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ANALYSIS OF LITHUANIAN INNOVATION POLICY PRIORITIES IN THE CONTEXT OF EUROPEAN UNION INITIATIVES

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Abstract. *Innovation promotion as the one of the most important tools for the progressive development of welfare and the strong positions in the global competitiveness area requires purposeful initiatives and permanent actions from public policy side. This highlights the importance of clear setting of innovation policy priorities and the necessity of their implementation assessment.*

On the one hand Lithuania has many strategic initiatives regarding to innovation-oriented goals in public policy documents, but on the other hand the results of innovation activity in Lithuania fall short of government expectations till now in regard to both the national and international targets. Therefore the article proposes an analysis of innovation policy priorities and their implementation results on the ground of European and Lithuanian strategic documents in order to indicate the essential areas wherein is the requirement to strengthen the governmental actions in Lithuania.

The paper suggests the following: a framework of key strategic priorities and initiatives in EU innovation policy field, a comparison of Lithuanian and EU innovation performance data, an estimation of Lithuanian innovativeness tendencies in respect of possibilities to reach the European targets and the review of current Lithuanian innovation development framework.

Keywords: *innovation policy, strategic priorities and initiatives, innovation activity, innovation promotion.*

Raktažodžiai: *inovacijų politika, strateginiai prioritetai ir iniciatyvos, inovacinė veikla, inovacijų skatinimas.*

Introduction

The importance of innovation is widely discussed in many strategic documents in European Union (EU) context as the key for prosperity and continual progress in

economic, social and other areas. Accordingly, many different initiatives have been declared in political level seeking to accelerate the innovation development.

The European Commission has said, that Europe has to become a truly knowledge-based and innovation-friendly society where innovation is not feared by the public but welcomed, is not hindered but encouraged, and where it is part of the core societal values and understood to work for the benefit of all its citizens [17].

Lithuania also understands the importance of stimulation of innovation activity and its progress and contributes to the European initiatives. However, the Lithuanian innovation indicators and their variation's tendencies by different assessments tools show, that the national efforts in this field have been imperfect till now. A lot of Lithuanian indicators in innovation development field are too low comparing with European Union average and too far from European objectives.

On the one hand Lithuania has many strategic initiatives regarding to innovation-oriented goals in public policy documents, but on the other hand the results of innovation activity in Lithuania fall short of government expectations till now. This is the key scientific problem analyzing hereinafter.

Despite growing popularity of themes related to innovation in public policy as well as in scientific sources, there is a lack of researches oriented towards evaluation of the linkages between Lithuanian strategic initiative and their implementation's realities including national and EU levels of innovation policy.

Therefore, the main objective of this article is directed towards analysis of national and EU priorities of innovation policy and their implementation results on purpose to indicate the essential areas wherein is the requirement to strengthen the governmental actions in Lithuania.

Thus the goals are as follows: to make the chronological analysis of EU innovation policy priorities development; to make a comparison of Lithuanian and EU innovativeness tendencies; to highlight the perspectives of Lithuanian innovation policy.

The object is the implementation of innovation policy priorities.

Research method is the systemic and comparable analysis of strategic documents in innovation policy field and statistic data tendencies.

Development of EU Innovation Policy Priorities: Chronological Analysis

In the White Paper on Growth, Competitiveness and Employment (1993) the European Commission emphasized the significance of collaboration between higher education institutions and industry with a view to ensuring the transfer of innovation and technological breakthroughs [6]. There is also highlighted the attention to firm's capacity for innovation and the need to support the training schemes, to improve the quality of training and to foster innovation in education.

According to the Green Paper on Innovation (1995), strengthening the capacity for innovation involves various policies: industrial policy, R&D policy, education and training, tax policy, competition policy, regional policy and policy on support for SMEs, environment policy, etc [5].

The First Action Plan for Innovation (1996) as the crucial factor for innovation identified the link between research (the production of knowledge), training, mobility, interaction (the dissemination of knowledge) and the ability of firms to absorb new technologies and know-how [18].

A new Action plan for innovation (2004) took notice to the importance of the promotion of all the facets of innovation. These include methods of innovation management, changes in organisation, development of production methods, economic intelligence, stakes in global markets, identifying where growth and development is occurring, making the most of the technology and knowledge available, intellectual property and managing intangibles and sectoral benchmarks.

The first Lisbon strategy (2000), seeking to make the EU the most competitive and knowledge-based economy in the world, accentuated the research and development policy, which jointly with education and innovation creates the knowledge triangle [15]. Accordingly, two main initiatives has been set in Precidency Conclusions on Lisbon strategy: (1) establishing a European Area of Research and Innovation including the development of appropriate mechanisms for networking national and joint research programmes, the improvement of the environment for private research investment, the elimination of obstacles to the mobility of researchers and etc.; (2) creating a friendly environment for starting up and developing innovative businesses, especially SMEs.

In 2005 the Lisbon strategy was revised in consideration of insufficient progress of Lisbon goals implementation. It was decided to allocate more attention to knowledge, innovation and optimization of human capital and highlighted the requirement to improve the key framework conditions for innovation [14,16].

In 2010 the European Commission suggested the new strategy "Europe 2020", in which are stated three main priorities [4]: (1) Smart growth: developing an economy based on knowledge and innovation; (2) Sustainable growth: promoting a more resource efficient, greener and more competitive economy; (3) Inclusive growth: fostering a high-employment economy delivering social and territorial cohesion. Agreeably the Commission proposed seven flagship initiatives for the implementation of mentioned priorities. One of the initiatives is "Innovation Union", which seeks to improve framework conditions and access to finance for research and innovation so as to ensure that innovative ideas can be turned into products and services that create growth and jobs [4].

The elaboration of key EU innovation strategic initiatives and challenges is presented in table 1.

Table 1. **The evolution of innovation strategic initiatives and problems at EU level in 1993–2010**

Strategic initiatives for innovation promotion	**Weaknesses/problems which should be solve**
Source: **White Paper (1993)** [6]	
- Improving the quality of training and fostering innovation in education - Continuing training of staff in SMEs - Encouraging collaboration between education institutions and industry	- Low investment in research and technological development - Limited capacity to convert scientific breakthroughs and technological achievements into industrial and commercial successes
Source: **Green Paper on Innovation (1995)** [5]	
- Develop technology monitoring and foresight - Develop initial and further training (Lifelong Learning) - Further the mobility of students and researchers - Improve the financing of Innovation - Promoting intellectual and industrial property - Simplify administrative procedures - Encourage innovation in enterprises, especially SMEs, and strengthen the regional dimension of innovation	- Fragmented efforts - Too little industrial research - Lack of anticipation (forecasting) - Poorly adapted education and training systems - Too little mobility of human resources - Financial systems which avoid innovation - An unfavourable regulatory environment - Too little use of intellectual protection rules
Source: **The First Action Plan for Innovation (1996)** [18]	
- To foster an innovation culture: - Education, training and mobility of researchers - Demonstrate effective approaches to innovation in the economy and in society - Stimulate innovation in the public sector and in government - To establish a legal, regulatory and financial framework conducive to innovation: - Protection of intellectual and industrial property - Administrative simplification - To better articulate research and innovation: - Encourage strongly the start-up of technology-based firms - Intensify the cooperation between public, university and industrial research - Strengthen the capacity of SMEs for absorbing new technologies and know-how	- Agreeably to Green Paper on Innovation

Strategic initiatives for innovation promotion	**Weaknesses/problems which should be solve**
Source: **A new Action plan for innovation "Innovate for a Competitive Europe" (2004)** [1]	
- Innovate everywhere - Improving the regulatory framework that foster innovation - Linking national, regional and local innovation systems - Fostering an active intellectual property culture - Fostering the identification, transfer and absorption of technologies by businesses - Public-private partnerships for financing innovation - Adaptation of education and training systems to the innovation needs of companies	- Lack of attention to non-technological innovation
Source: **Lisbon strategy (2000; 2005–2008; 2008–2010)** [15; 2; 16]	
2000: - Establishing a European Area of Research and Innovation - Creating a friendly environment for starting up and developing innovative businesses, especially SMEs **2005–2008:** - To increase and improve investment in R&D (total to 3% of GDP), in particular by private business: - Improve the framework conditions and environment - Develop the public–private partnerships - Develop the cooperation and transfer of technologies between public research institutes and private enterprises - Ensuring a sufficient supply of qualified researchers - To facilitate all forms of innovation: - Improvements in innovation support services - Encourage the cross-border knowledge transfer - Ensuring better access to domestic and international finance - To promote a more entrepreneurial culture and create a supportive environment for SMEs: - Improve access to finance - Reinforce the entrepreneurship education and training - 2008–2010: - Create a genuine European Research area - Improving the framework conditions for innovation	- Insufficient investment in R&D - Low level of private R&D - Low-skilled workers - Fragmentation of national research and innovation policies

Strategic initiatives for innovation promotion	**Weaknesses/problems which should be solve**
Source: **Europe 2020. A European strategy for smart, sustainable and inclusive growth (2010)** [4]	
- 3% of the EU's GDP should be invested in R&D - Focusing on the impact and composition of research spending - Improving the quality of education - Strengthening our research performance - Promoting innovation and knowledge transfer	- Low investment in R&D and innovation - Reluctance in some parts of our societies to embrace innovation - Barriers to market access and a less dynamic business environment
Source: **Europe 2020 Flagship Initiative: Innovation Union (2010)** [3]	
- Continuing and stepping up investment in education, R&D, innovation and ICTs - Linking up EU and national research & innovation systems with each other and improving their performance - Researchers and innovators must be able to work and cooperate across the EU as easily as within national borders - Enhancing cooperation between science and business - Removing barriers for entrepreneurs to bring "ideas to market" (better access to finance, affordable Intellectual Property Rights, smarter and more ambitious regulation and targets, etc.) - Creating European Innovation Partnership - Supporting the social innovation	- Poor availability of finance - Costly patenting - Outdated regulations and procedures - Slow standard-setting - National and regional research and innovation systems are still working along separate tracks with only a marginal European dimension

In view of what is presented above, all the European initiatives in innovation field can be systematized as the key areas of strategic priorities that are more or less repeated in all analyzed documents (figure 1).

However, despite plenty strategic intentions at European level, there is important to note the significance of a congruence between the ambitions and their implementation reality. In view of this requirement, the continual analysis and evaluations play here the vital role.

For this reason, hereafter the short analysis of innovation data tendencies is proposed.

Lithuanian Innovativeness Tendencies in EU Context

EU innovation performance. All the time the European Commission jointly with other EU member states seeks to form the most appropriate assessment tool for

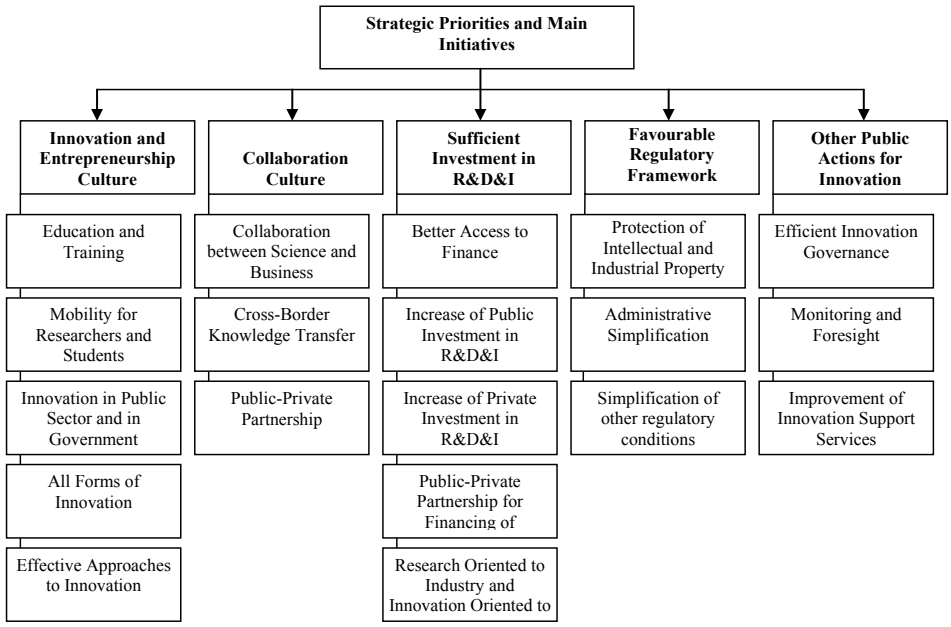

Figure 1. Key strategic priorities and initiatives in EU innovation policy field
Source: Made by authors according to data provided in table 1.

the analysis of innovation performance that could be ensure the more efficient coordination of government actions.

In 2006–2009 the main estimation tool of innovation policy implementation at EU level was European Innovation Scoreboard. Each year European Commission proposed the Summary Innovation Index (further – SII), calculated by this tool, that gave the possibility to compare the countries with each other in such main areas of 29 indicators as: human resources, finance and support, firm investments, linkages and entrepreneurship, throughputs, innovators, economic effects.

In 2010 the methodology of European Innovation Scoreboard was revised and renewed in view of new European initiatives mentioned in part 1. This tool was renamed to Innovation Union Scoreboard [11] and now encompasses 25 indicators including 7 new indicators three of which belong to the new assessment area "Open, excellent and attractive research systems" as the indicators of high quality publications and attractiveness of foreign PhD students. The value of SII includes the scores from the lowest of 0 to the highest possible of 1 (figure 2).

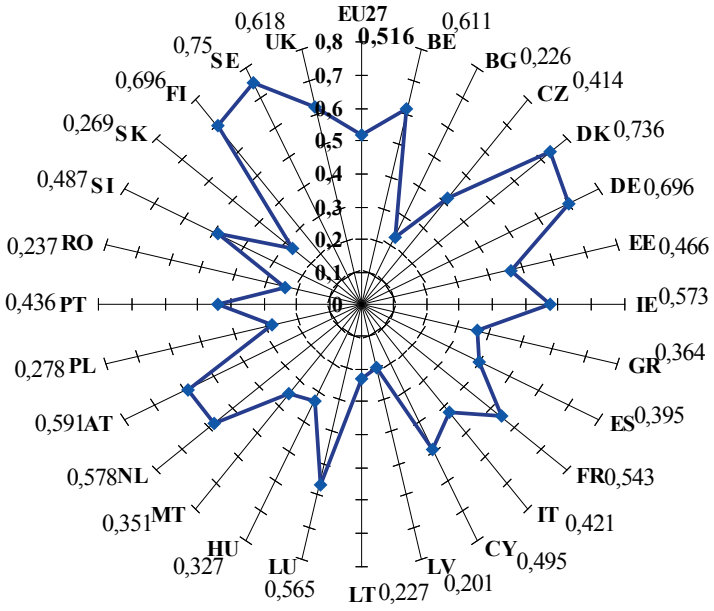

Figure 2. 2010 SII in EU27 countries[1]
Source: Made by authors according to data of Innovation Union Scoreboard 2010 [11]

According to innovation performance, all EU27 countries are ranked in four main group as: innovation leaders, innovation followers, moderate innovators and modest innovators (figure 3).

[1] EU27 countries: Belgium (BE), Bulgaria (BG), Czech Republic (CZ), Denmark (DK), Germany (DE), Estonia (EE), Ireland (IE), Greece (GR), Spain (ES), France (FR), Italy (IT), Cyprus (CY), Latvia (LV), Lithuania (LT), Luxembourg (LU), Hungary (HU), Malta (MT), Netherlands (NL), Austria (AT), Poland (PL), Portugal (PT), Romania (RO), Slovenia (SI), Slovakia (SK), Finland (FI), Sweden (SE), United Kingdom (UK).

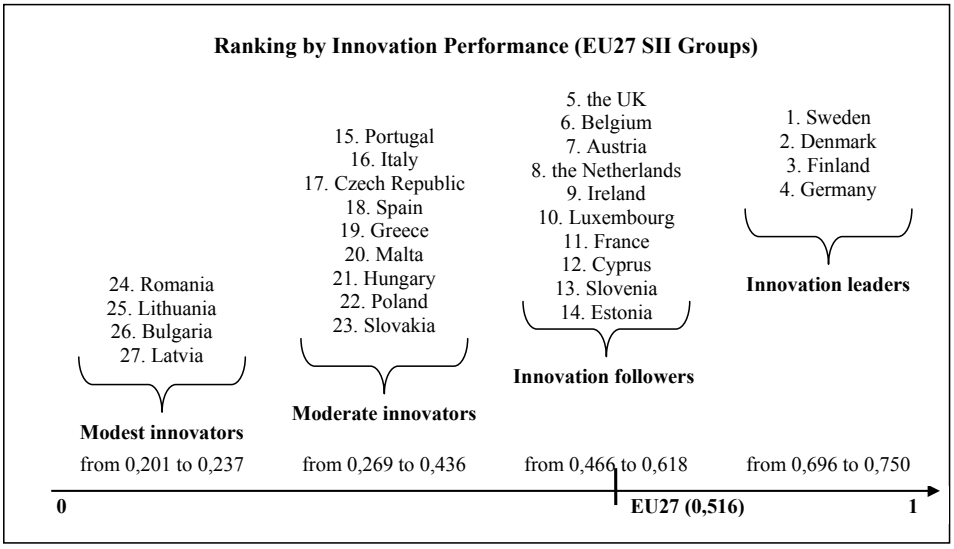

Figure 3. Ranking of EU27 countries by their SII in 2010
Source: Made by authors according to data of Innovation Union Scoreboard 2010 [11]

In 2010 the most progressive countries in innovation field by SII were Sweden (0,750), Denmark (0,736), Finland (0,696) and Germany (0,696), that are the countries "Innovation leaders". The lowest innovation performance was in such "Modest innovators" as Latvia (0,201), Bulgaria (0,226), Lithuania (0,227), Romania (0,294).

Irrespective of different positions in the assessment scale of innovation performance, all Member States develop their priorities of innovation policy considering to EU strategic initiatives. Therefore, according to EU goal to reach 3 % of the GDP for investment in R&D[2] by 2020, this should be the one of the most important indicators for all EU27 countries. Hereinafter the figure 4 shows the distribution of Member States in view of mentioned target goal of investment in R&D.

As is shown, the EU goal related to investment in R&D are already reached in such EU countries as Finland, Sweden and Denmark. Seeing that the level of innovation performance is also the highest in these three countries, there could be the assumption that the investment in R&D has direct impact for level of country's innovativeness.

[2] Europe 2020 Strategy

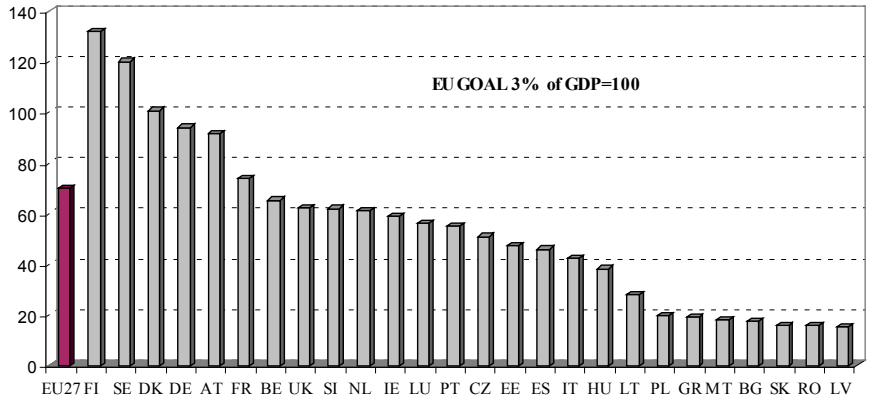

Figure 4. Gross Domestic Expenditure on R&D by EU27 Countries in 2009
Note: Data are provided as a share of pursued goal assuming that the level of 3 percent of GDP3 to investment in R&D is equal to 100
Source: Made by authors according to Eurostat's data [22]

Innovativeness of Lithuania. In respect that Lithuania regarding to it's innovation performance data is ranked as "Modest innovators" country, it is necessary to designate and prioritize the main areas to which should be oriented the most efforts of government.

The SII of Lithuania was more than two times lower by comparison with EU27 average annually from 2006 to 2010. At the same period the SII of Lithuania didn't have the growing trends (figure 5).

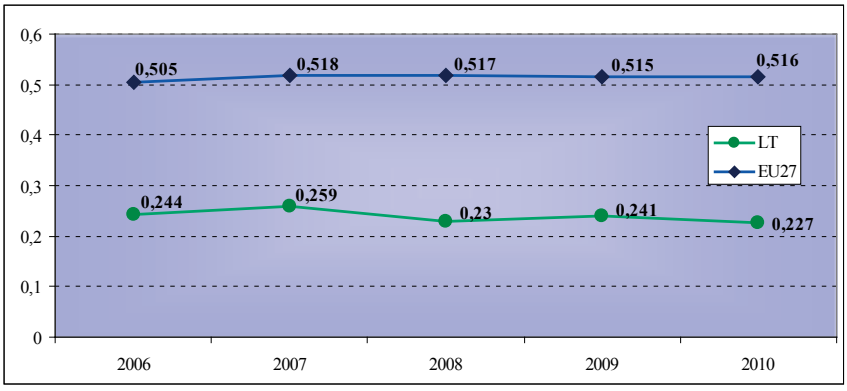

Figure 5. Lithuanian SII Tendencies in Comparison with ES27
Source: Made by authors according to data of Innovation Union Scoreboard 2010 [11]

[3] GDP - Gross domestic product

All indicators of Lithuanian innovativeness in comparison with EU27 data are given in figure 6.

In 2010 the strong Lithuanian advantages were just in Human resources field (Indicators of Population completed tertiary education, and Youth with upper secondary level education). Whereas the focal weaknesses were in such areas as: Open, excellent and attractive research systems (Indicators of International scientific co-publications, Scientific publications among top 10% most cited, Non-EU doctorate students), Firm investments (Indicator of Business R&D expenditure), Intellectual Assets (Indicators of PCT[4] patent applications, PCT patent applications in societal challenges, Community trademarks, Community designs).

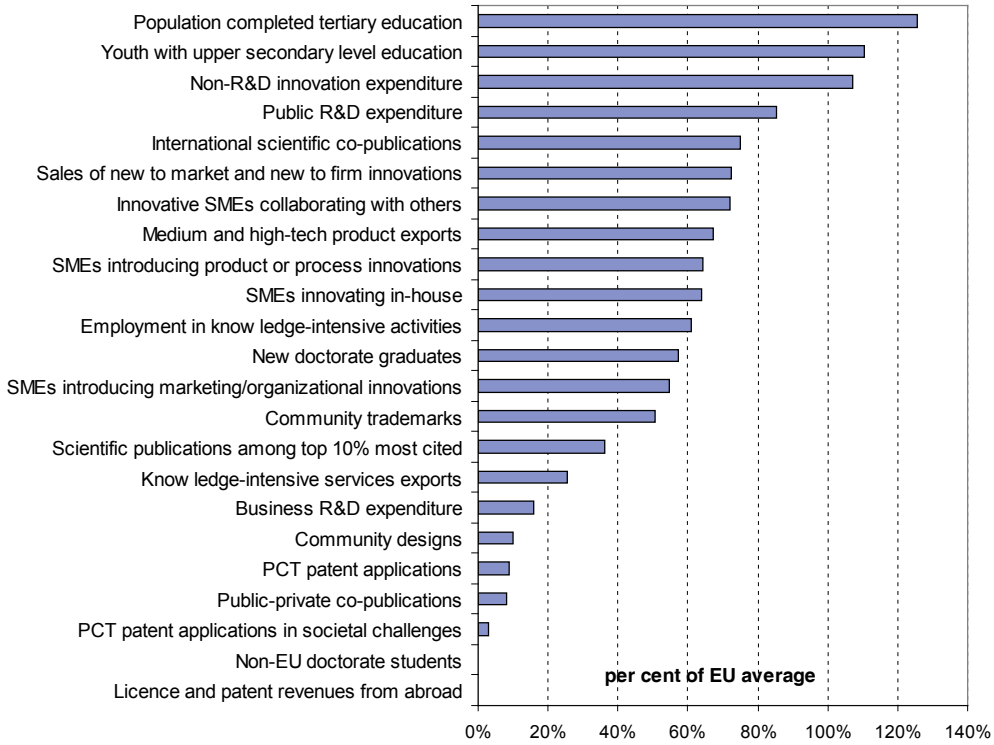

Figure 6. Lithuanian innovativeness data in Comparison with EU27 data
Source: Made by authors according to data of Innovation Union Scoreboard 2010 [11]

Agreeably to European initiative to reach 3 % of the GDP for investment in R&D, Lithuania must enhance it's total expenditures to this area more than three times. Especially it is important to increase the business R&D expenditure which in Lithuania is approximately six times lower than EU average (figure 7).

[4] PCT - The Patent Cooperation Treaty

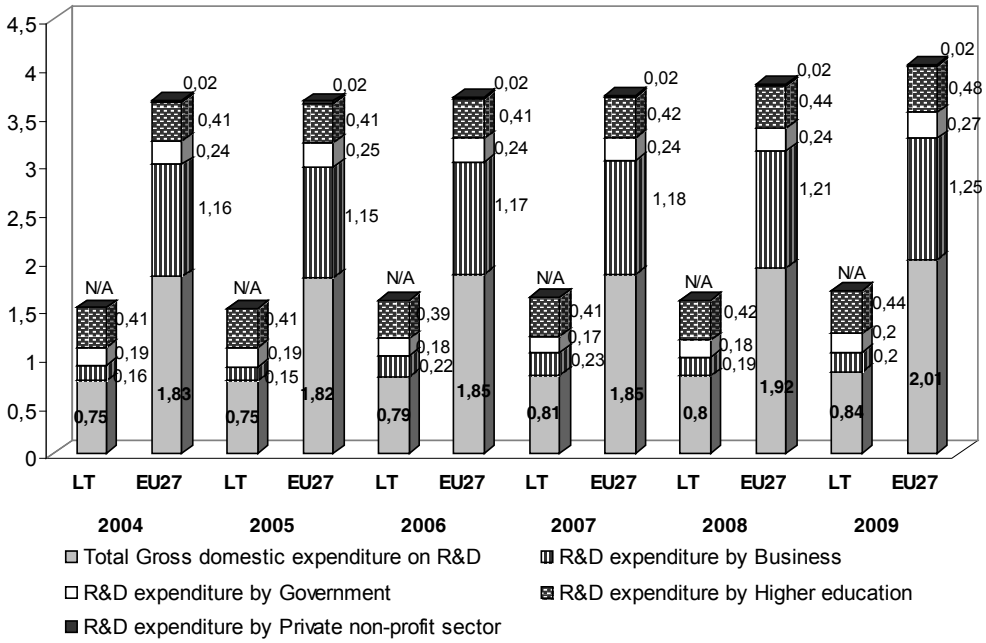

Figure 7. LT and ES27 Expenditure on R&D (% of GDP)
Source: Made by authors according to Eurostat's data [22]

In summary, Lithuanian innovation data show the requirement to strengthen the government efforts for more effective innovation policy concerning both for the strong position in the international competitiveness area and for the big progress in national prosperity.

Perspectives of Lithuanian Innovation Policy Development

Lithuania seeks to create the knowledge economy and the knowledge society in order to ensure the continual development of welfare and the strong positions in the global competitiveness area. For this reason, a lot of Lithuanian strategic initiatives are directed towards the acceleration of R&D and innovation oriented activity as the one of the most important tool for the more rapid and stable progress in all fields (table 2).

Table 2. **The Development of Lithuanian strategic initiatives related to innovation promotion**

Date	Date and Title	Strategic goal
2002	The State's Long-term Development Strategy [21]	To create an environment for the development of material and inward well-being, which refers to knowledge society, secure society and competitive economy.
2003	Implementation Programme of Lithuanian Science and Technology White Paper (2003-2005) *(inoperative)* [8]	To achieve coordinated development of the country – to ensure the long-term development of science and technology, to create the conditions for research, technological development and innovation-based society in Lithuania.
2003	The Long-term R&D strategy [19]	To strengthen the Lithuanian scientific potential of the technology in order to effectively accelerate the country's progress and increase the national competetiveness regarding to limited resources. Some of the most important ambitions: - Until 2015 Lithuanian must become the knowledge society. - Until 2010 the total expenditure on R&D must reach 3% of GDP wherein the Business expenditure should be 2% of GDP
2007/ 2011	High Technology Development Programme for 2007-2013 *(inoperative)* / High Technology Development Programme for 2011-2013 [7]	To develop the existing Lithuanian directions of high technology which are viable in international level and have the scientific potential for manufacturing of global competitive produce
2008	National Lisbon Strategy Implementation Programme for 2008-2010 [13]	To enhance the competitiveness of Lithuania. To innovation-related goal: to promote R&D and innovation through the development of private-public partnership and stimulation of business investment in R&D. The main innovation-oriented target rate until 2010: Total investment in R&D should reach 2% of GDP including 1% of GDP from Business and 1% of GDP from Public sector.

Date	Date and Title	Strategic goal
2009	Innovation in Business Programme for 2009-2013 *(inoperative)* [10]	To reach that productivity and added value of Lithunian economy will be close to EU average: - to increase the number of innovative enterprises in industrial and service sectors; - to increase the number of high and medium high tehchnology enterprises in industrial and service sectors; - to increase the production's export of Lithuanian enterprises.
2010	Industrial Biotechnology Development Programme for 2011-2013 [9]	To accelerate the development of biotechnology industry in Lithuania.
2010	Lithuanian Innovation Strategy for the Year 2010-2020 [12] and it's Action Plan for 2010-2013	To build a creative society and create the conditions for the development of entrepreneurship and innovation
2011	The National Reform Agenda (draft; will be approved until the middle of 2011) [20]	This document is oriented to the implementation of European initiatives declared in Europe 2020 strategy and designates the main structural reforms of Lithuania seeking to eliminate the bottlenecks for economic growth and implementation of national targets. The main innovation-oriented target is following: until 2020 the total investment in R&D should reach 1,9% of GDP.

However, despite lots of strategic initiatives in the past, the Lithuanian indicators of innovation activity are imperfect and the progress in creation of Lithuania's welfare is too slow. This highlights a requirement for more intensive and purposeful actions of government in innovation promotion field. Therefore, in 2010 Lithuania approved the first broad-based innovation strategy for the year 2010-2020 [12], which should create the preconditions for the implementation of horizontal innovation policy. This strategy seeks to solve such identified national problems concerned with innovation field as: a lack of high qualified human resources and material facilities, a low level of creativity and entrepreneurship in private and public sectors, a weak cooperation between business and science as well as a lack of inter-institutional cooperation, and an absence of systematic approach to innovation.

According to Lithuanian innovation strategy, the main objective is to build a creative society and create the conditions for the development of entrepreneurship and innovation. Also the four strategic areas of priority actions have been set including the acceleration of Lithuania's integration into the global market, the education of a creative and innovative society, the development of broad-based innovation, and the implementation of a systematic approach to innovation [12]. In detail the new strategic

approach to innovation development from public policy perspective are presented in figure 8.

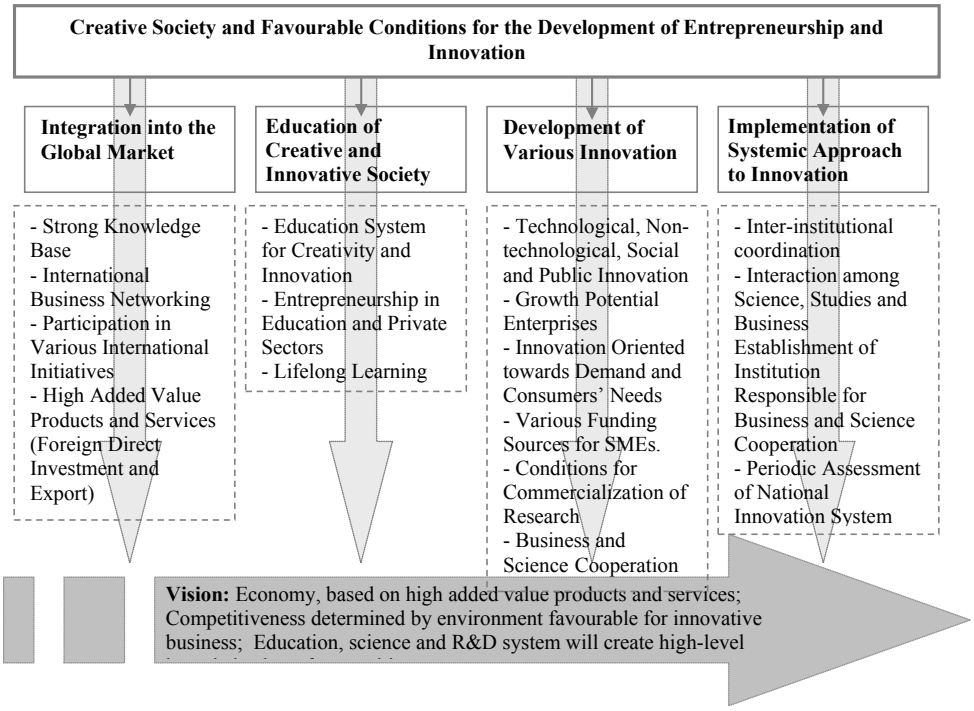

Figure 8. Current National Innovation Development Framework
Source: Made by authors according to Lithuanian Innovation Strategy for 2010-2020 [12]

It is important to note, that in the new innovation strategy Lithuania has set a clear ambition concerned with the evaluation of it's actions in innovation field. It is sought, that Lithuania's SII would be equal to an average of EU member states in 2020. In accordance with previous tendencies of Lithuanian SII (provided in figure 5), this is a big challenge.

However, the new innovation strategy mentioned above took notice to the importance of systemic and wide-ranging view for innovation development from skills and traits of single people to close cooperation within knowledge triangle, i.e. that higher education, research, business will work together. It is likely, that this strategy will be the first step for systemic and strong actions in innovation promotion field.

Conclusions

1. Public policy is essential tool for acceleration of innovation activity in the country. However there is important to find the best way for the optimum results. Therefore all the time the European Commission seeks to define the conjoint directions as the EU priorities of actions with a view to concentrate the efforts of all EU Member States for purposeful and effective formation and implementation of innovation policy.

2. As the main EU strategic priorities for innovation development in period from 1993 to present-day can be indicated such areas of public policy actions as: innovation and entrepreneurship culture, collaboration culture, investment in R&D and innovation, favourable regulatory environment and other public actions that should ensure the effectiveness of innovation policy implementation. All these priorities are relevant in recent European initiatives for promotion of R&D and innovation.

3. In regard to the results of innovation performance by analysis of Innovation Union Scoreboard data as the most progressive countries in innovation field can be named Sweden, Denmark, Finland and Germany. Their assessment by SII was higher than EU average and ranged from 0,696 to 0,750.

4. The SII of Lithuania was lower than EU average in all the period from 2006 to 2010 and didn't have the growing trends. The strong Lithuanian advantages were just in Human resources field. This shows the requirement to strengthen the public policy actions, especially in such areas as: quality of scientific production, investment in R&D and intellectual property rights.

5. According to European initiative to reach 3 % of the GDP for investment in R&D, Lithuania must enhance it's total expenditures to this area more than three times. Especially it is important to increase the business R&D expenditure which in Lithuania is approximately six times lower than EU average.

6. In accordance with the first Lithuanian broad-based innovation strategy for the year 2010-2020, the main priority areas of innovation policy actions are as follows: the acceleration of Lithuania's integration into the global market, the education of a creative and innovative society, the development of broad-based innovation, and the implementation of a systematic approach to innovation.

7. The current Lithuanian strategic approach to innovation development is closely related to the present European initiatives declared in the Innovation Union flagship of Europe 2020 strategy. This creates the assumption for strong-willed and permanent implementation of purposeful national innovation policy in Lithuania.

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LIETUVOS INOVACIJŲ POLITIKOS PRIORITETŲ ANALIZĖ EUROPOS SĄJUNGOS INICIATYVŲ KONTEKSTE

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Santrauka

Inovacijų skatinimas kaip viena iš svarbiausių priemonių pažangiai visuotinės gerovės plėtrai ir stiprioms pozicijoms globalaus konkurencingumo srityje užtikrinti reikalauja kryptingų ir nuolatinių veiksmų viešosios politikos srityje. Tai išryškina aiškių inovacijų politikos prioritetų nustatymo svarbą ir jų įgyvendinimo vertinimo būtinumą.

Viena vertus, Lietuva pasižymi į inovacijas orientuotų iniciatyvų gausa viešosios politikos dokumentuose, tačiau kita vertus, inovacinės veiklos Lietuvoje rezultatai iki šiol vis dar nepateisina valdžios lūkesčių, įskaitant siektinus nacionalinius ir tarptautinius rodiklius.

Todėl straipsnyje pristatoma remiantis europiniais ir Lietuvos oficialiais strateginiais dokumentais atlikta inovacijų politikos prioritetų ir jų įgyvendinimo rezultatų analizė, siekiant nustatyti pagrindines inovacijoms įtakos turinčias sritis, reikalaujančias ryžtingesnių valdžios veiksmų Lietuvoje.

Taip pat straipsnyje susisteminti pagrindiniai Europos inovacijų politikos prioritetai ir iniciatyvos, atlikta Lietuvos ir Europos Sąjungos inovacinės veiklos rezultatų lyginamoji analizė ir Lietuvos inovatyvumo tendencijų kaitos atsižvelgiant į galimybes pasiekti europiniu lygiu užsibrėžtus siektinus rodiklius vertinimas, susistemintas dabartinis Lietuvos inovacijų plėtros strateginis požiūris.

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