategic foresight system in Lithuania is nascent and civil servants and leaders still need to acquire knowledge about the basics of foresight tools and practices. Further, the narratives and arguments used in communication about the future differ from traditional evidence-based policy communication and could be an area for capability development.

The responsibility of building effective communication strategies and knowledge-sharing techniques during a foresight process can fall under the responsibility of a coordination team. This team plays a critical role in assessing that different groups of stakeholders require tailored communication approaches. For example, one key communication factor among stakeholders is ensuring that scientists and academics understand the behaviour of policymakers and private sector representatives in order to foster a common ground and facilitate the production of shared commitments and action upon generated foresight knowledge (Nehme, de Miranda Santos, Fellows Filho, & Massari Coelho, 2012).

The process of communicating the value of strategic foresight to leadership also requires organisational wide confidence and knowledge to reveal the effectiveness and impact that foresight tools can have on strategic planning, policy development and decision-making processes. If civil servants, who are seeking to integrate foresight processes into their workstreams, have limited knowledge of futures studies, it becomes a challenging task to effectively communicate the benefits of foresight. This difficulty in bridging the gap

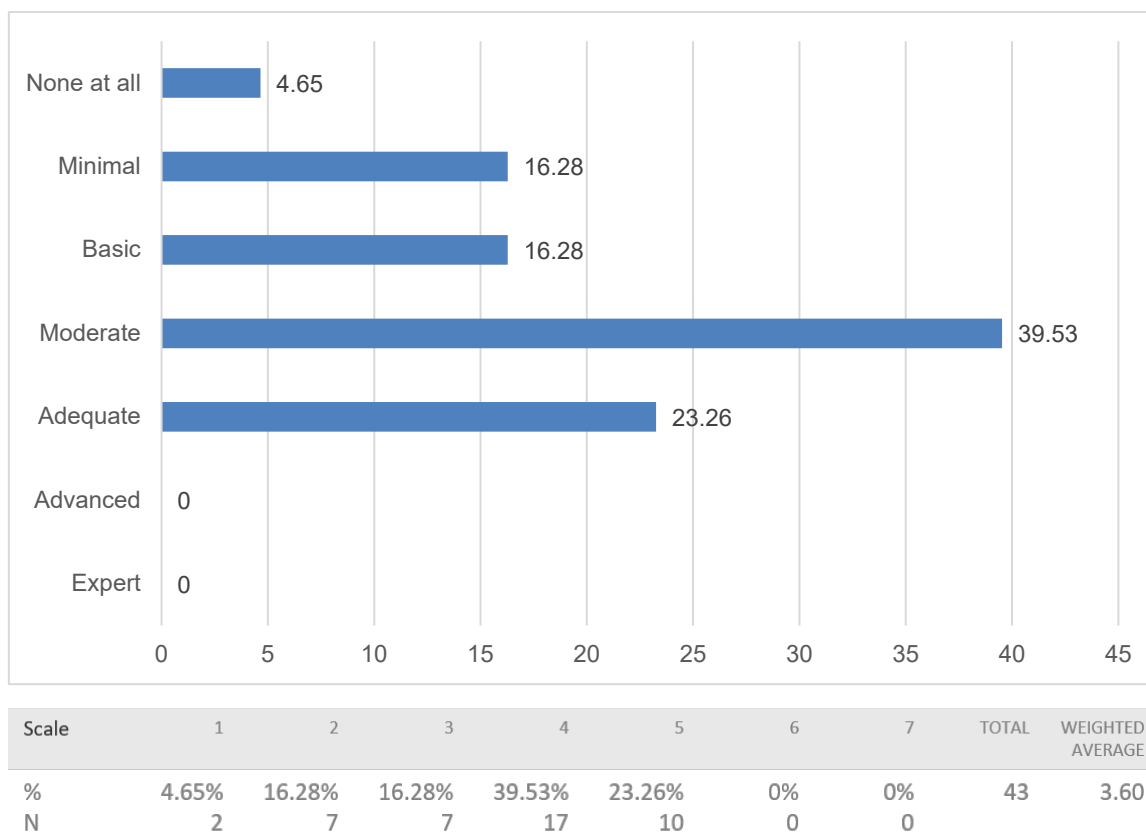
between foresight practice and policy action (Tönurist and Hanson 2020) can further increase scepticism among leadership.

Although the sample size is small (n=43), results from an ex-ante survey provide this lever inputs on the level of familiarity and knowledge of civil servants that participated in a methodological workshop titled “Strategic Foresight in the Policy Cycle”. The OECD gathered responses for this ex-ante survey which are presented in the following section. For a comparison and analysis of the ex-ante survey alongside the ex-post survey that was conducted at the fifth and final methodological workshop titled “Communicating Futures Outputs”, see Annex D of this report.

Ex-ante survey results

In reference to civil servants’ current knowledge of strategic foresight, the ex-ante survey revealed that most participants of the workshop had middle to low range knowledge of strategic foresight with 33 (76.74%) responses below 5 in the 7-point Likert scale (weighted average 3.6). Ten participants (23.26%) indicated that they had an *adequate* to *moderate* level of understanding about strategic foresight. While respondents have a moderate grasp of strategic foresight, a considerable number feel they have *basic* to *minimal* knowledge in this field (see Figure 5). This suggests a need for more capacity and capability efforts to generate strategic foresight knowledge and practice across the public administration and familiarising civil servants with terminologies, methods and best practices.

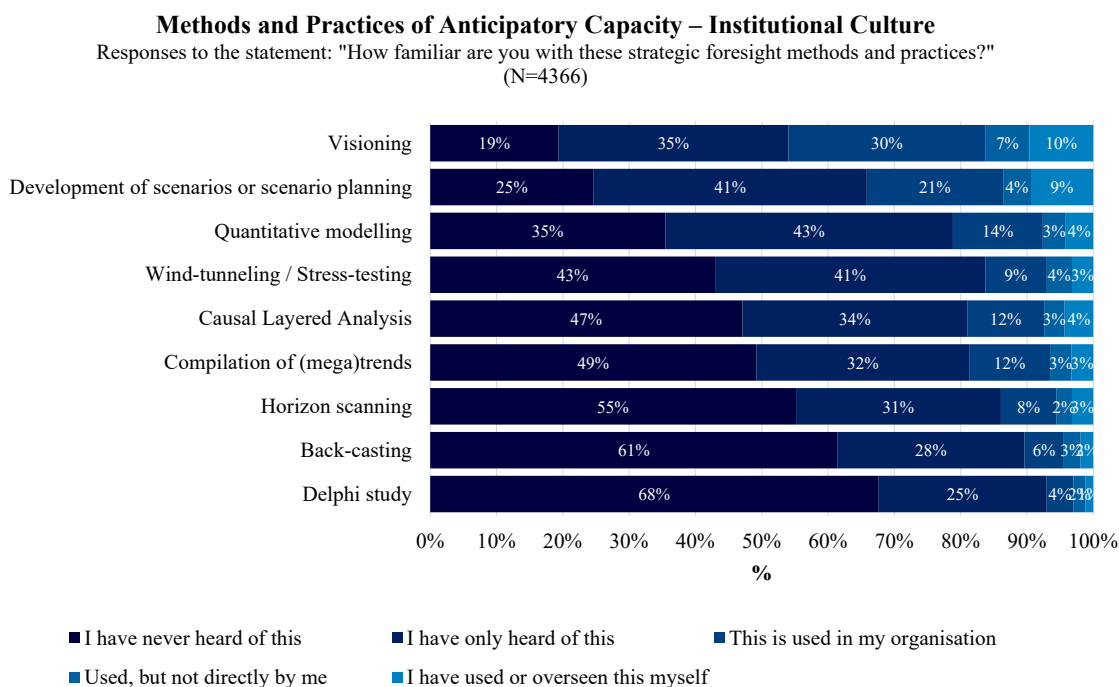
Figure 5. Current knowledge of strategic foresight



Broadening the scope, these results are validated when drawing a comparison with the wide distribution survey sent to over 4000 civil servants. There is still limited awareness and familiarity of strategic foresight methods across Lithuania’s public administration. Findings from the wide distribution survey suggest that Lithuania is in a nascent stage of adopting anticipatory methods and practices (Figure 6). While there is

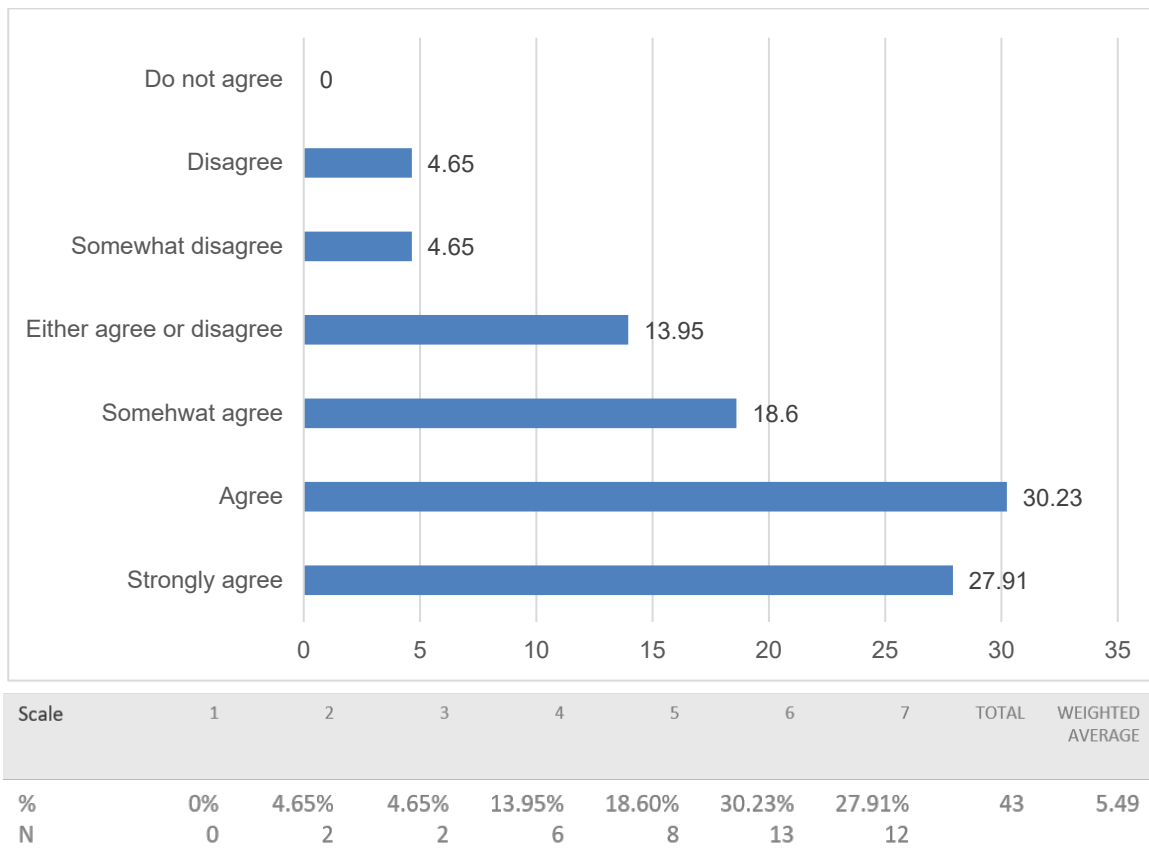
recognition of the importance of forward-thinking with higher values attributed to “Visioning” and “Scenario Planning”. This is possibly due to the application of these methods in the LT2050 process and the establishment of the Committee for the Future. The adoption of certain methods may not be as widespread, indicating room for further integration, especially when exploring alternative futures and uncertain problems. Nevertheless, according to survey results the familiarity with foresight methods and practices has been positively associated with the perception to engage with forward-looking policymaking.

Figure 6. Methods and practices of anticipatory capacity



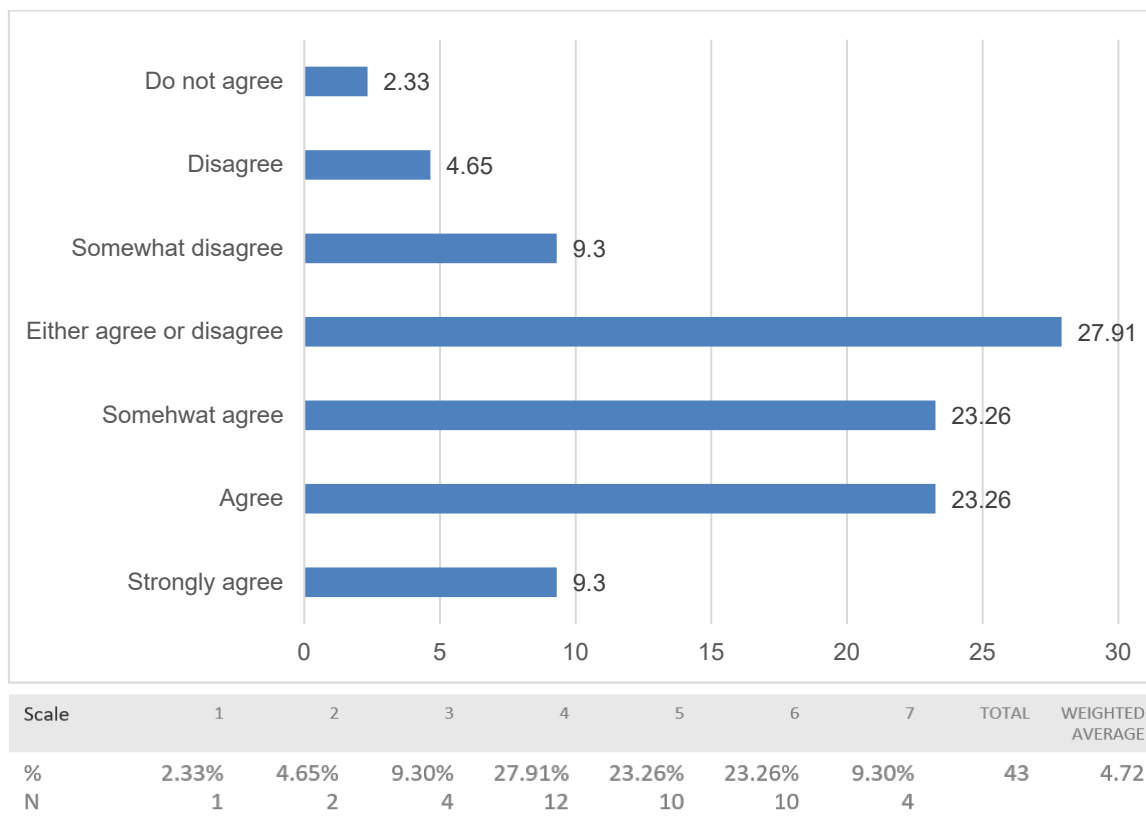
Most respondents of the ex-ante survey (n=33) viewed that there are opportunities to implement strategic foresight practice in their work and day-to-day activities. More than half of participants in the workshop either *strongly agreed* (27.9%) or *agreed* (30.23%) that strategic foresight could be used in their work. Results from a question about foresight use show that respondents recognise the potential benefits that strategic foresight for current work streams and projects across various ministries (see Figure 7).

Figure 7. The use of strategic foresight in current workstreams and day-to-day activities



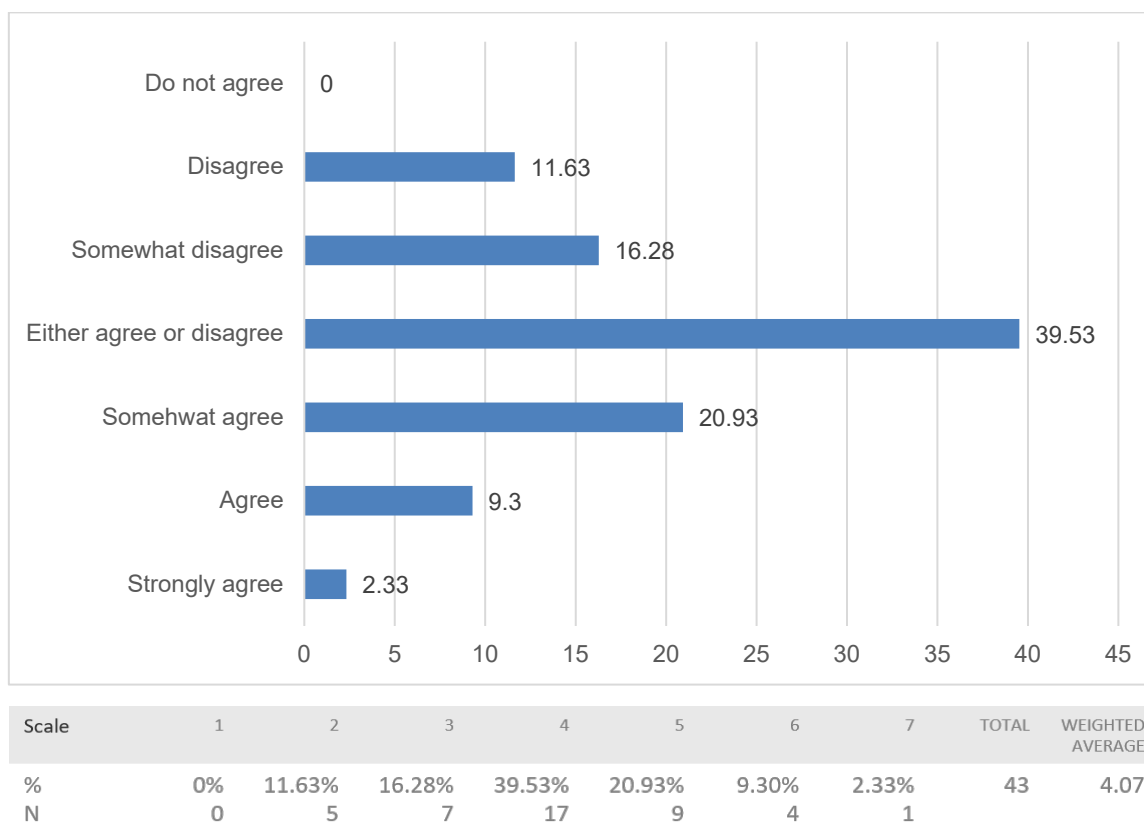
The analysis of responses to the ex-ante survey indicates varying levels of confidence with a slight leaning towards agreement on the value and purpose of strategic foresight in policy development. Over 55% of respondents fell into the *somewhat agreed*, *agreed*, and *strongly agree* categories combined. However, a significant portion (27.91%) of respondents is neutral within the category *either agreed or disagreed* (4) that foresight can generate value and that its purpose can fit within the scope and focus of policy processes. An interpretation of these results can suggest that more evidence needs to be provided in terms of how strategic foresight can support policy development and at which stages of the policy cycle does it provide most benefit. A small percentage of respondents (6.98%) *strongly disagreed* and *disagreed* (rating of 1 or 2) with the statement, suggesting a lack of understanding or recognition of the value of strategic foresight in policy development (see Figure 8).

Figure 8: Knowledge about the value and purpose of strategic foresight in policy development



Additionally, participants showed to have moderate confidence in their ability to interpret and translate strategic foresight products and deliverables for decision making and governance purposes (see Figure 9). Although 17 participants (39.53%) *either agreed or disagreed* with the statement, a notable portion (27.91%) *disagreed* (ratings 2 and 3). This mixed level of knowledge requires more training efforts to provide participants with the necessary capabilities to interpret knowledge generated through strategic foresight and to illustrate how strategic foresight can support decision makers and policymakers when faced with uncertain and complex policy issues.

Figure 9. Interpreting and using strategic foresight knowledge in decision making and governance



The results of the ex-ante survey underscore the importance of targeted interventions to increase participants' understanding of strategic foresight, bridge knowledge gaps between foresight producers and users, and provide practical insights into its application in policy development and decision-making processes. There are five important indicators and suggestions arising out of the survey that can guide the OECD's continued efforts to disseminate strategic foresight knowledge and practice across the Lithuanian public administration:

- **Best practices:** Introduce more practical examples and cases of strategic foresight application in governments around the world.
- **Policy Cycle:** Demonstrate how strategic foresight is useful at different stages of the policy cycle and which methods are most appropriate for each stage.
- **Capability building:** Include activities to improve participants' capabilities to interpret knowledge, products and deliverables generated through strategic foresight, and illustrate how strategic foresight can support decision making processes under uncertainty and complexity.
- **Communication:** Provide more evidence of the benefits of strategic foresight for governments and approaches to better communicate these benefits to leadership, senior decision makers, and to Lithuanian society.

3.3 Most civil servants in Lithuania agree that they hold an important role and acknowledge the significance of their work in shaping the future

The wide distribution survey results reveal a predominant positive sentiment among respondents regarding the perceived importance of their work in shaping the future. A substantial majority of participants believed in the significance of their contributions, with only a combined 12% indicating disagreement with this assertion (Figure 10).

When the data is further analysed by hierarchical roles in Figure 11, distinct patterns emerge. Top and middle managers, in addition to Public Policy Professionals, exhibit the highest positive association with the belief in the transformative future impact of their work, with percentages of 76%, 52% and 49%, respectively. This indicates a strong sense of responsibility and influence at leadership levels, emphasizing their pivotal role in policy design in the civil service. In contrast, secretarial professionals display the lowest association with this belief, with only 32% expressing agreement. This variation in perspectives highlights the need for targeted strategies to increase the awareness and engagement of support staff, particularly at the mid and low hierarchical level, in the broader anticipatory goals of the civil service.

Figure 10. Role in shaping the future

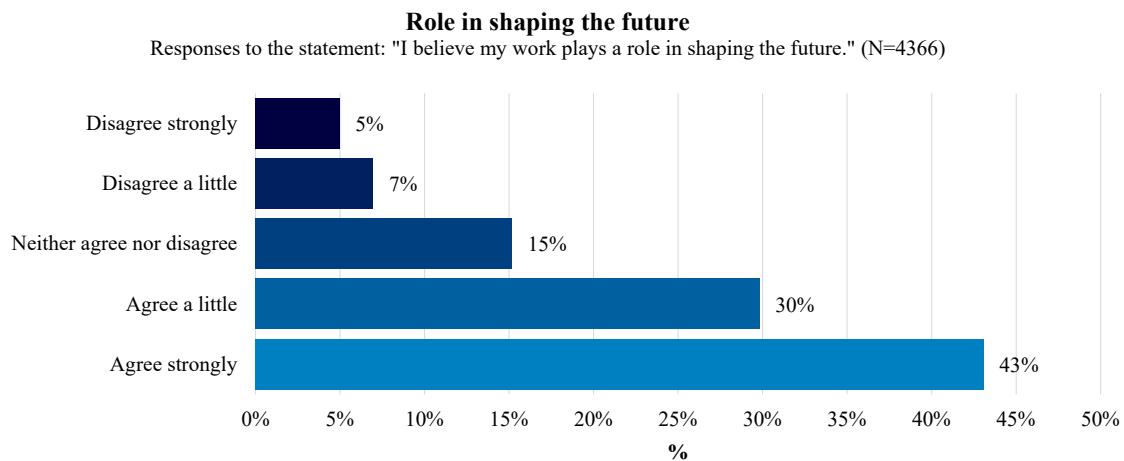
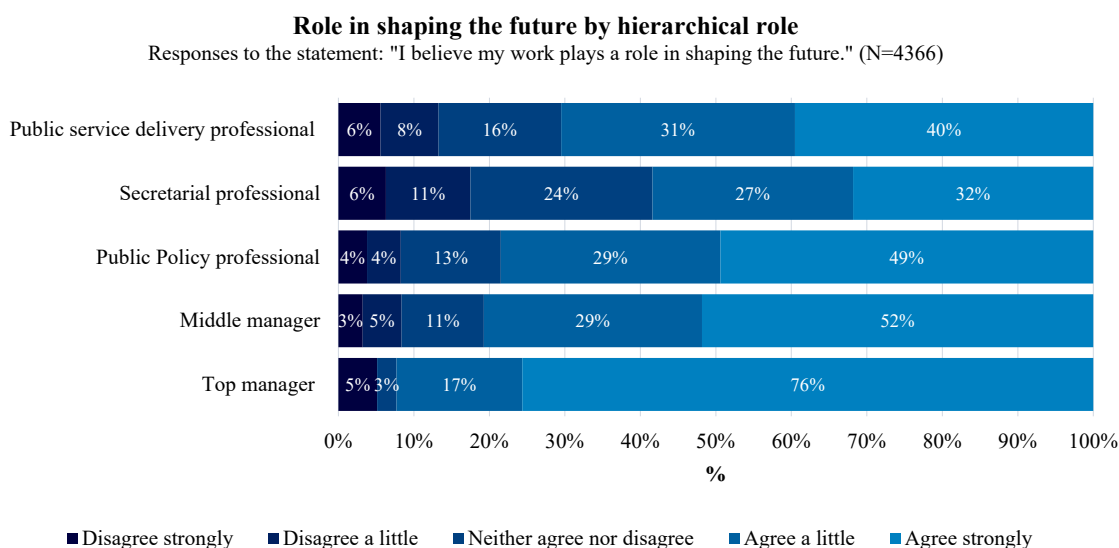


Figure 11. Role in shaping the future by hierarchical role



3.4 Around half Lithuanian civil servants declare to spend less than 20% of their time on activities that are considered innovative

Figure 12 presents a comprehensive overview of the distribution of time allocated to innovative activities in the civil service. The data indicates that respondents allocate varying proportions of their working hours to tasks they considered innovative, i.e. finding new ways of working, exploring alternative options, and collaborating and sharing knowledge with colleagues. A significant portion of respondents - around 57% - believe they spend under 20% of their time on innovative activities. On the other hand, only 7% of respondents believe to dedicate between 41-50%. Furthermore, 7% of respondents spend over 50% of their working hours on innovative tasks. This exposes the varying degrees of emphasis placed on innovative approaches across the surveyed population in the Lithuanian Government.

The hierarchical role analysis in Figure 13 exposes the distribution of time devoted to tasks that are considered innovative within the organisation. Top managers stand out as the group allocating the highest proportion of their working hours to innovation, with 22% of them dedicating over 50% of their time to finding new ways of working, exploring alternative options, and collaborating and sharing knowledge with their colleagues. This indicates a strong commitment to fostering innovation from leadership positions within the organisation. Additionally, Middle managers and Public Policy professionals also demonstrate a relatively high dedication to innovation, with 10% of them allocating over 50% of their time to innovative activities. Conversely and in line with the above-mentioned findings regarding perceptions of engaging with the future, a combined 50% of the Public service delivery professionals and secretarial professionals dedicate less than 20% of their time to innovative activities.

Figure 12 Time at work currently spent on activities that are considered innovative

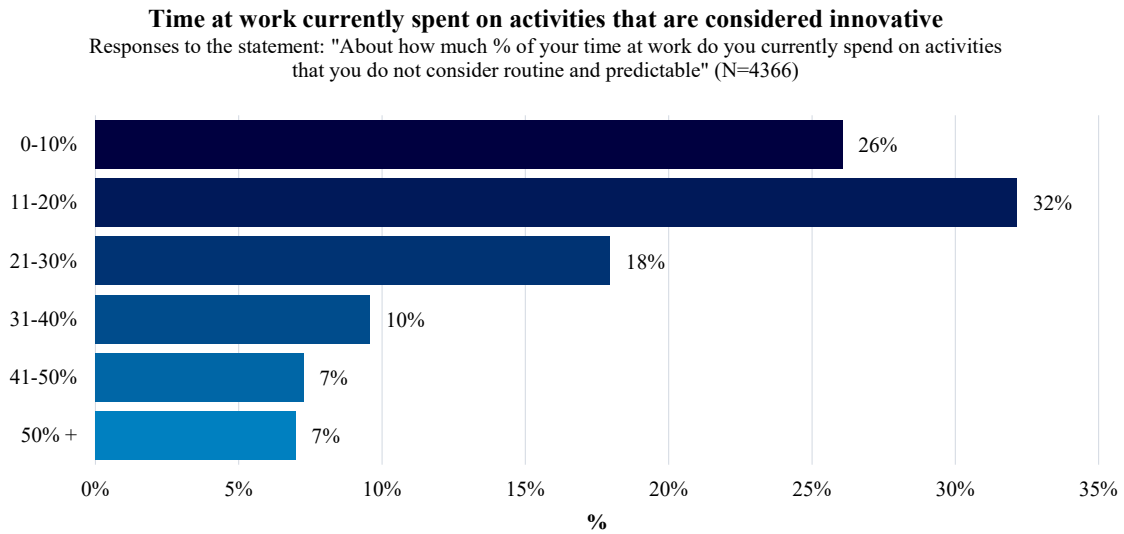
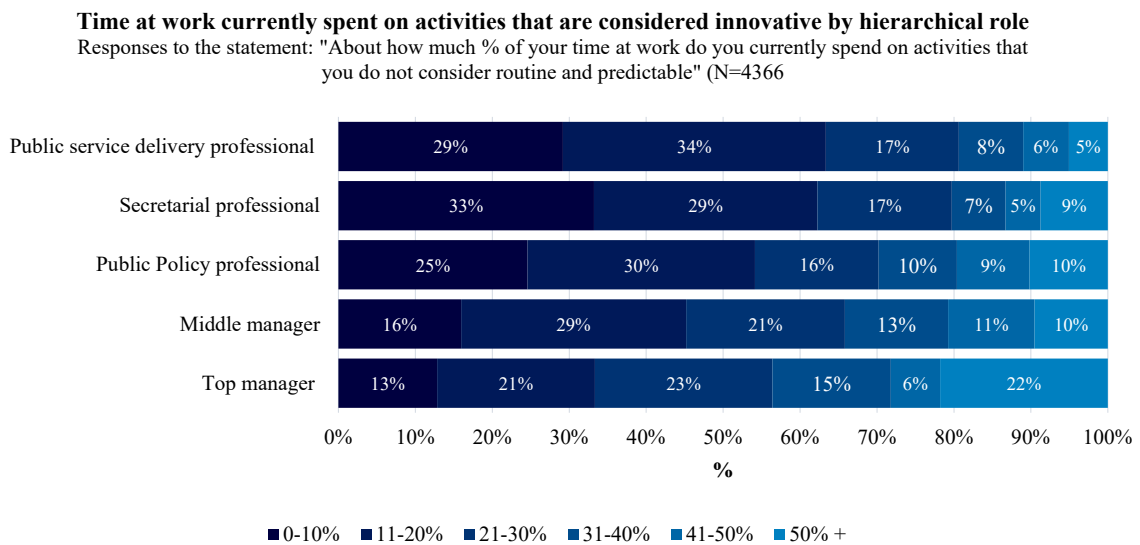


Figure 13 Time at work currently spent on activities that are considered innovative by hierarchical role



4 Institutional structures and roles for embedding strategic foresight capabilities

This section presents opportunities for the institutionalisation of strategic foresight in Lithuania. The insights and recommendations have been informed by feedback to an earlier version of the assessment report and a facilitated action plan session with a working group dedicated to preparing and supporting the development of a strategic foresight White Book.

4.1 Overview of institutional structures and functions

Main functions

The following options outline a range of anticipatory government functions that can be institutionalised within government structures. These functions are not mutually exclusive and should be tailored to fit the specific governance context, including the existing legal framework, administrative norms, and historical precedents. By adapting these functions to the unique context of each government, it is possible to build a robust strategic foresight capability that aligns with institutional needs and priorities, fostering a proactive and resilient approach to policy development and implementation.

Network convening and public engagement involves active participation and input from experts and stakeholders, building legitimacy and consensus for decision-making, and aligning stakeholders. This function also includes facilitating public forums and workshops, engaging with civil society and industry leaders, and promoting transparency and inclusivity in policy development.

Experimentation and alternatives exploration encompass the testing of alternative policy approaches, development and testing of policy alternatives, conducting pilot projects and simulations, and encouraging innovation in public policy and public administration. Additionally, it can involve scenario planning and stress testing of policies, and integrating citizen science and anticipatory intelligence.

Oversight and evaluation focus on assessing the future horizons of government programmes, ensuring oversight of impacts on future generations, and monitoring long-term policy outcomes. This function can include conducting audits and reviews, tracking global trends and their implications for national policies, and establishing metrics for long-term success and sustainability.

The **advice and direction** function involves expert advice to senior decision-makers and policymakers for governance steering, offering strategic counsel or formal decisions on emerging global and national issues, and developing long-term vision and strategic priorities. It also facilitates cross-departmental and inter-agency collaboration and supports evidence-informed policymaking with foresight insights.

Methodological support helps policymakers choose and apply foresight methods, provides specialised methodological support, and develops and maintains a repository of foresight tools and techniques. This

includes training officials in foresight methodologies, creating guidelines and templates for best practices, and facilitating the integration of foresight into regular policy cycles.

Intelligence provision in strategic foresight involves providing analysis support for policy development and service delivery, signal detection and sense-making, gathering and synthesizing foresight intelligence, conducting horizon scanning and trend analysis, and producing foresight reports and briefs for policymakers. It can also involve maintaining networks for intelligence sharing and collaboration.

Capability building focuses on formal standardised training for public officials and support for action research and demonstration cases, change management and capability building, developing foresight competencies across government departments, offering continuous professional development in foresight, and building a culture of strategic thinking and long-term planning. This function also encourages mentorship and knowledge transfer within the internal and external foresight communities.

Main structures

The OECD's analysis of government foresight units highlights examples of each structural option, offering a menu of choices that can be adapted to the governance structure, existing capabilities, and the priority purposes of foresight in the public sector. In some public administrations, only one of these may exist or be suitable; in others, all could be represented or included as a comprehensive anticipatory governance system.

One option is the **Centre of Government Unit**, which centralises foresight activities often at a high level, ensuring alignment with overall government strategies and priorities. Another possibility is a **Sectoral Unit**, which embeds foresight within specific sectors or ministries, allowing for specialised and focused and practical future-oriented planning. Additionally, a **Regional Unit** can localise these efforts, addressing unique regional challenges and opportunities. Establishing a dedicated **Government Agency** can provide an independent and focused entity responsible for strategic foresight across various domains. A **Council** can bring together diverse stakeholders, fostering collaborative foresight activities and inclusive governance and decision-making. Finally, a **Network** can leverage a decentralised approach, connecting various units and experts to share insights and best practices across the public administration. Each of these options offers distinct advantages and can be tailored to the specific needs and context of the administration.

Table 4.1

Specific function	Description
Standalone advisory capability between policy areas	Organisations within governments offering evidence-based advice and specialised methodological support across varied policy domains.

Network convener (regions, agencies, etc.)	Teams, entities, and organisations facilitating collaboration and knowledge exchange among different regions, agencies, or sectors to foster cross-fertilisation and integrated foresight activities.
Policy consensus-building capability	Function focused on facilitating agreement and achieving common ground among diverse stakeholders on policy directions.
Sector-based strategic foresight knowledge providers	Organisations, ministries, teams, or units dedicated to providing foresight insights specific to certain sectors.
Punctual or sustained representative council/committee	Provisional or ongoing committees or councils offering advice to political leaders on future challenges, threats, opportunities, and strengths.
Widespread practice-based methodological capacity-building	Efforts to enhance strategic foresight skills of government officials and practitioners broadly across the public sector.
Templates and guidance for design of federated strategic foresight units	Provision of frameworks, guidelines, recommendations, and best practices for establishing and operating strategic foresight units within different parts of the government.
Analysis support for policy development	Offering analytical services that inform and shape policy-making processes with a futures-oriented perspective.
Distributed sense-making, consensus building, and exploratory body	Organisations or public sector networks enabling collective interpretation of future trends and development of shared understandings and explorations of future possibilities.
Service futures - oriented toward future needs of public service	Initiatives, labs, and organisations aimed at anticipating and planning for the future needs of public services to ensure their relevance and effectiveness.
Emerging technology analysis	Specialised units or efforts focused on analysing and understanding the implications of emerging technologies for society, government, and businesses.
Directive body inputting on government agenda	High-level advisory groups, units, or councils with the authority to influence or set government priorities based on foresight analysis.
Change management or capability building	Initiatives aimed at preparing government agencies and their staff for future changes through skills development and infrastructure enhancement.
Public values detection and legitimacy building	Efforts to identify public values and build support for innovative or alternative policy approaches through engagement and dialogue.
Alternatives exploration and experimentation lab	Labs, centres, or units that have the freedom to explore and experiment with alternative policies or solutions, often with certain exemptions from standard regulations.
Experiment with emerging technologies	Initiatives specifically focused on experimenting, testing, and implementing emerging technologies within government and across society.
Evaluation of the future horizons of programmes of government	Assessing the long-term impacts and outcomes of government programmes to ensure they are futures-proof and aligned with long-term goals.
Creation of a safe space / space to challenge assumptions	Establishing environments where participants can freely challenge existing assumptions and think creatively about the future without the constraints of current policy or political pressures.
Ministerial futures advisor on a specific agenda	An advisor, commissioner, or minister directly assisting government in incorporating foresight into specific policy areas or agendas.
Participatory futures - harvesting and sense-making	Engaging a broad range of stakeholders, including citizens, in the foresight process to collaboratively develop and understand future scenarios and visions.
Uncovering and testing assumptions of decision-makers	Processes designed to identify and challenge the underlying assumptions in policy-making to ensure that decisions are robust against future uncertainties.
Training and workshop delivery on strategic foresight topics	Programmes and initiatives aimed at building the capacity of government officials and policymakers through training in strategic foresight methodologies and tools.
Inter-ministerial advisory capability	A cross-departmental group collaborating on foresight projects addressing issues that span multiple areas of government.
Review or oversight of laws for consideration of futures	Bodies or processes focused on evaluating legislation and policies for their impact on future generations, ensuring long-term considerations are integrated into decision-making.

Centralised capability supporting transversal and connected capabilities	A central function supporting and enhancing foresight capabilities across different parts of the government, facilitating coherence and integration of foresight activities.
Centralised advisory capability producing/distributing high-level analysis/megatrends	A central body responsible for generating and disseminating analyses of global megatrends and their implications for national policy.
Transition function between agendas / terms to support continuity	Mechanisms or roles designed to ensure the continuity of strategic foresight efforts and their integration into policy agendas across different political terms or administrative changes.

Overview of the action plan input session in Lithuania

In the session *Strengthening Strategic Foresight in Lithuania's Public Sector*, the OECD facilitated a focus group discussion to identify the necessary structures, functions, and capabilities essential for integrating foresight throughout the Lithuanian public administration.

The session convened members of a working group dedicated to preparing and supporting the development of a strategic foresight White Book. The focus group sought to evaluate existing models and practices, drawing on insights from Lithuania's current approaches and capacity with strategic foresight. The objective was to reflect on and make sense of Lithuania's anticipatory governance ambitions, mapping out the ecosystem and identifying ways to permeate a foresight culture into the organisational dynamics of government institutions.

This objective of the session is in line with the working group's tasks, which, *inter alia*, include evaluating opportunities to create and develop Lithuania's foresight ecosystem, as well as assess the scope of foresight in government, including its functions, and the qualifications required to establish or enhance institutional structures for foresight.

The OECD provided participants of the session an overview of the importance of institutional structures and their functions in the context of strategic foresight as well as introduced examples of strategic foresight units, councils, and organisations that illustrate best practices and models.

The discussion was structured around four main activities, each designed to diagnose and question different aspects of anticipatory governance:

- **Activity 1:** What are the existing structures in Lithuania and what do they look like? Which of the structures are least and most relevant for anticipation?
- **Activity 2:** Where are function areas currently carried out?
- **Activity 3:** Where are there existing capabilities or know-how in the ecosystem? Which of the functions already happen most regularly (not necessarily for foresight)?
- **Activity 4:** What level of impact (more x less) might the functions have in Lithuania?

Existing structures for foresight

Existing structures highlight the importance of both permanent and ad hoc councils in contributing to strategic insights and research capabilities through department groups such as STRATA. Furthermore, the engagement and added contribution of academic and research institutions to foresight efforts are recognised, although their relevance in initial activities might be perceived as limited. Nevertheless, it should be noted that the University of Vilnius has been a key actor within Lithuania's foresight system such as providing lead methodological support to the LT2050 process and building foresight courses for students as well as helping build a culture and practice of foresight.

The Strategic Management Unit, the State Progress Council, and agencies such as STRATA are central in legitimising strategic foresight across government. The Committee for the Future and the Public Procurement Office can assist in disseminating futures literacy, providing futures perspectives on ongoing legislation, and consulting on revisions to the implementation of LT2050.

Function areas

Institutions currently have functions in place to provide support, indicating that there is a foundation upon which futures capabilities can be built. However, there is a gap in connecting these functions to futures-oriented responsibilities.

On the other hand, legal mandates are expected to be established for each agency, suggesting a structured approach to institutional responsibilities. There is, however, a perceived discrepancy between the legal mandate and its practical application, with some functions existing more in theory than in practice.

While all institutions are said to be tasked with intelligence provision, there is ambiguity around their responsibility for foresight versus traditional policy planning. The question arises whether having the function equates to having this responsibility and actually producing foresight knowledge and outputs.

Specific entities such as the Committee for the Future and STRATA are identified as having participatory, methodological support and networking functions. Yet, the challenge may lie on making these roles legitimate and concrete across the public administration.

The function of “Facilitating Experimentation and Alternatives Exploration” is understood to be essential for effective foresight. This is noted to be particularly relevant under the stewardship of organisations such as GovTech and STRATA, which are recognised for their expertise and capacity to sustain such initiatives.

Key considerations with strategic foresight functions

- **Implementation:** There is an implementation gap in Lithuania where functions exist nominally (“ghost functions”) without actual work being done in the field of foresight.
- **Ambiguity:** “Facilitating experimentation and alternatives exploration” was a function carried out by STRATA’s Policy Lab. However, there appears to be a clear absence of this function, with mandates existing but with no actionable steps taken.
- **Oversight and Evaluation:** Although mentioned to have been done in some kind of form by GovTech, oversight and evaluation was viewed to fall short of expectations. As per OECD criteria, this is understood to be crucial for ex-ante evaluation of long-term planning documents and assessing the sustainability of desired impacts.
- **Roles and responsibilities:** Pathways for improvement can clearly define and distinguish functions and responsibilities of each institution, especially concerning strategic foresight practice and required capabilities. As posited by the OECD (2021), STRATA’s operations need to be strengthened to support the implementation of its 2021-2025 strategy and “facilitate an adaptation of STRATA’s governance and organisational structure in line with the new functions so that they match its new mandate” (p. 132).

Existing capabilities

To build foresight capabilities across government, improve integration and coordination between ministries, and leverage existing organisational capacities, actions will include collaborating with entities such as STRATA, GovTech, and the Central Project Management Agency (CPMA). Moreover, the importance of consensus building and the creation of safe spaces to challenge assumptions are underscored as highly impactful for Lithuania, with tangible examples evident in the LT2050 process. Despite this, these areas are perceived as having clear functional deficiencies, noting a lack of sustainable practice.

Key considerations for leveraging existing organisational capacities

- **Impactful but not being done:** Several functions identified with high potential impact on Lithuania's foresight capabilities are not currently being undertaken. Notably, the functions "Distributed sense-making, consensus building and exploratory body," and "Alternatives exploration". The latter with potential to be undertaken by STRATA.
- **Taking stock of existing capabilities:** Functions such as "Widespread practice based methodological capacity building" and "Network convener" are executed to some extent by CPMA and STRATA, both for foresight and evidence-based practice. This indicates that while foundational work is in place, there can be opportunities to further expand these activities' scope, depth, or effectiveness to fully leverage their potential impact on futures-oriented policy and decision-making.
- **Integration and Coordination:** There are challenges related to knowledge silos, integration, and coordination across different organisations and sectors. The importance of "breaking down" silos through leadership, dedicated bodies, and culture suggest that enhancing cross-functional collaboration and creating conditions conducive to intersectoral dialogue and cooperation are critical for maximising the impact of foresight activities.
- **By-products of an established foresight ecosystem:** The need for "Training and workshop delivery on strategic foresight topics" and the role of "Network conveners" are functions for capacity building and community engagement in fostering a culture of futures-oriented thinking and action. These functions are essential for equipping civil servants and organisations with the skills and knowledge needed to effectively participate in and contribute to Lithuania's foresight ecosystem. Yet, these as well as the functions "Review or oversight of laws for consideration of futures generations" can be perceived as by-products or conditionalities of an established foresight ecosystem and not a current priority for a nascent ecosystem.

A portfolio and framework for action

Together with the OECD, the White Book working group mapped and prioritised 27 functions in terms of their impact, i.e., sustained focus on anticipatory governance and execution of LT2050, and which functions are performed most and less frequently.

For each area in the resulting map of functional options, the OECD proposed the following descriptions:

- Options that are high impact, but few capabilities exist represent "uncertain heavy lifts."
- Options that are high impact and many existing capabilities exist represent "immediate investment" areas.
- Options with less impact and few existing capabilities exist represent potential luxuries.
- Options with less impact and many existing capabilities represent "quick wins and proofs of concept."

For each descriptive area in the resulting map, the OECD also proposed some suggested actions which would apply to each functional option placed in that zone. Specific implementation of that function would need to be defined based on what is suitable and feasible in Lithuania (see table 5 below).

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

Next steps and proposed action plan

Strategic discussions can additionally examine reasons behind current performance levels and identify systemic barriers. Although the foresight system in Lithuania is nascent it is valuable to continue to learn from best practices in other countries and their organisational foresight structures that have supported them in developing a sustainable and institutionalised system.

A first draft of the White Book, expected for 2024, can provide a basis for further consultation and discussion with stakeholders, present proposals for whole-of-government commitment, and introduce a strategic reference document for national objectives in anticipatory governance.

Below are initial next steps that were expected to be followed after the session with the working group and a proposed action plan (see table 6)

- **Test the resulting portfolio map** with a wider group of stakeholders to confirm the correct placement of each **function option**.
- **Address each function option** based on the suggested options for action in each zone based on what makes sense for Lithuania, arrangement of existing capabilities in the ecosystem, and assessment of interest and ability to act.
- Further discuss **function options in the unknown zone**, possibly with a wider group, to gather more information for a deeper assessment.

Table 6. Proposed action plan for institutional structures and roles for embedding strategic foresight

Category	Action(s)	Responsible Actors	KPI's and success metrics
Strategic foresight functions	Clarify and revise functions in the portfolio map and clearly define responsibilities related to strategic foresight within organisations.	Office of the Government, Strategic Management Unit and Committee for the Future	Outline of revised functions and assigned organisations based on Lithuania's capacity and best practices from peer countries by 2025.
Strategic foresight institutionalisation	Institutionalise strategic foresight – develop and formalise dedicated strategic foresight units within key government departments and agencies	Government departments and agencies with oversight from the State Progress Council	3-5 operational strategic foresight units by the end of 2025.
Inter-agency collaboration and cross-fertilisation	Create cross-sectoral and inter-agency networks and communities of practice to ensure the sharing of information and practices across government and society.	Committee for the Future, National Library, GovTech and STRATA	1-2 whole-of-government or sectoral foresight communities of practice, bi-monthly network meetings, number of participating organisations, and number of participants
Strategic foresight capacity and capability building	Implement capacity building programmes on strategic foresight and	STRATA, Committee for the Future, Public Procurement Office in	Number of trained civil servants by the end of 2026



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	anticipatory innovation governance.	partnership with the Central Project Management Agency, academic institutions and training centres.	
Implement, monitor and evaluate high-impact functions in the portfolio map	Prioritise and initiate projects that focus on high-impact functions e.g., distributed sense-making, alternatives exploration and emerging technology analysis	STRATA and Committee for the Future	Launch at least 2-3 foresight projects each year, and produce a 'government report on the future' for each political cycle.

Further elaboration of strategic foresight functions as well as a compilation of global examples can be found in Annex E.

5 Conclusions

The assessment undertaken in this study identifies key levers for the institutionalisation of strategic foresight in Lithuania. The multiple stage process in the development of the report has enabled the synthesis of key strengths and areas for development based on the feedback of key stakeholders and broader validation through a survey shared with all public servants in Lithuania.

Synthesis of levers for the institutionalisation of strategic foresight

Within the project *Anticipatory Governance: opportunities for public sector strategic foresight*, the OECD has been working with the Government of Lithuania to build and improve the capacity and capabilities of civil servants around strategic foresight. For this, several activities have been conducted to address the challenges of strategic foresight dissemination and implementation in the policy cycle. Civil servants have participated in methodological workshops to learn about the benefits of strategic foresight to improve policy and decision-making processes as well as best practices from experts of OECD member and non-member countries. Focus groups with key stakeholders in the Lithuanian public administration provided critical feedback to the challenges, barriers and opportunities of disseminating long term planning and futures thinking across government. Furthermore, the development of a foresight culture in Lithuania has taken a significant step forward through the LT2050 project, which is aligned with the country's new strategic governance law, indicating significant progress in this process.

From the action-oriented research conducted thus far by the OECD, this document outlines levers with which Lithuania can improve the development of a foresight ecosystem towards a sustainable governance model. These levers are existing features of public governance and processes for policy development that can be adapted or adjusted to enable anticipation capacities to be successfully institutionalised. Preliminary levers had been presented to civil servants at the fourth methodological workshop where an overall agreement to their accuracy and importance were highlighted in a live poll (see figure below).

Figure 6. Civil servants' response to a poll on the accuracy of the levers



From an anticipatory innovation governance perspective, the authorising environment in Lithuania has evolved significantly. Governance progress includes the establishment of the Committee for the Future, the mandate given to STRATA to develop and apply strategic foresight work and analysis, and the approval of LT2050 in parliament in late 2023, which replaces the previous State Progress Strategy LT2030. Additionally, the preparation of the White Book will provide guidance and further legitimacy to a still nascent strategic foresight ecosystem in Lithuania. Nevertheless, while Lithuania aims to increase cross-sectoral and functional capabilities, some governance mechanisms still require attention, such as consolidating foresight networks and partnerships.

In terms of agency, most deficiencies were identified, and is where the government aims to address these in the coming years. Lithuania has recognised that organisational foresight capacity across public administration remains limited. Surveys and this assessment have highlighted the need for significant improvements in disseminating a foresight culture and embedding foresight practices in the workstreams of civil servants.

With the additional research and analysis of the wide distribution survey, the content of this report was revised and improved. This assessment report proposes that Lithuania should focus on developing the following levers. Each recommendation presented below is categorised under the Anticipatory Innovation Governance model and its mechanisms:

Authorising Environment

- **Learning Loops:** Implementing mechanisms to ensure the continuity of ministerial strategies across political cycles could strengthen Lithuania's capacity for long-term exploration, futures thinking, and learning. Strengthening learning loops and streamlining strategic and planning documents will anchor the mechanisms for policy and strategy review and adaptation.
- **Legitimacy:** Lithuania's strategic foresight ecosystem, still in development, would benefit from intensified high-level discussions within Parliament to secure legitimacy. An organic, phased implementation approach to the institutionalisation of strategic foresight can be considered, leveraging existing structures and competences. This is a topic of discussion which will be presented

in the White Book. It is important to ensure a clear communication strategy for the dissemination of the White Book among key players and idea champions to stimulate momentum in Parliament and across government institutions.

- **Networks and Partnerships:** Enhancing networks and partnerships is crucial for overcoming knowledge silos and disseminating futures knowledge, capabilities, and skills throughout the government. Initiatives such as building practice and learning communities with the National Library and continuing STRATA's role in generating foresight practice and knowledge, as demonstrated by the Lithuania 2050 process and their strategic foresight governance reports, will support these goals. These efforts will foster a government-wide foresight learning network and community of practice.
- **Public Interest and Participation:** There is a need for continuous, rather than one-time, efforts in collaborative policymaking incorporating foresight. The government should empower cross-sectoral partnerships and improve forward-looking capabilities beyond the public sector.

Agency

- **Institutional Structures:** Addressing the institutional culture in Lithuania is essential to promote proactivity and adaptability. As identified in the survey results, the positive association of top managers in encouraging futures thinking prompts the need for intentional efforts in cultivating a supportive atmosphere throughout all levels of the civil service hierarchy. It also underscores the crucial role of top managers in encouraging a futures thinking culture within their teams. By actively promoting a mindset that embraces change and anticipation, top managers can serve as catalysts for innovation and adaptation throughout the organisation.
- **Organisational Capacity:** Surveys indicate a strong acknowledgment among Lithuanian civil servants of their role in shaping the future, with varying degrees of engagement across different hierarchical roles. Strategies to raise awareness and engagement in foresight activities should also be targeted at support staff and those at lower hierarchical levels.
- **Alternatives Exploration and Experimentation:** It is significant that a portion of Lithuanian civil servants report spending less than 20% of their time on innovative activities. Enhancing the emphasis on innovation, particularly among top managers and public policy professionals, could foster a more dynamic and futures-oriented civil service.

At this stage, the collaborative efforts between the OECD and Lithuania have advanced the practice of strategic foresight across public administration. These initiatives promise to not only strengthen Lithuania's governance system but also serve as an example for other governments striving to integrate foresight into their public administrations.

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Annex A. Focus Group Questions (June 2023)

The following guide was shared with participants of the June 2023 focus groups

Focus Groups on Strategic Foresight

Background and Context

You are invited to participate in a small focus group hosted by Strata, the Organisation for Economic Cooperation and Development (OECD), and supported by the European Commission (DG REFORM). As part of an 18-month project, Anticipatory Governance: opportunities for public sector strategic foresight, the OECD is investigating the opportunities and actions for building or re-orienting strategic foresight capabilities for strategic planning and policy development in Lithuania.

The purpose of this focus group is to understand your perspectives and ideas on what role(s) futures thinking and anticipation could bring to your work. The information gathered by the OECD team will inform an analysis of opportunities for strengthening strategic foresight practices in Lithuania, and if so, what functions and structures could support them. Given your senior role and horizontal visibility in Lithuania, the team is particularly interested to hear from you. The focus group will gather no more than 10 of your peers and will cover the following topics.

Questions to senior decision-makers, Lithianian public service

Existing mental models and assumptions

1. Please introduce yourselves, and try to describe your future selves of 2035
2. What are your main areas of work today? What is currently on your agenda?
3. What goals (political, societal, organisational) is your work contributing to? Why does your organisation matter?
4. What are some of the hindrances to delivering on your plans **today**? What do you think might be some **new** hindrances for you in the future?

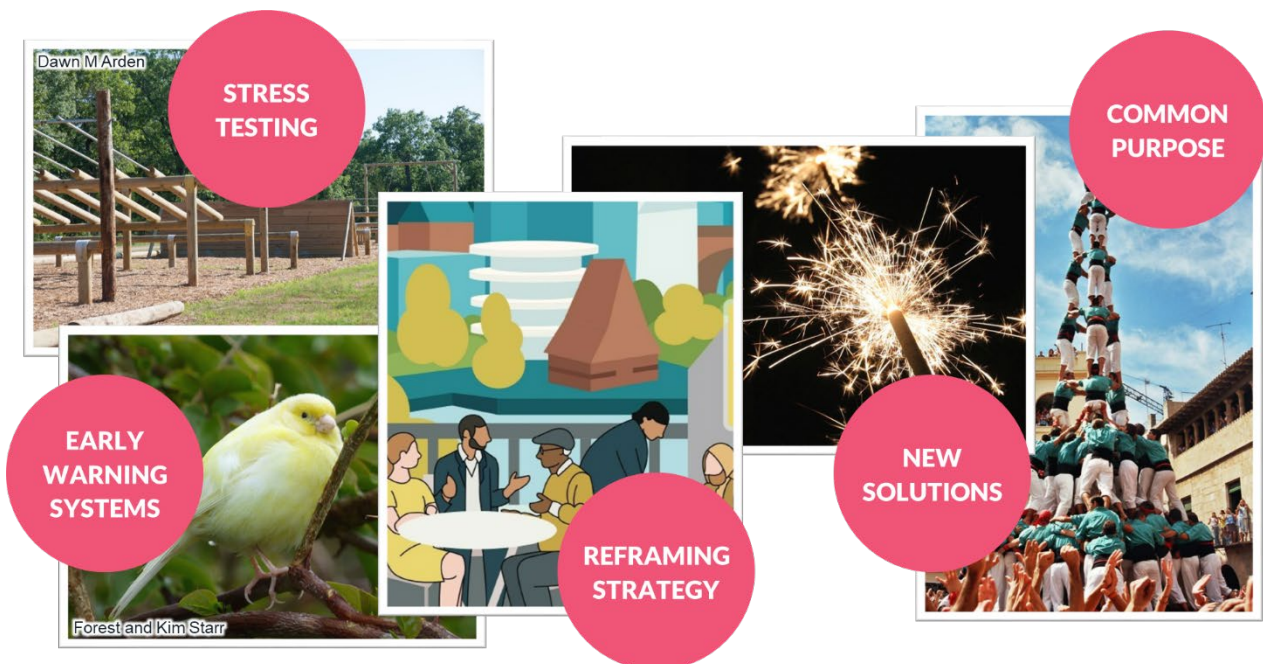
Existing futures literacy

5. How familiar are you with the concept of strategic foresight in the context of public policy? Which of the following tools and methods are you aware of?
 - a. **Forecasting**: using past data to project (extrapolate) how the future might develop
 - b. **Technology roadmapping**: a scientific process that aims to contribute to the formation of public and political opinion on societal aspects and potential impact of science and technology.
 - c. **Megatrends analysis**: exploring and reviewing of large-scale changes building in the present at the intersection of multiple policy domains, with complex and multidimensional impacts in the future.

- d. **Scenario planning:** developing multiple stories or images of how the future could look in order to explore and learn from them in terms of implications for the present.
- e. **Backcasting:** starting from a vision of a desirable future, then working backwards from the future to identify steps to achieve it. Backcasting has also been referred to as 'Backward from the Future' thinking. It can also work with undesirable futures and steps needed to avoid them.
- f. **Causal layered analysis:** an approach which integrates signals, drivers, context, discourse, and values or mythology to gain a comprehensive picture of a future state.
- g. **Systems modelling:** though not limited in use to strategic foresight, approaches such as system dynamics models can be used to generate numerous alternative future outcomes based on a set of assumptions about the way the world works.
- h. **Risk assessment:** strictly speaking not a foresight method, risk assessment seeks to quantify the impact and probability of certain events. This is in contrast to foresight methods, which do not attempt to quantify either, and which explore shifting context as much as the events which might occur.

Users and uses

6. Strategic foresight is the ability of an organisation to constantly perceive, make sense of, and act upon knowledge of the future as it emerges in the present. Here are some of its main uses in government. Which of these strike you as potentially valuable to the work you do?
 - a. **Creating shared goals.** Dialogue about the future to create shared language about collective objectives, visions and aspirations. Strategic foresight can help mobilise and mediate stakeholders' participation and co-creation around the exploration and debate about plausible and desirable futures and help agree upon policy goals
 - b. **Reframing strategy.** Broadening or questioning what factors are considered relevant in a decision or strategy. As such, strategic foresight can help decision makers' self-reflection, enabling them to articulate unasked questions, debunk implicit biases and identify assumptions that sustain their daily routines.
 - c. **Early warning.** Identifying emerging risks and opportunities, how to measure them and when to respond.
 - d. **Stress testing.** Taking an existing decision or strategy and testing how well it would fare in different future conditions. Strategic foresight can help steward ongoing policies, prepare for unpredictable changes or long-term impacts of public policies.
 - e. **New solutions.** Inspiring policy and service innovation. Drawing inspiration from alternative ideas about the future to try novel policies, ways of working or alternative service models. Strategic foresight offers decision makers scope to experiment and innovate.



Strategic environment

7. Think of some changes occurring today, which could be highly significant in the future. They don't have to be supported by hard evidence—many of the most disruptive changes aren't! Which ones do you think are currently receiving insufficient attention from public policy? Refer to the quadrants below to consider which changes are most unfamiliar and potentially impactful.



8. If you met a time-traveller from 2035, and could ask them three questions about the world, what would you want to know?

Next steps

9. Which of the following types of work would you find most interesting and worthwhile to do more and better strategic foresight?
 - a. **Dialogues exploring how the world is changing**, what new off-the-radar developments might mean, and how to prepare for disruptions before it's too late
 - b. **Scenario analysis simulating a future worlds**, in which your current way of doing things isn't working any more, and a rethink is necessary
 - c. **Research on megatrends**, and how the broad changes in the world are relevant to the work you do
 - d. **Multidisciplinary workshops** to explore the connections between your policy area and others in the future, while strengthening networks among institutions and stakeholders
 - e. **Report-based briefings** with information on how the future could look different, using simulated data and suggesting new effective responses
10. Why do you think it's important to think about the future

Annex B. List of Institutions (June 2023 Methodological Workshop)

Institutions

Administration of the Tauragė Regional Development Council

Ministry of Economy and Innovation, Department of Strategic Planning and Organization of Activities

Administration of the Utena Regional Development Council

Research Council of Lithuania, Research Support and EU Investment Department

Office of the Government, Strategic Management Group

Ministry of Agriculture, Department of Strategic Planning

Ministry of Transport, Department of Budget and Investments

Ministry of Finance, Investments Department

Administration of the Marijampole Regional Development Council

Ministry of Economy and Innovation, Department of Strategic Planning and Organisation of Activities

Ministry of Education and Culture, Strategic Planning Department

State Social Insurance Fund Board

Ministry of Social Security and Labour, Strategic Decision Support Group

Ministry of Health, Strategic Management Department

Ministry of Culture

Administration of Šiauliai Region Development Council

Ministry of Economy and Innovation

National Audit Office

Office of the Government, Public Management Group

State Tax Inspectorate, Department of Strategic Management

Ministry of Transport, Department of Budget and Investments

Ministry of National Defence, Planning Department

Administration of the Klaipėda Regional Development Council

Innovation Agency, Strategy Department

Office of the Committee for the Future

Ministry of Justice, Legal Services Policy Group

Ministry of Transport, Future Policy Group

Public Management Agency

Administration of Panevėžys Region Development Council

Innovation Agency, Research and Analysis Department

Ministry of Health, Investment Department

Ministry of the Interior, Strategic Decisions Support Group



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Ministry of Strategic Communications and Public Relations Department

Ministry of Foreign Affairs, Department of Strategic Management and Analysis

Ministry of Environment, Spatial Planning Policy Group

Administration of the Utena Regional Development Council

Research Council of Lithuania, Department of Research and Studies Policy Analysis

Ministry of Interior, Regional Policy Group

Ministry of Agriculture, Department of Strategic Planning

Ministry of Transport, Department of Budget and Investments

Administration of the Alytus Regional Development Council

Lithuanian Science Council, Research Funding Department

Office of the Seimas of the Republic of Lithuania, Research Department

Ministry of National Defense, Policy Group

Ministry of the Interior, International Cooperation Group

Annex C. Wide Distribution Survey Demographic Information

Figure B.1 Policy field

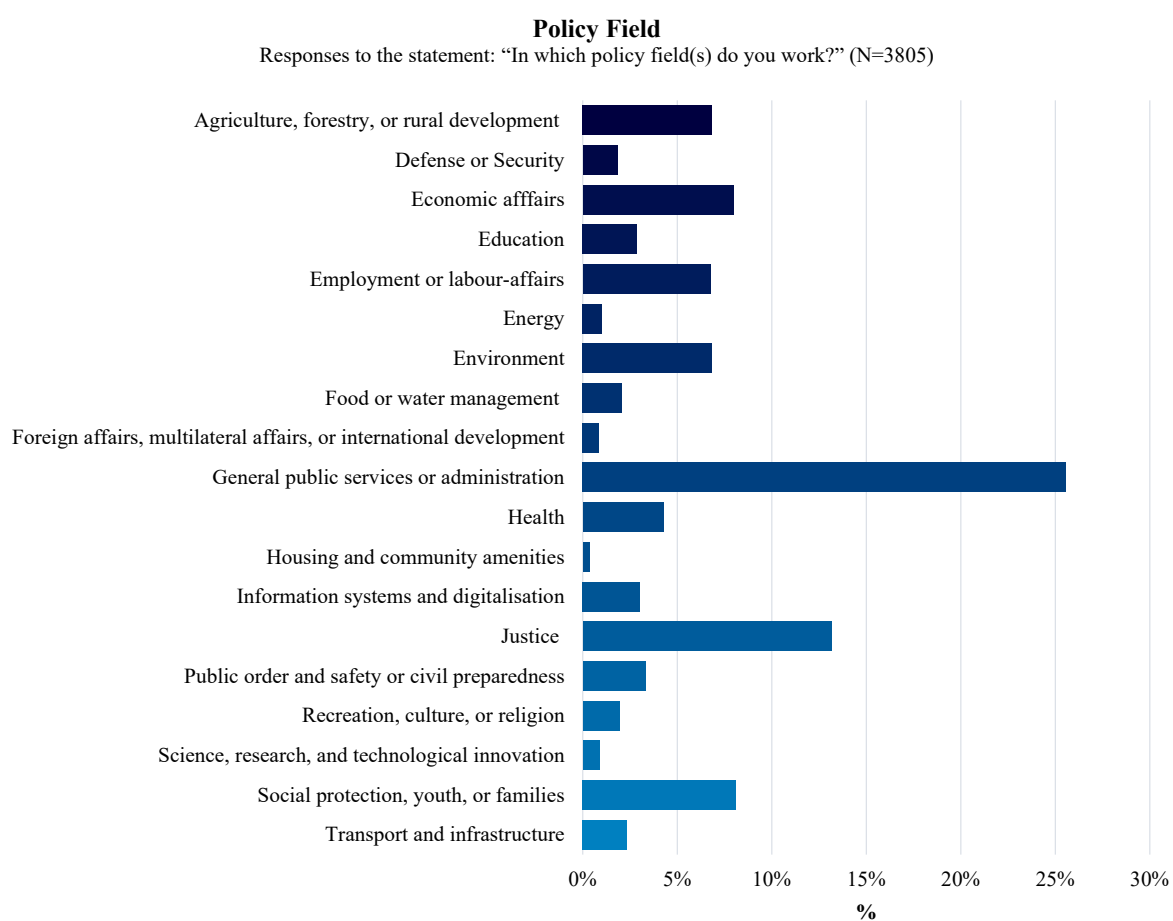
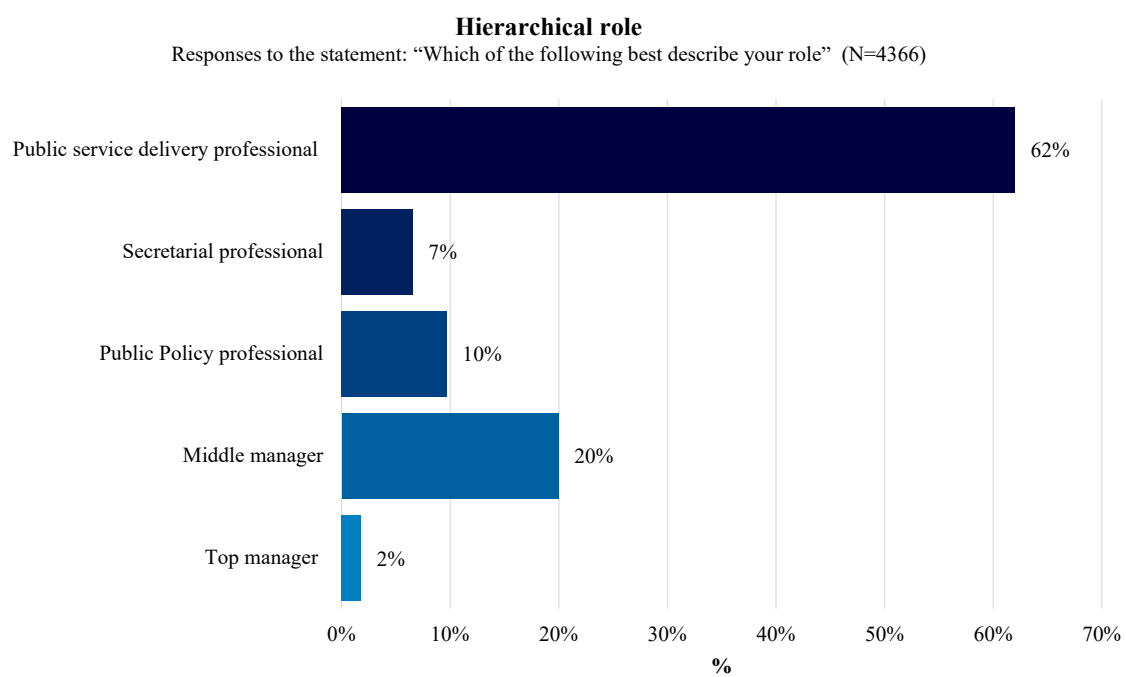


Figure B.2 Hierarchical Role

Annex D. Ex-ante and ex-post survey comparison and results

Tables 4 and 5 below present results from the ex-ante and ex-post surveys proposed to visualise the learning evolution of civil servants during the methodological workshop series, which were five in total (two online and three in-person). The ex-ante survey was conducted at the end of the first in-person methodological workshop (June 2023) and the ex-post survey was conducted at the end of the fifth and final methodological workshop (February 2024). The limitation, however, is the discrepancy in the number of respondents in the first workshop (n=43) and the number of respondents in the last workshop (n=25). Additionally, based on responses of the ex-post survey there was inconsistency in participation throughout the workshop series (see table 3).

Table 3. Ex-post survey participation throughout the workshop series

Workshop	Responses
Communicating futures output, February 2024 (In-person)	23
Futures methods in decision-making, October 2023 (In-person)	17
Strategic foresight in the policy cycle, June 2023 (In-person)	11
Strategic foresight and purpose-setting for the LT2050 roadmap, November 2022 (Online)	2
Methodological seminar on application of strategic foresight in public governance, September 2022 (Online)	2
Total respondents: 25	

The surveys intended to report on participants' knowledge improvement, strategic foresight application confidence, understanding of strategic foresight's value in policy development, and overall satisfaction with the training provided by the OECD. Key findings include noticeable increases in knowledge about strategic foresight, a persistent perceived ability to apply it in day-to-day activities and work, and understanding of foresight usefulness and value in policy development. The overall average of satisfaction with the training is notably high (5.48) in a 7-point Likert scale (table 4), with specific highlights on content depth, relevance to governmental roles, fulfilment of expectations, and overall workshop quality. The data suggests the training was effective in enhancing participants' strategic foresight capabilities. There is a slight decrease in the average score when participants were asked if they think foresight can be used in their own work. In interpreting this decrease it is possible to consider three factors:

1. Different baseline levels of understanding of the civil servants that participated in the workshops.
2. Participants became more aware of the depth and complexity of the topic which led them to reassess their initial knowledge and understanding more critically.

3. The inconsistent participation in the workshop series and mix of responses introduced minor variability which is not necessarily related to the impact of the workshops.

Table 4. Results of ex ante and ex post feedback surveys

Survey Questions	Ex-ante (average)	Ex-post (average)	Increase	Decrease
Please rate your current knowledge of strategic foresight (None at all 1 to Expert 7)	3.60	5.28	1.68	
I think I can use strategic foresight in my work (Do Not Agree 1 to Strongly Agree 7)	5.49	5.08		0.41
I have a strong knowledge about the value and purpose of strategic foresight in policy development (Do Not agree 1 to Strongly agree 7)	4.72	5.84	1.12	

Table 5. Satisfaction with the training and methodological series

Survey Questions	Ex-post (average)
How much have you learned about strategic foresight during these workshops? (Nothing 1 to A lot 7)	5.28
How enthusiastic would you be about doing more strategic foresight trainings or interventions? (Not at All 1 to Extremely 7)	5.52
The content of the training was in-depth enough. (Do Not Agree 1 to Strongly Agree 7)	5.12
The content of the training was suitable to my role in government (Not Suitable 1 to Very Suitable 7)	5.32
My training expectations were fulfilled (Do Not Agree 1 to Strongly Agree 7)	5.76
How would you rate this methodological workshop overall? (Poor 1 to Excellent 7)	5.92
Total average of overall satisfaction with the training	5.48

Tables 6 and 7 presented open ended questions through which participants shared their reflections on what they learned from participating in the final workshop titled “Communicating Futures Output”. Participation in strategic foresight workshops may lead to cognitive shifts such as reframing worldviews, debunking biases and surfacing ingrained assumptions. In foresight literature, these cognitive developments have been referred to as “ah-a moments”. They may also involve the identification of previously unnoticed or unknown signals, ideas and knowledge, which highlights the benefits of engaging in collective intelligence to generate strategic insights.

Table 6. Ex-post learnings as a result of participating in the methodological workshop

Themes	Answers
Developing foresight communication skills alongside futures thinking methods	<ul style="list-style-type: none"> “I really liked the communication part (especially lectures 1 and 3, as I couldn’t be in 2); I will surely use the insights in my daily work” “New methodological tools. Importance of good communication”

	<ul style="list-style-type: none"> • “Communicating futures workshop was the best as it clearly involves academic and practical experts in the field. Good reminder on how to communicate better. In general, learned about foresight tools” • “Conceptual approaches to the future and the ways to communicate them...”
Futures methods and usefulness for day to day activities	<ul style="list-style-type: none"> • “Importance of foresight, even if not directly applicable at my work” • “There are many more future prediction methods, not only future forecast. The same with analysis methods, it seems there are plenty of other ways to analyse what is happening and what could happen next” • “Broader knowledge about foresight methods” • “[Learned about] different methods and models” • “I didn’t have any knowledge about foresight and never used it before, so it was very useful to hear theory and methodology of this method and try to apply it in practice. All group workshops expanded knowledge and encouraged to try to use this method at work.”
Foresight in practice	<ul style="list-style-type: none"> • “Useful techniques, some deeper understanding” • “Various techniques which could be used” • Insight into how the perception of the past can change based on future scenarios •
Roles and professional development	<ul style="list-style-type: none"> • The importance of leadership • “Mainly such workshops brighten the minds and help to refresh”

Table 7. Ex-post strategic insights or "a-ha" moments (sudden insights or discoveries) as a result of participating in the workshop and applying foresight methods

“The importance of archetypes and metaphors in foresight communication. Wanted some more insight on this topic”
“Foresight is one [ability/practice] on the top of the list”
“Sometimes simple exercises can produce great benefits at initial stages of work, even for evidence-based work which relies more on precise calculation”
“Scenarios are not plans, but insights of possibilities”
“Communicate to management that crafting scenarios is equally important as other tasks”
“Every scenario should challenge an assumption on which the vision is based”
“Foresight is not a new thing (it is already being implemented in different forms). In addition, foresight methods are not 'futuristic' – about the future, which is far away from now”
“About reframing past to fit future scenarios”

Annex E. Strategic foresight functions: definitions and international examples

The OECD is involved in a critical analysis of the institutionalisation of strategic foresight functions within governments. This research is essential in understanding how governments globally are proactively preparing for future challenges and opportunities. The OECD's research recognises the wide diversity in government anticipation functions, ranging from small strategic foresight centres within a single ministry to large networks of synchronised units, reflecting the unique needs and capacities of different governments. The OECD analysed real-world governmental case examples and identified at least twenty-seven strategic foresight functions that could be developed to support anticipatory governance in public administrations. These are detailed here, including examples for each.

Standalone advisory capability between policy areas providing methodological support

Definition: These are organisations within governments that offer evidence-based advice and specialised methodological support across varied policy domains.

Example 1: [Finland Government Foresight Group](#)

The Government Foresight Group serves as an advisory body in the preparation of the Government Report on the Future and the ministries' futures reviews. The Government Foresight Group also supports national foresight cooperation and promotes development and public awareness of foresight work at the national level.

Example 2: [Sitra](#)

In Finland, Sitra is a futures organisation and fund that is responsible for promoting the wellbeing of Finland. It reports directly to Parliament. Sitra's structure ensures its financial and political independence. The impact of Sitra's work is measured for Parliament but also "for the people of Finland," for whom the work was created, developed and distributed ([Pordes Bowers and Glenday, 2021](#)).

Network convener (regions, agencies, etc.)

***Definition:** Teams, entities and organisations that facilitate collaboration and knowledge exchange among different regions, agencies, or sectors to foster cross fertilisation and integrated foresight activities.*

Example 1: [ESPAS](#)

The European Strategy and Policy Analysis System (ESPAS) is an inter-institutional EU process promoting foresight and anticipatory governance. It brings together nine EU institutions and bodies who are committed to thinking longer term about the challenges and opportunities facing Europe and, through foresight, to support policy-makers to make the right policy choices.

Example 2: [UK GO-Science](#)

The UK Government Office for Science (GO-Science) convenes three foresight networks: 1) **Heads of Horizon Scanning Network** for public servants with a responsibility for or interest in foresight and strategy; 2) **EmTech Community of Interest:** A platform for government technology teams to collaborate and network; and **Knowledge Mobiliser Network:** helps civil servants to access diverse and high-quality expertise in science and technology across industry and academia to underpin policymaking.

Policy consensus-building capability

***Definition:** A function leveraged by government organisations to focus on facilitating agreement and achieving a common ground among diverse stakeholders on policy directions.*

Example: [Applying foresight to policy agenda-setting: A successful case in South Korea](#)

The Korean government initiated the Foresight and Analysis of Mid- to Long-Term Future Conflicts for Policy Agenda Setting Project. It was implemented through the collaboration of the Office for Government Policy Coordination from the Korean Prime Minister's Secretariat and foresight researchers from the Korea Advanced Institute of Science and Technology Graduate School of Future Strategy. The nature of agenda-setting being conducive to foresight processes along with a leadership and active representation of future generations was deemed successful.

Example 2: Germany Federal Ministry for Economic Affairs

The Federal Ministry for Economic Affairs and Climate Action has recurrently included strategic foresight methods and tools in its projects to “assess different possibilities of transforming Germany’s energy supply in a way that helps meet the targets set out in the Federal Government’s energy strategy, placing a particular focus on the costs that these different possibilities would have” ([Energy Forecasts and](#)

[Scenarios](#)). Some examples are featured in the reports *Electricity 2030*, which identifies 12 long term trends that should help transition to a low-cost electricity supply system, and *The Energy of the Future*, which monitors and tracks the attainment of energy transition goals.

Sector-based strategic foresight knowledge providers

Definition: *Organisations, ministries, teams or units dedicated to providing foresight insights specific to certain sectors.*

Example 1: [UK GO-Science](#)

The Futures team at the UK's Government Office for Science provides sector-specific foresight reports and knowledge such as [Net Zero Society](#), [Wireless 2030](#), [Genomics Beyond Health](#), and [Future of mobility](#). These are aimed to inform government on the key opportunities and challenges as well as inform policies and make them futures-prepared.

Example 2: [CSIRO Futures: Strategic and economic advice](#)

The Commonwealth Scientific and Industrial Research Organisation (CSIRO) is an Australian government corporate entity. CSIRO Futures acts as a strategic advisory arm of Australia's national science organisation and conducts futures research for various sectors, by combining science, technology and economics to improve and develop transformative strategies.

Examples 3: [French Ministry of Agriculture – Centre for Studies and Strategic Foresight](#)

The Center for Studies and Strategic Foresight (CEP) of the French Ministry of Agriculture and Food was created in 2008 in order to provide the institution with strategic monitoring, strategic foresight work and policy evaluation. Part of the Statistic and Strategic foresight Service, within the Secretariat General of the Ministry, its work contributes to public debates and provides policy makers and analysts with valuable input. The CEP addresses complex public issues that often have an international importance: agricultural production, markets and prices, relations within sectors, competitiveness, nutrition, food industries, food safety, energy, climate change, environmental services, agricultural practices, risk management, land tenure, new patterns of rural life, human capital, world agricultural diversity, globalization, emerging countries, etc.

Punctual or sustained representative council/committee advising politicians on future issues

Definition: *Provisional or ongoing committees or councils that offer advice to political leaders on future challenges, threats, opportunities, and strengths.*

Example 1: [Finland Committee for the Future](#)

“The Committee for the Future conducts proactive and on-going dialogue with the Government on major future possibilities as well as problems and the means for solving them. Specific futures studies methods, research targets and value discussions complement the legislative tasks of the Parliament and its field-specific legislative committees.

Example 2: [Lithuania Committee for the Future](#)

In Lithuania the Committee for the Future is mandated to support political decisions in the following key areas: Future development of society and the country; Innovation and technological progress; Emigration, migration and demographic processes; Modernization of the state and its management system.

Worldwide government committees that participated in the First Summit for the Committee for the Future (2022), Helsinki – Finland

4. **Finland:** Committee for the Future, Parliament of Finland
5. **Chile:** Challenges of the Future Commission, Senate of the Republic of Chile
6. **Iceland:** Future Committee, Parliament of Iceland
7. **Lithuania:** Committee for the Future of the Seimas of the Republic of Lithuania
8. **Paraguay:** ICT Committee and Special Committee for the Future for Mid and Long-term Strategic Affairs, Chamber of Deputies of Paraguay
9. **The Philippines:** Committee of Sustainable Development Goals, Innovations and Futures Thinking, Senate of the Philippines
10. **Uruguay:** Committee of the Future, Parliament of Uruguay
11. **Canada:** The House of Commons Standing Committee on Industry, Science and Technology (INDU), House of Commons
12. **Estonia:** European Union Affairs Committee and Economic Affairs Committee, Parliament of Estonia
13. **Poland:** Committee for Digitalisation, Innovation and Modern Technology, Sejm of the Republic of Poland
14. **Thailand:** Committee on Science, Technology, Research, and Innovation, House of Representatives, the Kingdom of Thailand
15. **Vietnam:** Science, Technology and Environment Committee, National Assembly of the Socialist Republic of Vietnam
16. **Austria:** Committee for Research, Innovation and Digitalization, Austrian National Council

Source: [The World Summit of the Committees of the Future \(eduskunta.fi\)](#)

Widespread practice-based methodological capacity-building

Definition: Efforts to enhance strategic foresight skills of government officials and practitioners broadly

across the public sector.

Example 1: [Policy Horizons Canada – Canada Beyond 150](#)

“Between June 2017 and March 2018, Policy Horizons gathered a Canada-wide group of federal public servants for a ten-month program to support leadership and skills development, and drive culture shift across the public service. Our participants worked hard to learn skills in foresight analysis, design thinking, and engagement, and explored five themes with the help of internal and external experts.”

Example 2: [UAE Future Foresight](#)

The United Arab Emirates' government runs training programs in foresight for its public servants through the UAE Future Foresight Strategy at the Ministry of Cabinet Affairs. The strategy also aims at “setting governmental systems that make foresighting the future a part of the strategic planning in the government”.

Templates and guidance for design of federated strategic foresight units

***Definition:** Provision of frameworks, guidelines, recommendations and best practices for establishing and operating strategic foresight units within different parts of the government.*

Example 1: Welsh Government

The Welsh Government’s Well Being of Future Generations Continuous Learning and Improvement Plan 2023-2025 developed a Sustainable Governance Framework to maximise government’s contribution to the well-being goals by setting and delivering well-being objectives ([Continuous Learning and Improvement Plan for 2023-2025](#)). Further, in the report [Foresight for sustainable development and well-being governance in Wales](#), the Welsh government sketches out possible pathways and identifies areas for interventions for the government’s continuous development of a foresight ecosystem.

Example 2: [European Interoperability Framework](#)

Although not directly linked to strategic foresight governance, the European Interoperability Framework (EIF) from the European Commission is a framework for governments to set up interoperable digital public services. In the context of creating a [Digital Single Market](#) in Europe, 47 recommendations aim to improve governance of interoperability activities, establish cross-organisational relationships, streamline processes supporting end-to-end digital services, and ensure that both existing and new legislation do not compromise interoperability efforts.

Analysis support for policy development

***Definition:** Offering analytical services that inform and shape policy-making processes with a futures-oriented perspective.*

Example 1: [The Futures Hub](#)

The Australian National Security College (NSC) is a joint initiative and partnership between the Commonwealth Government and the Australian National University. Within NSC, the Futures Hub offers, *inter alia*, insights on long-term policy challenges, horizon scanning initiatives, and tailored scenario development to stress test policies and plans. Additionally, this analysis support is fostered by networks with international futures centres such as US National Intelligence Council, the UK's Development, Concepts and Doctrine Centre, and Singapore's Centre for Strategic Futures.

Example 2: [Center for Strategic Foresight | U.S. GAO](#)

The U.S. Center for Strategic Foresight at the Government Accountability Office (GAO) conducts forward-looking analyses that support policy development, federal agencies and programmes. The Center is a formal unit established in 2019 to provide support within the GAO and incorporates foresight through strategic planning. Further, it identifies emerging trends and then works with subject matter experts i.e., all of the auditors within the agency help draft trends documents and provide their expertise into these documents.

Distributed sense-making, consensus building and exploratory body

***Definition:** Organisations or public sector networks that enable collective interpretation of future trends and the development of shared understandings and explorations of future possibilities.*

Example 1: [Spain 2050](#)

The Spanish National Foresight and Strategy Office is placed at the centre of government and has the mandate to undertake large scale foresight exercises and research. One example of a distributed sense-making foresight output was the report Spain 2050, which aimed to improve the understanding of social, economic and environmental challenges for the country. This effort allowed the Office to generate dialogues with all ministries and large groups of stakeholders to consolidate a framework for a long-term national strategy.

Example 2: [Foresight and futures at UNDP](#)

The Strategy and Futures Team at the United Nations Development Programme (UNDP) prepares yearly [trends reports](#) specifically for UNDP colleagues. The team engage with the different communities of

practice within the international organisation to run workshops with over 500 participants and make sense of the most important signals for development.

Service futures - oriented toward future needs of public service

Definition: *Initiatives, labs and organisations aimed at anticipating and planning for the future needs of public services to ensure their relevance and effectiveness.*

Example 1: [New Zealand's Service Innovation Lab](#) (closed).

Between 2017 and mid-2020, the Service Innovation Team fostered cross-agency collaboration within the government. This diverse team, including service designers, software developers, and support staff under high-level oversight, engaged with external agencies, private entities, and community organizations. They focused on understanding and addressing citizens' challenges with the government's complex services by actively listening to their feedback.

Example 2: US Public Service Futures Lab – [A Case for Foresight](#)

In 2022, the Partnership for Public Service launched the [Futures Lab](#) to help federal leaders understand external conditions that impact their work. The lab is a unique incubator for government to use foresight to explore major challenges, research emerging topics, and strengthen skills and knowledge around foresight.

Emerging technology analysis

Definition: *Specialised units or efforts focused on analysing and understanding the implications of emerging technologies for society, government and businesses.*

Example 1: Technology Foresight in Malaysia

“The Malaysian Industry-Government Group for High Technology (MIGHT) leads on foresight work, with a focus on new and emerging technology. MIGHT’s governance, board, networks and work offer an example of public and private partnerships in foresight for technology use and business development with considerable consultation ([SOIF 2021](#))” Additional work in technology foresight is the [Science & Technology Foresight Malaysia 2050](#) which aims to describe Malaysia’s Science and Technology towards 2050.

Example 2: [Queensland Government Digital Futures and Foresight](#)

The Futures and Foresight team builds strategic foresight capability to inform and support Queensland

Government policymakers in developing innovative, evidence-based and future-focused digital policies, programs and practices. They do this by exploring different likely digital futures for Queensland and the opportunities and challenges they could present.

Example 3: [European Commission Competence Centre on Foresight](#)

The Competence Centre on Foresight was launched in June 2018. One of the main overarching goals of the Centre is to generate anticipatory knowledge through continuous information gathering and analysis. Technology foresight and emerging technology analysis is a recurrent practice conducted by the Centre with examples in publications such as [Technology Foresight for Public Funding of Innovation](#), [Scanning deep tech horizons](#), and [Blockchain for Industrial Transformations](#).

Directive body inputting on government agenda

***Definition:** High-level advisory groups, units or councils that have the authority to influence or set government priorities based on foresight analysis.*

Example 1: [France Stratégie](#)

As an autonomous foresight institution which reports directly to the Prime Minister, *France Stratégie* contributes to public action and strategic direction through analyses and proposals. It promotes public debate and sheds light on collective intelligence on social, economic, and environmental issues. It also produces evaluations of public policies which are requested by government. The results of its work are aimed at public authorities, civil society and citizens. One of its main contributions to government agendas is formulating proposals to improve the efficiency of public policies such as towards ensuring a resilient net zero transition.

Example 2: [Canada's Advisory Council on Artificial Intelligence](#)

Created in 2019, the Advisory Council on Artificial Intelligence advises the Government of Canada on building Canada's strengths and global leadership in AI, identifying opportunities to create economic growth that benefits all Canadians, and ensuring that AI advancements reflect Canadian values. The Advisory Council is a central reference point to draw on leading AI experts from Canadian industry, civil society, academia, and government.

Change management or capability building (skills and infrastructure)

***Definition:** Initiatives aimed at preparing government agencies and their staff for future changes through skills development and infrastructure enhancement.*

Example 1: Ireland Civil Service Renewal 2030

The [CSR2030](#) is an ambitious 10-year strategy of reform for the Civil Service which formally sets as one of its main goals to equip the Civil Service with the capacity to prepare for the future and integrate future-thinking into policy development.

Example 2: Australia and New Zealand School of Government (ANZSOG)

Several ANZSOG jurisdictions are actively [building foresight capability](#) within and across government agencies. ANZSOG recently convened a ‘curated conversation’ to bring together senior officials from several jurisdictions – Australian Department of the Prime Minister and Cabinet, and the Departments of Premier and Cabinet from New South Wales and South Australia – to share lessons and approaches to improving foresight capability. The conversation was focused on ‘building capability in foresight’, rather than on ‘how to do foresight’.

Public values detection and legitimacy building for alternate policy approaches

***Definition:** Efforts to identify public values and build support for innovative or alternative policy approaches through engagement and dialogue.*

Example: Singapore’s Centre for Strategic Futures

The Centre for Strategic Futures (CSF) used the methodology Causal Layered Analysis (CLA) to [explore the socio-economic aspirations of Singaporeans](#). Through this exercise, 13 participants from the private and public sectors participated in a half-day workshop to discuss these aspirations in three areas: A society with diverse definitions of success, A Singapore with a more fulfilling pace of life, A Singapore with a strong vibrant economy in order to ensure social well-being.

Example 2: [Scottish Government National Performance Framework](#)

The National Performance Framework is for all of Scotland. It sets out a vision for collective wellbeing. To help achieve its purpose, the framework sets out ‘National Outcomes’. These outcomes describe the kind of Scotland it aims to create. The outcomes reflect the values and aspirations of the people of Scotland, are aligned with the United Nations Sustainable Development Goals and help to track progress in reducing inequality.

Alternatives exploration and experimentation lab with special status/exemptions

***Definition:** Labs, centres or units that have the freedom to explore and experiment with alternative policies or solutions, often with certain exemptions from standard regulations.*

Example: [Finland Sitra](#)

Sitra is an innovation fund which reports to the Finnish Parliament and that conducts foresight studies of Finland, spearheading the use of foresight and futures tools in the Finnish public sector. Sitra's independence is the fact that it reports directly to the Finnish Parliament. They are not answerable to the government in power at any one time, nor to a certain party or a trend, but to the parliament.

Experiment with emerging technologies

Definition: *Initiatives specifically focused on experimenting, testing and implementing emerging technologies within government and across society.*

Example 1: Germany Social Foresight Lab

Developed by the Fraunhofer IAO's Center for Responsible Research and Innovation, the [Social Foresight Lab](#) embodies an innovative participatory approach to address complex challenges. The Social Foresight Lab allowed citizens to experiment with future solutions e.g., introducing prototypes of potential social and technological developments to their local contexts with respect to mobility, working and living. The experimentation with technological innovations involving end-users, the creation and expansion of innovation networks at the local level, and the promotion of mutual learnings were also identified as major contributions coming out of this initiative.

Example 2: U.S. General Services Administration

[GSA's Emerging Citizen Technology Program](#) unites federal agencies across government through pilot programs and collaborative Communities to develop the shared resources needed to efficiently and compliantly adopt emerging technologies for which agencies identify business cases but no guidance or inadequate resources may exist, including Artificial Intelligence for Citizen Services, Blockchain, Virtual/Augmented Reality, and Social Technology.

Evaluation of the future horizons of programmes of government

Definition: *Assessing the long-term impacts and outcomes of government programmes to ensure they are futures-proof and aligned with long-term goals.*

Example 1: [Finnish National Audit Office](#)

The National Audit Office of Finland assessed the Finnish national foresight system that supports decision making. The audit produced information on the economic and operational perspectives and systems that are the elements of operating environment and foresight information. In addition, it provided information on the development needs in the production, management and utilisation of foresight information. The audit aims to strengthen the systemic preconditions for foresight activities, the perspective of anticipatory governance and knowledge-based decision-making. The basic premise is that

foresight information is an essential part of the knowledge base for strategic decision-making.

Example 2: [UK Treasury's Green Book](#)

The UK Treasury's Green Book guidance includes considerations for evaluating the future impacts of policy proposals, projects and programmes. In the [Guide to Developing the Programme Business Case](#), the UK Treasury and Welsh Government have provided a framework for thinking about spending proposals and a structured process for appraising, developing and planning to deliver best social value for money. One of the steps of this framework includes scenario analysis in considering how programme delivery options, strategies or methods may be affected by future uncertainty and provide a valuable way of assessing risk.

Creation of a safe space / space to challenge assumptions

***Definition:** Establishing environments where participants can freely challenge existing assumptions and think creatively about the future without the constraints of current policy or political pressures.*

Example 1: [Finnish Dialogues on the Future](#)

The Prime Minister's Office in co-operation with the Timeout Foundation, as part of the process of the Government Report on the Future, organised 50 citizen dialogues on the future of Finland. Groups of citizens from various backgrounds were invited to share their thoughts, hopes and dreams about the future of Finland. After the dialogues were conducted, the Prime Minister's Office analysed the outcomes of these dialogues and the outcomes of the internal scenario process.

Example 2: [LAB 2050 Portugal](#)

Developed by the Competence Centre for Planning, Policy and Foresight in Public Administration (PlanAPP), Lab2050 is a project aimed at the collective production of visions of a desirable and sustainable future for Portugal, capable of meeting the aspirations of its citizens. The goal of the project was to launch an extensive national debate on a desirable nation for 2050, on the future we want to build.

Ministerial futures advisor on a specific agenda

***Definition:** An advisor, commissioner or minister who directly assists government in incorporating foresight into specific policy areas or agendas.*

Example 1: [Wales Futures Generations Commissioner](#)

In 2015, the Government of Wales adopted the [Wellbeing of Future Generations Act](#). The Act introduces a vision for Wales in 2050 in the form of national well-being goals and obliges policymakers to consider long-term perspectives in all new policies developed, and “in pursuit of the economic, social, environmental and cultural well-being of Wales”. To ensure compliance with the Act, a [Future Generations Commissioner](#), supported by the Auditor General Wales, is appointed by Welsh Ministers to advise and assist public bodies and monitor the extent to which these bodies are meeting their well-being objectives.

Example 2: [UAE Government Development and The Future Office](#)

The United Arab Emirates (UAE) has a Minister of State for Government Development and the Future. The ministerial portfolio created in 2020 is aimed to advance government development and enhance the UAE’s readiness for future challenges and opportunities. By promoting a future-ready government, the ministry works to *i)* enhance the performance, productivity, speed, agility, efficiency and trust in the government; *ii)* build new government business models and tools required for transformation; and *iii)* enable social and economic development to help realize the UAE’s full potential in collaboration with the private sector and civil society.

Participatory futures - harvesting and sense-making, convening external stakeholders for visioning, scenario development, scanning

Definition: Engaging a broad range of stakeholders, including citizens, in the foresight process to collaboratively develop and understand future scenarios and visions.

Example 1: Participatory visioning – Basque Country

The Provincial Council of Gipuzkoa developed a programme entitled [Building the Future](#) (Etorkizuna Eraikiz) to promote and improve the open and collaborative governance in the region. The programme incorporates public deliberation for the design of public policies, ensuring the inclusiveness and effectiveness of this participation. This resulted in active participation and empowerment of citizens with the organisation of foresight exercises based on co-creation and co-design, and with an experimental approach to projects.

Example 2: Lithuania 2050 participatory process

The Government Strategic Analysis Centre (STRATA) ensured iterations and participation through every step of its strategic foresight activities. In the project Lithuania 2050 civic and stakeholder engagement was present from the outset. The project included feedback and learning loops with citizens’ assembly, open discussions with society for shared visions, public consultations and expert surveys, and revision of strategic drafts with Parliament.

Uncovering and testing assumptions of decision-makers

Definition: *Processes designed to identify and challenge the underlying assumptions in policy-making to ensure that decisions are robust against future uncertainties.*

Example 1: Singapore Civil Service College

The Learning Futures Group of the Civil Service College focuses on the concept of gaming as a method to model complex scenarios, and to harness collaborative foresight. The group explores the idea of immersing participants in diverse scenarios in order to embody ‘messy complexity’ and to make sense of images of the future rather than predicting specific futures. The worldview aspect within policymaking can be counterintuitive to policy officers who are encouraged to view how policies can impact society in different ways. This is where the Learning Futures Group identified an opportunity to use simulations with foresight where firstly participants can represent themselves in future scenarios (e.g., policymakers) and subsequently embody various residents and stakeholders to experience how policies can impact and affect their livelihoods.

Example 2: Red teaming – French Ministry of Defence

In 2019, the French Ministry of Defence, through its *Agence de l’innovation de défense*, created the [Red Team](#), a group of science fiction writers and illustrators to conceive and explore scenarios for the future of armed conflicts and to uncover the blind spots and invisible blockages that impair the ability to imagine other situations than those presently existing in handbook examples.

Training and workshop delivery on strategic foresight topics

Definition: *Programmes and initiatives aimed at building the capacity of government officials and policymakers through training in strategic foresight methodologies and tools.*

Example 1: [Policy Horizons Canada](#)

Policy Horizons provides scaffolding and training activities to help public servants and departments to develop their foresight capacity and skills. In June 2017, Canada started a training programme, [Canada Beyond 150](#), designed to provide forward-looking skills and achieve positive cultural shifts in the public service. This 10-month programme was designed to introduce new public servants to innovative approaches to policymaking. The initiative convened public servants from all over the country and from distinct government departments to participate in a professional development programme designed to support leadership and skills.

Example 2: Italy’s School of Government

In partnership with scholars and researchers in the field of anticipatory governance and strategic foresight, the Italian School of Government (*Scuola Nazionale dell'Amministrazione, SNA*) has offered foresight courses to civil and public servants from various government institutes, agencies, and ministries. The [content and syllabus](#) of courses range from teaching about megatrends analysis in migration and demographics as well as an introduction to futures studies.

Inter-ministerial advisory capability working on specific strategic foresight projects

Definition: *A cross-departmental group that collaborates on foresight projects addressing issues that span multiple areas of government.*

Example 1: [UK Development, Concepts and Doctrine Centre](#)

The Development, Concepts and Doctrine Centre (DCDC) is an intellectual hub and think tank of the UK's Ministry of Defence. Its creation is based on the *Strategic Defence Review White Paper* which recognized that future operations will be multinational and cross-departmental, and that the UK with other states should plan for a unified, comprehensive vision for future operations of the Armed Forces. The centre engages in strategic foresight, concept development, and doctrine formulation, all rooted in evidence-based research and experimentation. Beyond its role within the Ministry of Defence, the Futures Team actively contributes to cross-government discussions about the future and maintains close collaboration with international partners and allies to answer questions surrounding a rapidly changing world, identifying key uncertainties, and making sense of these uncertainties for global security and for the UK.

Example 2: [RePLAN Portugal](#)

RePLAN is an inter-ministerial network coordinated by PlanAPP for cooperation and the sharing of knowledge and resources in the areas of strategic planning, public policy and foresight, as well as the development of collaborative work and networking, to promote the coordination of sectoral policies with cross-cutting.

Review or oversight of laws for consideration of futures/future generations

Definition: *Bodies or processes focused on evaluating legislation and policies for their impact on future generations, ensuring that long-term considerations are integrated into decision-making.*

Example 1: OECD and [UK Regulatory Horizons Council](#)

The OECD [Recommendation for Agile Regulatory Governance to Harness Innovation](#) calls upon governments to adapt governance frameworks and regulatory approaches so that they are forward-

looking. A range of options is suggested for that purpose, such as conducting horizon scanning and scenario analysis, anticipating regulatory implications, and fostering iterations for continuous learning. A case in point on proposing agile regulatory governance can be found in the United Kingdom. The [Regulatory Horizons Council](#) (RHC) provides expert advice on regulatory reform to the government by conducting horizon scanning for technological innovation and by identifying how the economy and society can benefit from new and disruptive technologies.

Example 2: Finland – foresight and legislation

In Finland, foresight is well-integrated in policy design at all levels through a Parliamentary [Committee for the Future](#). Ministries, regions and municipalities are required to produce Futures Reviews and are expected to take the outcome of foresight activities into account when drafting legislation. The [National Audit Office](#) of Finland carries out assessments of governance and steering mechanisms on the background of foresight information (*text and information retrieved from [FSBLM-Conference-7March-TineAndersen.pdf \(europa.eu\)](#)*).

Example 3: Wales Future Generations Act

Wales was the first country to impose legal duties to carry out sustainable development and to embed the United Nations SDGs into law. The Welsh [Well-being of Future Generations Act](#) (2015) was introduced to assess and promote the interests of future generations in policymaking as well as a vision for 2050 in the form of the seven national well-being goals

Centralised capability supporting transversal and connected capabilities

Definition: *A central function that supports and enhances foresight capabilities across different parts of the government, facilitating coherence and integration of foresight activities.*

Example: [Singapore – Centre for Strategic Futures](#)

The Centre for Strategic Futures (CSF) works within the Prime Minister’s Office and is focused on supporting the strategic needs of the whole-of-government and guaranteeing Singapore government's foresight capabilities. The CSF is built around three main pillars: 1. Scout (trend analysis and horizon scanning), 2. Challenge (Stress-test strategies and policies), and 3. Grow (build governmental strategic foresight capacity). Supported by these pillars, it produces national scenarios and a variety of publications to elicit strategic conversations such as on key forces of change and future preparedness surrounding its current operational environment.

Centralised advisory capability producing/distributing high-level analysis/megatrends

Definition: *A central body responsible for generating and disseminating analyses of global megatrends and their implications for national policy.*

Example: [PlanAPP – Portugal](#)

The Government of Portugal, specifically, established the Portuguese Competence Centre for Planning, Policy and Foresight in Public Administration (PlanAPP), in March 2021, to improve both the co-ordination of policies across sectors and the institutional capacity to design and steer strategies for public purposes. Among its Centre-of-Government responsibilities, PlanAPP's mandate is to promote and steer the Government's foresight capacity and initiatives ranging from briefs on megatrends and in-depth studies on public policies.

Transition function between agendas / terms to support continuity

***Definition:** Mechanisms or roles designed to ensure the continuity of strategic foresight efforts and their integration into policy agendas across different political terms or administrative changes.*

Example: Finland Government Report on the Future

Although the [OECD](#) has stated that Finland is still in need of an established government transition function, the [Government report on the future](#) is one output and mechanism that supports Finland in ensuring the continuity of foresight processes and knowledge across government. During each electoral term, the Government submits to Parliament a Report on the Future, which aims to identify issues that will be important for decision-making and require particular attention in the future. It also serves to open discussion for the coming years.