



Policy intelligence in R&D policy in the New Member States – lessons from Hungary and Poland

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Research questions

Is policy intelligence (PI) in R&D policymaking in the New Member States of the Central and Eastern Europe understood similarly and plays an identical role as in the EU-15?

If not, what is its status and reasons for differences?



Policy intelligence

A set of practices and approaches of policy research, policy analysis, consultation and expert advice provided in (all stages of) policy-making process suggesting a decision or proper course of action.



Introduction

Research PI in advanced countries evolved and developed in the framework of:

- **increase of the role of R&D in the economy;**
- **crystallization of research policy;**
- **democratic pressure for accountability;**
- **reform of the public administration;**
- **diffusion of best policy and business practices.**

Until Europeanization, these factors had only minor effects in HU and PL.



Introduction

Inclusion into the EU or the OECD obliges to adapt national policy institutions to the “acceptable level” of the common standards.

However, cultural imports across societies are not easy to effect, if countries are

- at different stages of economic advancement,**
- developed along different trajectories in the not-so-distant past.**



Method of research

Description: organization of research and expert work in R&D policy

Statistics: selected variables, such as

- “Transaction costs” as a % of public expenditures on R&D;
- National research policy studies and higher education centres;
- Internationalization of PI: contribution to OECD – EU expert groups.
- Other...



Proposed PI indicators

	Indicators		Non-quantitative data
	<i>Input</i>	<i>Output</i>	
Creation	Funds Manpower (policy analysts, experts, consultants) No. of policy orgs. No. of projects	No. of products (reports, analysis, room documents, publications, foresight or TA exercises)	Knowledge of concepts, policy frames, analytical techniques, tools; quality and maturity of policy documents.
Diffusion – transfer - absorption – transmission	No. of teaching orgs. No. of meetings Frequency of use of key phrases		
Use (application and adaptation)	No. of policy documents and programmes		



“Transaction costs” as a % of GOVERD

Estimations (2000):

Poland: **0,15%**

EU-15: **ca 3%**

2006: Poland – possible increase (e.g. foresight exercise)



Research policy knowledge capacity

Research policy studies centres

1999: **1** (Hungary) vs. **over 100** (EU-15)

2006: Hungary – 2 (part of activity), Poland 3 (part of activity)

Research policy education centres

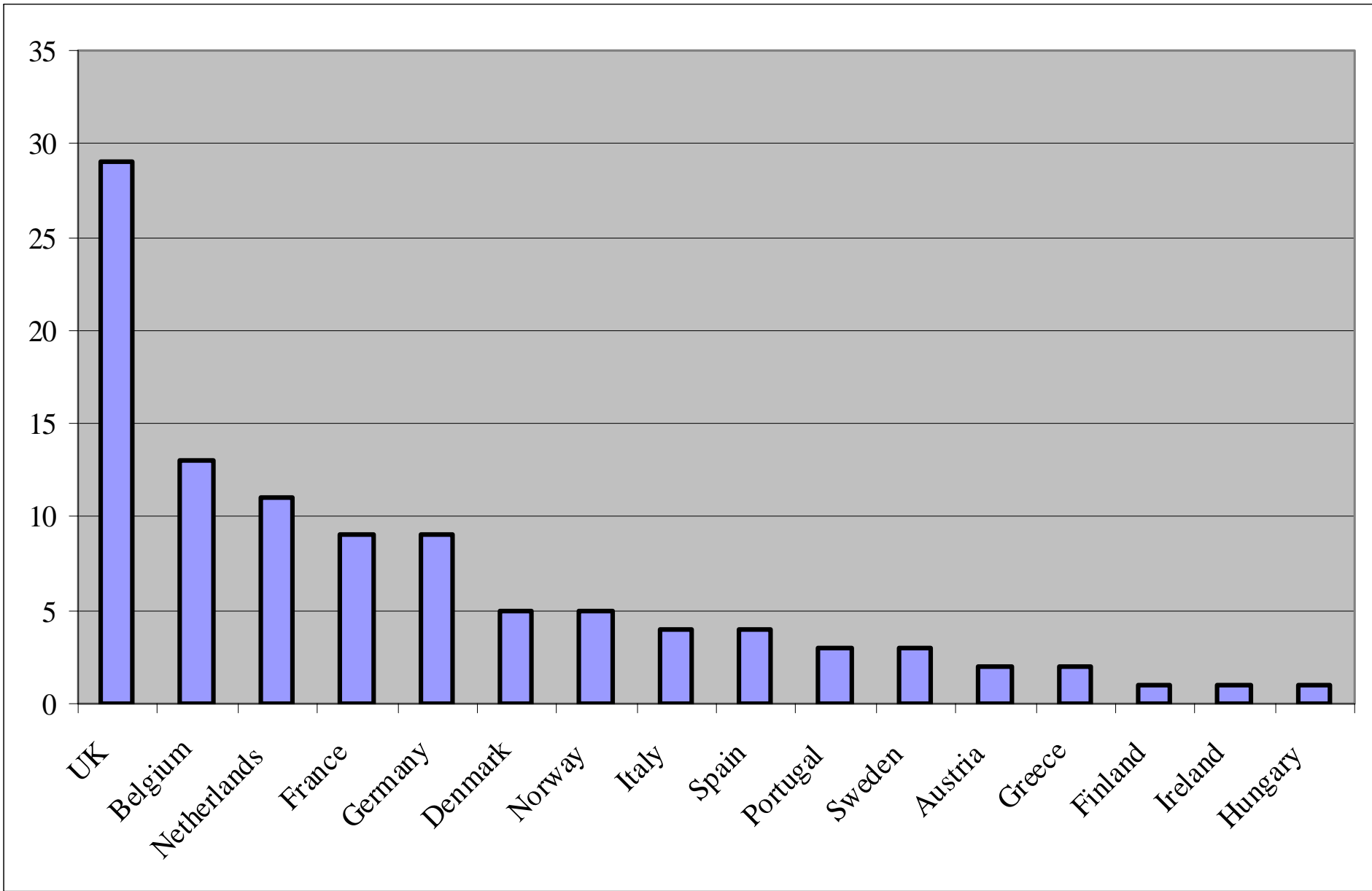
1999: **1** (Hungary) vs. **ca 70** (EU-15)

2006: Hungary – 7 (part of activity)



Research policy studies centres 1999

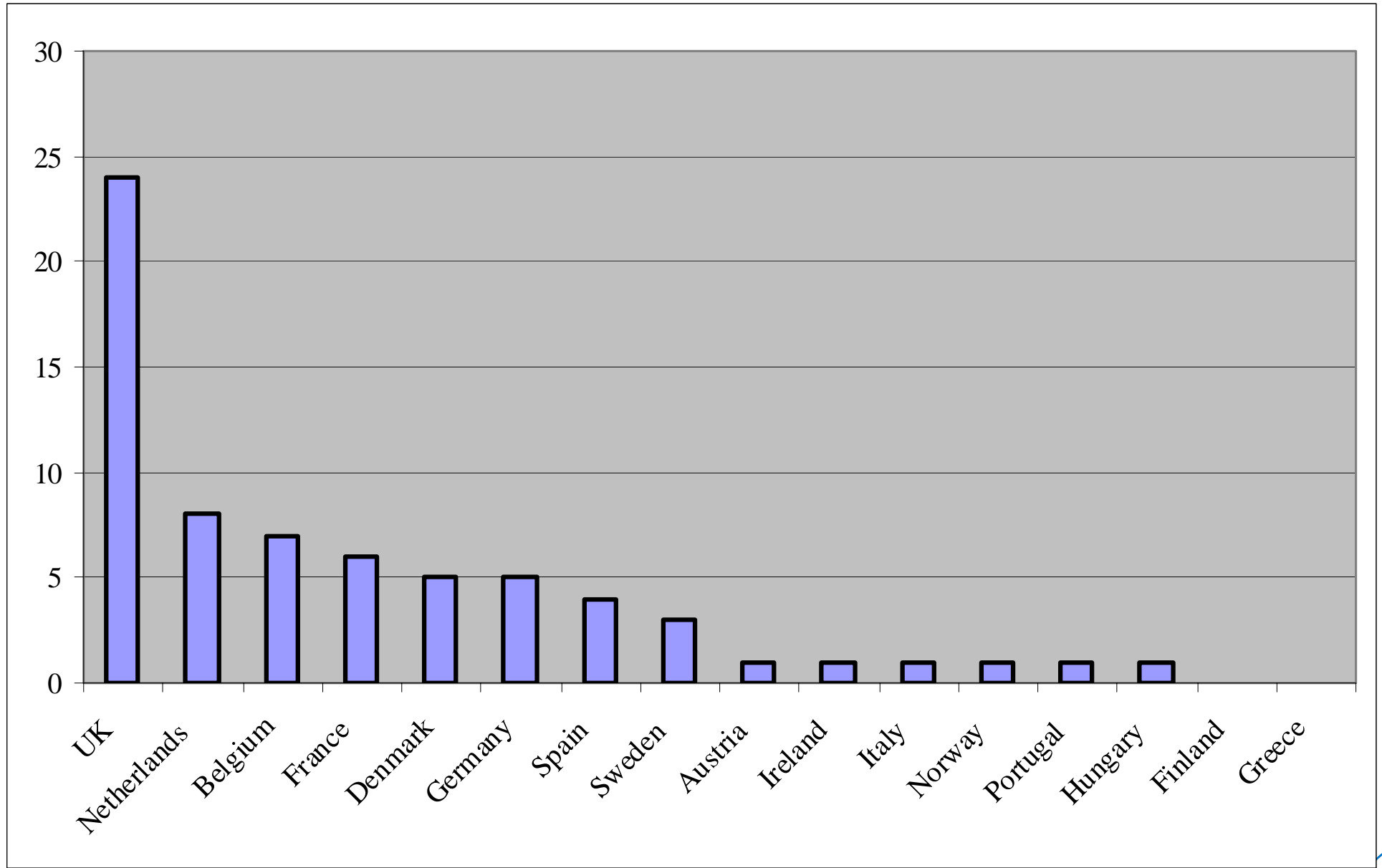
Joint Research Centre





Research policy higher education centres 1999

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Less Developed Countries (LDC) - Czech Rp., Greece, Hungary, Mexico, Poland, Slovak Rp., Turkey –

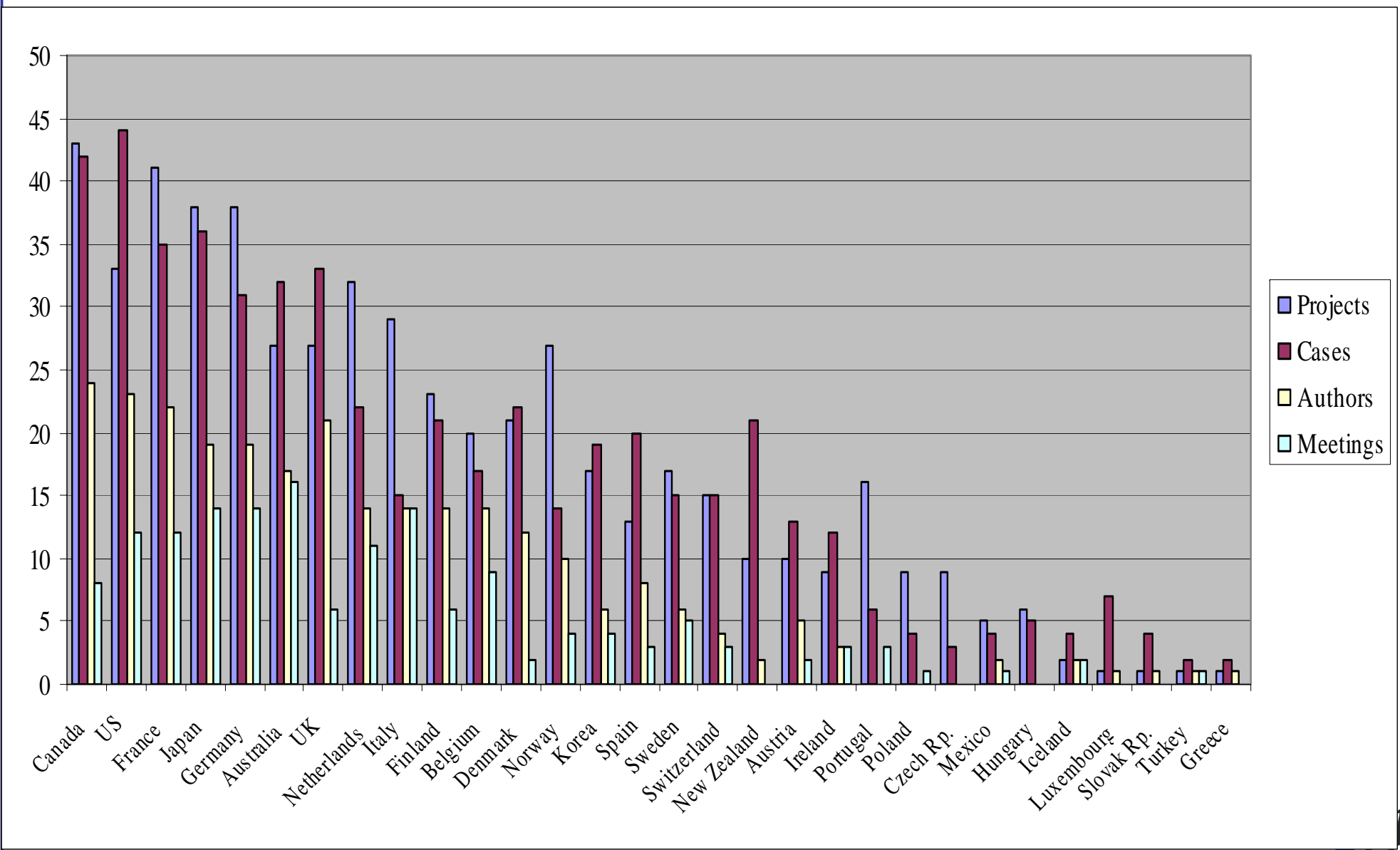
- ca **25%** of all OECD MS,
- but only **2,2%** of total OECD GERD.

Contribution to:

- passive forms of PI – **6,3%** (project group membership, survey participants, country case studies...)
- active forms of PI – **2,2%** (authors, key speakers, rapporteurs, meetings and projects heads and organizers, pilot studies...)

Participation in OECD S&T policy activity

Joint Research Centre





Conclusions

Status of research PI in PL and HU:

- **(relatively) non-advanced in terms of research, teaching and contribution to international activity;**
- **some absorptive capacity (mostly passive participation in OECD projects);**
- **some recent signs of change.**



Conclusions

- So far **research PI has not become a distinct recognized form of professional activity** (despite Europeanization impact); **PI supply is limited; PI is (mainly) in-built in policy-making.**
- However, one could predict that in the near future **importance of the PI production, transfer and use will be recognized.**



Research policy ca 1960-1989

Control over economic efficiency;

Pretended democracy and feeble market.

However: adaptation of some Western policy institutions (including research: statistics, policy studies and policy evaluation).



Research policy after 1989

Discontinuity in policy intelligence knowledge base and practice. Loss of competence.

Bottom-up approach prevail:

public research – stable, introvert, academic hierarchy driven, and weakly connected to the economy.



Modern research policy institutions building around EU accession (2004):

- **New players (EU, government, business, regions);**
- **New coordination mechanisms (targets, priorities, strategy documents, performance indicators, policy evaluation...);**
- **New policy making capacities (define, measure, analyse, set priorities, translate concepts into action, monitor, improve...)**



Modern research policy drivers

- **Europeanization, esp. Lisbon Strategy and OMC;**
- **Industrial upgrading** (exhaustion of growth factors; R&D start to provide economic pay-off; increase of foreign business R&D, especially in HU);
- **Administrative reforms** (performance budgeting instead of traditional budgeting).



Modern research policy obstacles

- **Perceptions** (e.g. minister as sovereign decision-maker vs. PI as an independent source of authority);
- **Interests** (interests vs. intelligence - public scrutiny and evidence vs. vested interests);
- **Competences** (e.g. weakness of evaluation and strategy-building cultures).



HU and PL: gradual shift

- Allocation of historically distributed quotas>
- Accountability as finance and legal compliance>
- Academic approach>
- Investment in research through policy
- Accountability for results (output, outcome)
- Managerial approach



HU and PL: gradual shift

- **`dummy, mimetic, rhetoric`>**
- **personified>**
- **copycat>**
- **few and passive policy instruments>**
- **real policy institutions**
- **formalized and institutionalized PI**
- **creative imitation of the EU practices**
- **wide evidence-based and pro-active approach.**



PI and systemic changes

Compared with EU-15 research policy-making and management in HU and PL is still

Less complex, differentiated, specialized (instruments, procedures, professions (e.g. research evaluator), actors and agents, concepts...),

Less and differently structured and coordinated internally (e.g. consistency of policy documents and consistency between strategies and action plans), **vertically** (along hierarchical lines), **horizontally** (between different issues and departments) **and diachronically** (long-term strategies, policy cycle)...

Catching-up requires **increase of the PI input.**