

Strengthening National Evidence-Informed Policymaking Ecosystems

Lessons from Seven European Countries



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Please cite this publication as:

OECD/European Commission (2025), *Strengthening National Evidence-Informed Policymaking Ecosystems: Lessons from Seven European Countries*, OECD Publishing, Paris, <https://doi.org/10.1787/855c5286-en>.

ISBN 978-92-64-74437-0 (print)
ISBN 978-92-64-71140-2 (PDF)
ISBN 978-92-64-48289-0 (HTML)

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Foreword

Across Europe, successive economic and geopolitical shocks ranging from the COVID-19 pandemic to the energy crisis have shown the relevance of ensuring that policymaking is underpinned by strong, interdisciplinary evidence, improving the quality of public policies and strengthening citizens' trust in national governments. Furthermore, as policymakers increasingly face broad, complex policy issues ranging from the green and digital transitions to the consolidation of public finances, the need for high-quality, well-informed policies and regulations is all the more crucial. While evidence is often abundant, ensuring it is effectively used at the right time and in the right format remains a constant challenge. Against this backdrop, governments are increasingly turning their attention to the underlying governance challenges, including structures, skills and incentives, as well as the quality of interaction with science and academia, that allow evidence and expertise to effectively inform policy choices.

This synthesis report takes a broad multidisciplinary “ecosystem” approach to the analysis of evidence-informed policymaking (EIPM) in seven European countries as part of a multi-country project funded by the European Union via the Technical Support Instrument, and implemented by the OECD, in co-operation with the European Commission Joint Research Centre. The seven countries are Belgium, the Czech Republic, Estonia, Greece, Latvia, Lithuania and the Netherlands. The analysis was jointly conducted by the Joint Research Centre (JRC) and OECD, through multiple consultations with beneficiary authorities in each of the seven countries. The project also included several interactive workshops and mutual-learning exercises, allowing collaboration peer learning among the participating countries.

The report presents the findings of the project, identifies main lessons that can be drawn, and explores possibilities for further developing EIPM ecosystems. It draws on the country-specific analysis developed for each of the seven countries, considering supply and demand of evidence as well as the interface at which they meet. It considers various angles within and across public administrations, including the individual, organisational, inter-organisational and systemic levels. The report identifies the need to value diversity and allow frequent interactions with academia as a prerequisite for a healthy evidence-to-policy ecosystem. It also underlines the need for institutional co-ordination mechanisms, leadership, and an enabling culture and feedback mechanisms, along with adequate capacity in terms of skills and training. This can help ensure that evidence-informed advice is considered at the centre of decision making and foster a culture where the production and uptake of evidence is recognised, valued and rewarded across the whole policymaking cycle. While each national context is unique, the report's findings represent a breakthrough in this area that can be useful for the broader international community.

Acknowledgements

This report was prepared jointly by the OECD Directorate for Public Governance and the European Commission's Joint Research Centre, under the respective leadership of Elsa Pilichowski, Director for Public Governance at the OECD, and Jolita Butkeviciene, Director for Innovation in Science and policy making at the JRC. The work was undertaken by teams working respectively in the unit of David Mair, Science for Democracy and Evidence Informed Policy Making at the JRC and Jón R. Blöndal, Head of the Public Management and Budgeting Division at the OECD.

The report was jointly drafted by experts of the two institutions:

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- Stéphane Jacobzone, Senior Advisor, Laurence Dynes, Junior Policy Analyst, at the OECD.

The report benefited from comments and feedback from Agnieszka Gadzina Kolodziejska, Deputy Head of Unit, and from Andrew Blazey, Deputy Head of Division as well as from Arnault Pretet, Becky King, Simon Callewaert, Conor Das Doyle, Emma Philips, Sarah Kups at the OECD. It also benefitted from many comments and encouragements from Athina Manta at SG Reform. Substantive comments were also received from David Budtz Pedersen, professor at Aalborg University, Denmark, and Jaako Kuosmanen Secretary of the Academy of Science and Letters in Finland. The authors wish to acknowledge the contribution to the conceptual framework and inception for the project of Kristian Krieger, Lorenzo Melchor, at the JRC and Claire Salama at the OECD.

This synthesis report draws on the findings of all the national country reports. For the national country reports, the following contributions are acknowledged:

- Petr Bouchal, Tomáš Čech, Ladislav Frůhauf, Mirna Jusić, Jonáš Kreisinger, Alexandre Reznikow, Arnošt Veselý and Petr Witz, including editing from Lorenzo Melchor and Alexandra Olajos Szabo for the Czech Republic and input from Daniel Trnka OECD.
- Andres Koppel, Peeter Selg, Tiina Randma-Liiv, Marju Raju and Benjamin Klasche in Estonia, including editing from Lorenzo Melchor and Elias Kock at the JRC and input from Piret Tonurist from the OECD.
- Stella Ladi, Calliope Spanou, Angelos Angelou, Dimitra Panagiotatou, and Manolis Manioudis including editing from Kristian Krieger, Anastasia Deligkiaouri, with input from Vaia Karapanou, OECD, in Greece.
- Vitalis Nakrošis, Ieva Petraité, Rasa Bortkevičiūtė and Ramūnas Vilpišauskas including editing from Mara Almeida, with input from Stéphane Jacobzone for Lithuania.
- Lars Dorren, Mark Frequin, Louis Meuleman, Valérie Pattyn, and Martijn van der Steen including editing from Mario Scharfbillig and Paul Smits at the JRC with input from Stéphane Jacobzone in the Netherlands.

- Silvia Picalarga and Stephane Jacobzone for Latvia, with input from Richard Alcorn, Paula Patrīcija Avotiņa, Laurence Dynes and Claire Salama at the OECD, and Kristian Krieger, Lorenzo Melchor, from the JRC at the time of the project, as well as input from Alexandra Olajos-Szabo and Mara Silva Almeida at the JRC.
- Laurence Dynes and Stephane Jacobzone for Belgium, with input from Richard Alcorn, Claire Salama and Silvia Picalarga at the OECD as well as input from Kristian Krieger at the JRC.

The authors are grateful to all the beneficiary organisations for their cooperation throughout the project, including:

- **Latvia:** Ministry of Education and Science, State Chancellery
- **Belgium:** Federal Public Service Policy and Support (BOSA), BELSPO, STATBEL, Federal planning bureau, KUL-Instituut voor de overheid, UCL Louvain
- **Estonia:** Estonian Research Council, Ministry of Education and Research, Government Office, Estonian Academy of Sciences
- **Lithuania:** Government Strategic Analysis Centre (STRATA), Office of the Government of the Republic of Lithuania, Research Council of Lithuania
- **Czech Republic:** Office of the Government of the Czech Republic; Ministry of the Interior; Ministry for Regional Development; Ministry of Industry and Trade; Minister for Science, Research and Innovation Office; Research, Innovation and Development Council; Technology Agency of the Czech Republic
- **Greece:** General Secretariat of Coordination of the Presidency of the Government of the Hellenic Republic, General Secretariat of Fiscal Policy of the Ministry of Finance, Council of Economic Experts (SOE), Center of Planning and Economic Research (KEPE), National Centre for Social Research (EKKE), National Center for Scientific Research “Demokritos”
- **The Netherlands:** Ministry of the Interior and Kingdom Relations, the Chief Science Officers – Interdepartmental Network, Ministry of Education, Culture and Research, Ministry of Justice and Safety, and the Netherlands Scientific Council for Government Policy (WRR) as a co-ordinating organisation.

The teams are grateful to Andrea Uhrhammer and Meral Gedik at the OECD and Katarzyna Udala and Francesco Moratelli at the JRC for editorial, communication and administrative support.

This report is the final synthesis of a TSI project “building capacity for evidence-informed policymaking in governance and administration in a post-pandemic Europe” (22EL07). The action was funded by the European Union via the Technical Support Instrument and co-implemented by the OECD and the European Commission Joint Research Centre, in co-operation with the European Commission SG Reform.

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Abbreviations and acronyms

AI	Artificial Intelligence
COMPET	Competitiveness Council, Council of the European Union
COVID-19	Coronavirus Disease
CSA	Chief Scientific Adviser
CSO	Civil Society Organisations
DG	Directorate-General
EIPM	Evidence-Informed Policymaking
EU	European Union
EIPM Project	The Project on “Building capacity for evidence-informed policymaking in governance and public administration in a post-pandemic Europe” supported through the TSI instrument over 2022-2025
EUPAN	European Union Public Administration Network
GDPR	General Data Protection Regulation
IGEES	Irish Government Economic Evaluation Service
JRC	Joint Research Centre of the European Commission
KCE	Belgian Healthcare Knowledge Centre
MEKY	Unit of Experts in Employment, Social Insurance, Welfare & Social Affairs (Greece)
OECD	Organisation for Economic Co-operation and Development
SG REFORM	The services in the Secretariat General of the European Commission that aimed at supporting structural reforms and investments in EU member states, thus administer the Technical Support Instrument
R&D	Research and Development
RIA	Regulatory Impact Assessment
S4P	Science for Policy
STRATA	Government Strategic Analysis Centre, Lithuania
TNO	Netherlands Organisation for Applied Scientific Research
TSI	Technical Support Instrument
VAÚ	Government Analytical Unit, Czech Republic
WRR	Netherlands Scientific Council for Government Policy

Executive summary

This report synthesises the findings of a project carried out by the Joint Research Centre of the European Commission (JRC) and the OECD to support seven European countries (Belgium, the Czech Republic, Estonia, Greece, Latvia, Lithuania and the Netherlands) build capacity for evidence-informed policymaking (EIPM) in governance and public administration. While the project was launched in response to the challenges exposed by the COVID-19 pandemic, EIPM is needed more than ever. To address geopolitical and economic shocks, countries need the best available evidence to support effective decisions. This also matters for increasing competitiveness and reducing administrative burdens, which have been identified as European priorities.

Moreover, the results of the OECD 2023 Survey on Drivers of Trust in Public Institutions show a strong link between citizens' perceptions of the use of evidence and public trust in national government: variation in the belief that government uses the best available evidence statistically accounts for 76% of the differences in trust levels across surveyed countries. However, 38% of citizens across OECD countries find it unlikely that their government makes policies based on the best available evidence, reinforcing the relevance of further embedding EIPM into public administration systems.

EIPM has received increased political attention: the EU's 2023 Competitiveness Council Conclusions highlight the contribution of research and innovation to policymaking. Furthermore, the 2024 Ghent Declaration of European Ministers of Public Administration recognised the importance of building EIPM capacity throughout government and of strengthening the exchange between policymakers and scientific institutions.

The project took a systemic, whole-of-government approach to addressing the effective uptake of evidence in the policy process. This "ecosystem approach" considers both demand- and supply-side perspectives, as effective EIPM requires a whole system to function cohesively. The approach also addresses the knowledge brokerage function, which includes a mix of individuals and institutions working at the evidence-to-policy interface.

The project engaged with the seven countries using a common analytical structure, distinguishing between demand and supply of evidence, and analysing capacity at individual, organisational, interorganisational, and system levels. Shared learning and collaborative dialogues helped facilitate a common understanding of key challenges and ecosystem needs across the participating countries. This included capacity-building workshops for scientists, policymakers and knowledge brokers, and mutual learning exercises focusing on policy evaluation, foresight and artificial intelligence.

This report identifies five overarching findings from the project:

1. a shared language is critical to reaching a common goal given the multiple actors and stakeholders involved in EIPM.
2. system-level thinking is needed for effective co-ordination.
3. overcoming siloes is key to unlocking cross-sectoral evidence use.
4. strong leadership and high-level demand from policymakers to build a culture of evidence in public administration and academic structures.
5. bridging skills and competence gaps requires aligned efforts at individual and organisational levels.

In addition, the project helped identify five principles of well-functioning and future-proof EIPM ecosystems, underpinned by a set of concrete actions to support policy implementation:

- An EIPM ecosystem should value diversity and enable frequent and dynamic interactions.
- Co-ordination mechanisms need to be institutionalised to ensure stability and security.
- There is a need to invest in continuous capacity building at individual and institutional level.
- An EIPM ecosystem should promote accessible, interdisciplinary evidence aligned with policy needs.
- An EIPM ecosystem should encourage a clear articulation of policy problems and a culture of enquiry.

This report also includes a synthesis of the findings from the country reports.

At the individual level, researchers, policymakers, and knowledge brokers face significant communication and competency gaps. Knowledge brokers play a vital role in bridging these gaps. Despite this, unclear mandates, limited institutional support, and lack of recognition can mean that they are often underutilised. Secondments, pairing schemes, policy labs, and communities of practice can help foster collaboration and shared mindsets, as seen in various training initiatives.

Despite growing recognition of EIPM's value, skill gaps remain common: researchers often lack familiarity with policymaking timelines, communication formats, and tendering procedures. Communication and stakeholder engagement competencies remain generally underdeveloped. Within government, analytical skills are often undervalued and scattered across ministries, with no clear career path for employees. While some countries are establishing central analytical units, most civil servants receive limited and *ad hoc* EIPM training. Recognition of EIPM skills in hiring and performance evaluation remains limited. Some countries are beginning to formalise such frameworks, which was encouraged and stimulated by the project.

While some effective analytical structures exist, they are often sector-specific, under-resourced, and not formally integrated into decision-making processes. Regulatory impact assessments (RIAs) and *ex post* evaluations are present but inconsistently applied, often viewed as “box-ticking exercises”. Other good practices such as proportionality principles and stakeholder consultation remain relatively rare. Use of strategic foresight is gaining ground.

From an ecosystem perspective, fragmentation across advisory networks, ministries, and knowledge producers hinders effective use of evidence. Some countries have taken positive steps, developing structured portals underpinning the policy process as well as information libraries. However, whole-of-government co-ordination mechanisms remain rare.

At the political level, short-term incentives, coalition constraints, and rapid legislative cycles reduce windows of opportunity for effective evidence demand. Even where chief science advisers or senior knowledge brokers exist, they often lack visibility and resources. Access to data often remains a challenge.

This project has underscored the importance of creating and sustaining communities of practice at both national and European level. It has also helped identify pathways for advancing a European-wide EIPM agenda – one that addresses Europe's most pressing challenges, responds to the changing needs of governments, and strengthens the capacity and resilience of public administrations with regard to future shocks. The project highlights the need to further professionalise the role of knowledge brokers, to balance and combine different types of evidence, to maximise the potential of AI while mitigating its risks, to assess the impact of EIPM, and to ensure commitment to the use of reliable information with integrity. Finally, the report identifies areas where the JRC and OECD remain committed to supporting EIPM in the future.

A snapshot of the key themes and elements of the report

Chapter	Key themes and elements
Focusing on evidence-informed policymaking through a systemic lens	This chapter presents the rationale for the EIPM project, and highlights some of the challenges, including fragmented advice, data gaps, and gaps in institutional capacity. The chapter highlights the role of EIPM in helping to address complex policy trade-offs, particularly in the context of political priorities such as boosting competitiveness and the green transition, as well in improving government's relationship with citizens and ensuring quality policy and regulation. The chapter highlights the broad international relevance of the project at European level. It also frames the project's ecosystem approach, identifying the role of knowledge brokers, and the role of systemic co-ordination, cultural change, and both formal and informal mechanisms that adapt to national contexts.
Overview of Lessons Learned and Principles for Healthy Evidence Informed Policymaking ecosystems	This chapter distils findings from the EIPM project's seven country studies into key lessons and guiding principles, including actions for inspiration. The project applied a shared analytical framework to assess the strengths and gaps in national evidence ecosystems. Each country used national diagnostic reports underpinned by national surveys, identification of needs and gaps through interviews, and production of roadmap reports with policy recommendations and implementing actions. The chapter presents five major lessons identified across these reports: 1) a shared language is critical to reaching a common goal; 2) system level thinking is needed for effective co-ordination; 3) overcoming siloes is key to unlocking cross-sectoral evidence use; 4) strong leadership is needed to build a culture of evidence; and 5) bridging skills gaps require aligned efforts at both individual and organisational level. Building on these insights, the chapter proposes six principles for effective EIPM ecosystems: valuing diversity and interaction, institutionalising co-ordination mechanisms, investing in capacity building, promoting access to high-quality, interdisciplinary evidence, fostering a culture of inquiry, and aligning incentives across government. These principles each highlight several implementing actions for consideration and inspiration.
Results from country experiences	This chapter provides an in-depth overview of the findings from the EIPM project. It is structured around the original project's analytical framework which underpinned the country analysis: it is split into individual, organisational, and inter-organisational/systems levels. In terms of individual capacity, it addresses enhancing collaboration at the interface of science and policy, increasing capacity for policymakers to work with evidence and for knowledge brokers to carry out their roles effectively, and increasing the incentives to engage in EIPM. In terms of organisational capacity, it includes strengthening institutional structures and processes for EIPM, improving access to data for policy-relevant purposes, and improving intra-organisational communication. At the inter-organisational and systems level, it includes developing EIPM-relevant tools such as impact assessments, evaluation, and strategic foresight, strengthening co-ordination of EIPM across government, and promoting an EIPM-conducive culture. All sections outline the relevance of the issue, how it relates to the participating countries, and measures the countries are taking or have taken to overcome them.
Policy Implications and the Way Forward	This chapter outlines forward-looking policy pathways to supporting an agenda for EIPM in the future at European Level. Building on the findings from the project, these include focusing on the professionalisation of knowledge broker functions, maximising the potential of AI, better assessing the impact of EIPM and ensuring commitment to use of reliable information with integrity. It also emphasises the importance of building new communities of practice. Finally, the chapter highlights future contributions from the JRC and OECD in these areas moving forward.

1 Focusing on evidence-informed policymaking through a systemic lens

This chapter presents the rationale for the EIPM project, and highlights some of the challenges, including fragmented advice, data gaps, and gaps in institutional capacity. The chapter highlights the role of EIPM in helping to address complex policy trade-offs, particularly in the context of political priorities such as boosting competitiveness and the green transition, as well in improving government's relationship with citizens and ensuring quality policy and regulation. The chapter highlights the broad international relevance of the project at European level. It also frames the project's ecosystem approach, identifying the role of knowledge brokers, and the role of systemic co-ordination, cultural change, and both formal and informal mechanisms that adapt to national contexts.

While policymaking is underpinned by multiple factors, including political priorities, public opinion, economic conditions, and various technological and policy trade-offs, evidence is a key component for ensuring policies are well-informed and grounded in analysis. The project ‘Building capacity for evidence-informed policymaking in governance and public administration in a post-pandemic Europe’, was inspired by the need for participating countries to better respond to complex policy issues that required both specialised knowledge and greater capacity to mobilise evidence and data. This report offers a broad synthesis of the findings and experiences of this project, which will be identified throughout the report as the EIPM project. Concretely, the project was triggered by the COVID-19 pandemic, during which governments and countries realised that they were facing significant evidence gaps, including scientific evidence. This had significant economic and social repercussions where major decisions had to be made, such as shutting down entire economic sectors. The pandemic left many governments struggling, particularly at the centre of government, which often received conflicting advice on a variety of sectors, including economic, health and social (OECD, 2020^[1]). This brought the role of evidence to the fore, with a widespread recognition in governments that the use of evidence in informing policy was not as effective as it should be. Moreover, the pandemic highlighted critical governance and organisational gaps, with a widespread lack of capacity, institutionalisation tools, and systemic processes. It also highlighted the critical role of a whole-of-government perspective in resolving economic and social trade-offs, as well as in integrating evidence from multiple sources.

At the European level, the need for evidence-informed policymaking (EIPM) was underlined by the Commission Staff Working Document ‘Supporting and connecting policymaking in the Member States with scientific research’ (European Commission, 2022^[2]). This document had been preceded by a set of Science for Policy dialogues organised by the European Commission Joint Research Centre (JRC), which helped create country-wide networks of experts, in both academia and government, with a joint interest in and recognition of the role of EIPM as well as science for policy.

This created an analytical structure under which this project (henceforth referred to as the ‘EIPM project’) was conceived and initiated. However, in any policymaking process, there are a multiplicity of interests, perspectives, stakeholders and values that must be accounted for. As such, while evidence can inform and enrich public debates, it is not the sole determinant of policy outcomes.

Box 1.1. Evidence Informed Policymaking and Science for Policy: some definitions

This project uses a broad definition of evidence, defining it as a systematic investigative process employed to increase or revise current knowledge. It encompasses scientific evidence and knowledge, evidence on policy acquired through policy evaluations, regulatory impact assessments, strategic foresight, and monitoring data, as well as surveys and probes into citizen and stakeholder views, expectations, perceptions and attitudes on the issue at hand.

EIPM is an approach to policymaking that considers the tools, structures, capacities and methods that exist in a country to enable the development, formulation and implementation of policies underpinned by evidence, as defined above. Part of the evidence in EIPM will be scientific evidence. Therefore, the EIPM approach includes a specific “science for policy approach”, or Science4Policy, which refers to an active engagement from scientists and experts in ensuring that their competence, data, and knowledge of the scientific state-of-the-art on a given issue can be fed into policy debates and discussions.

The term “evidence-informed”, instead of “evidence-based”, recognises the fact that evidence is one of the factors contributing to the policymaking process, which cannot be defined only by an expert perspective, but will include, for example, ideological principles and values and trade-offs considerations across policy areas.

Source: (Mackie et al., 2022^[3]) (OECD, 2020^[4]), (OECD, 2020^[5]), (Oliver, 2022^[6]), (Pedersen, 2023^[7]), (Niestroy, 2022^[8]); (Strand, 2022^[9]) (Šucha and Sienkiewicz, 2020^[10])

Evidence-informed policymaking remains more needed than ever in today's European context

In the two years during which this project was undertaken, countries in Europe and beyond have faced many new challenges. Russia's war of aggression against Ukraine, initiated in 2022, had significant economic repercussions, with an energy crisis that increased the cost of gas for all European countries and fuelled inflation across Europe. Once again, governments had to react under emergency conditions, designing significant policy packages under major uncertainty. In many countries, data gaps did not always allow for a full understanding of the distributional consequences and the exact scoping of these packages.

As a result, political agendas have shifted in the past two years in response to new geopolitical threats, and increased fiscal pressures arising from the extensive government expenditure of the pandemic and energy crisis. These new pressures mean that countries in Europe have to boost competitiveness, while also addressing new challenges such as mis- and dis-information and the erosion of trust in public institutions. There is a further need to consider new priorities, including in defence and the green transition. To address those challenges, sound evidence remains of critical importance to understanding the policy implications and impact of potential solutions, evaluate the outcomes and economic consequences, and support decision making.

This has been acknowledged at the European level, with the new political guidelines of the European Commission. Recent reports, such as Mario Draghi's *The Future of European Competitiveness* and Enrico Letta's "*Empowering the Single Market to Deliver a Sustainable Future and Prosperity for All EU Citizens*", also underscore the need for increasing Europe's competitiveness to address these new challenges. Furthermore, there is a new focus on administrative simplification, with the need to consider evidence related to administrative burdens for small and medium-sized enterprises (SMEs) and investors, and to identify and map incentives attracting foreign direct investment.

While EIPM is not a silver bullet, high-quality scientific evidence, thorough analysis of data, *ex ante* evaluations and high-quality impact assessments can improve the quality of both regulatory and policy measures. Well-designed rules and policy measures can also benefit from the integration of "implementation evidence", including insights from experimentation. This can reduce implementation gaps and increase compliance by citizens and companies, fostering greater trust and understanding. The rules and measures can also benefit from the use of strategic foresight, which can help identify emerging trends and explore a variety of future scenarios to develop a more concrete understanding of future effects. The importance of such forward-looking approaches in ensuring regulations remain fit for purpose in the face of rapid change is also highlighted by the OECD Recommendation on Agile Regulatory Governance (OECD, 2021^[11]). *Ex post* evaluation is also valuable in helping policymakers learn lessons from previous policies and regulations, which when implemented help governments invest in what works and cut what does not, helping achieve competitiveness and restore public finances. Reliable data and sound policy choices are critical for the Economic Governance Framework, and for the sound design and implementation of the Medium-Term Fiscal Plans of the Member States and the European Semester. Finally, evidence-informed economic analysis will better equip the participating countries for negotiations in the new Multi-annual Financial Framework.

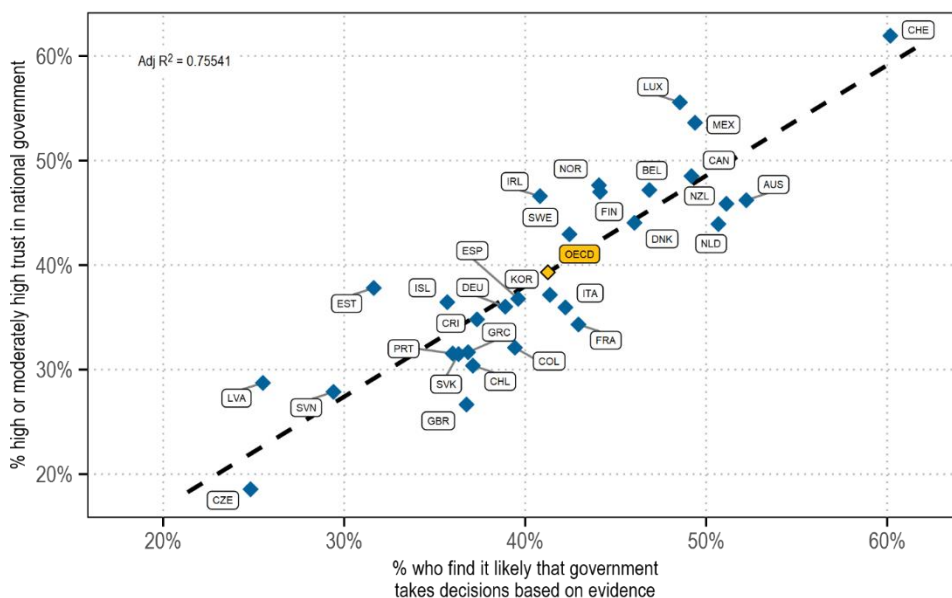
Sound policymaking must consider its increasingly complex context. While recent OECD Trust Survey data show that transparent use of data can enhance public trust, policymakers also operate in an environment where multiple actors challenge the role of science and spread misinformation, especially via social media. This means that governments and academia are navigating a competitive marketplace for public attention, where data and scientific findings coexist with mis- and disinformation. As such, it is essential not only to produce high-quality evidence but to ensure it is effectively disseminated.

Use of evidence in policymaking is key for trust

The 2024 results of the OECD Trust Survey confirmed that governments face significant challenges to address the erosion in trust, with 44% of citizens having low or no trust in the national government, compared to 39% with high or moderate trust, a slight reduction compared to the 2021 results.¹ More importantly, these results highlighted the importance of EIPM as a key driver underpinning trust in national government: as shown in Figure 1.1 below, trust in national government is closely related to the percentage of citizens who think that the government makes decisions based on the best available evidence, research and data (OECD, 2024_[12]).

Figure 1.1. Confidence in the ability of government to make policies based on the best available evidence is closely related to trust in the national government

Share of population with high or moderately high trust in the national government (y-axis) by share of people that think it is likely government takes decisions based on best available evidence (x-axis), 2023



Source: (OECD, 2024_[12])

These results highlight that this is an area for potentially high future returns and thus requires investment. There is a clear perception by citizens that major and complex challenges such as climate change, immigration, and inflation require substantial and robust evidence, necessitating policymakers to seek insights from the scientific community beyond their constituency for the public to trust that decisions are made in pursuit of the public interest. However, 38% of citizens across OECD countries find it unlikely that their government makes policies based on the best available evidence (OECD, 2024_[12]).

These results also highlight the importance of the positive perception of government’s capacity to use the best available evidence in policymaking as the second most important driver of trust in national government. Furthermore, the findings show evidence to be an important driver of trust in Parliament. Finally, the findings highlight the importance of transparency and that government decision making can be perceived as opaque. There is a need to better communicate the evidence used for decisions, an important area for action also identified by the project. These results are also consistent with other findings, such as the Eurobarometer insights that EIPM can increase trust more indirectly, as citizens strongly support the

use of science in policymaking, and that translates into increased trust in institutions that use evidence (European Commission, 2021^[13]).

Strong science-for-policy ecosystems are not a goal in themselves, and science also comes with a degree of uncertainty. However, science-for-policy ecosystems are part of the checks and balances that safeguard the functioning of our democratic societies. Hence, in the context of eroding trust, investing in the capacity and resilience of science-for-policy ecosystems is essential to guarantee that they continue to operate even when faced with challenging political conditions.

An increased political profile for evidence-informed policymaking

The 2023 Competitiveness Council Conclusions and the 2024 Ghent EUPAN Ministerial Declaration

In the past several years, the issue of EIPM has been prominent among discussions in public administrations in Europe and beyond. This has driven initiatives that foster closer co-operation among EU Member States and call for establishing or strengthening existing EIPM ecosystems. This section discusses the main political declarations in this area: the 2023 Competitiveness Council (COMPET) conclusions and the 2024 Ghent declaration of European Ministers for Public Administration (European Union Public Administration Network, EUPAN).

While the project was conducted at national level, it is also of broader international relevance at European level. The 2023 COMPET Conclusions under the subject *'Strengthening the role and impact of research and innovation in the policymaking process in the Union'* underline the importance of reliable, transparent, verifiable and interdisciplinary evidence as input in forming public policies that serve the interests of people and societies. Research and innovation (R&I) and policymaking are highlighted as mutually reinforcing. The Conclusions were published on the 8th of December 2023 under the Spanish Presidency of the Council of the EU (Council of the European Union, 2023^[14]). The Spanish Minister for Science, Innovation and Universities Diana Morant Ripolli explains:

"Good policymaking is essential for the progress of research and innovation, but research and innovation are also fundamental for the success of the regulatory process. Strengthening the contribution of research and innovation to policymaking benefits society, has a positive impact on the planet and eventually improves citizens' lives and reinforces democracy" (Competitiveness Council, 2023^[15]).

The Conclusions built on the promises of a new European Research Area in 2020, which refers to the need to exploit the potential of research and innovation for society more effectively, and the 2021 Council Conclusions, which recognise the increased role of research and innovation in addressing future challenges. In this vein, in May 2025 the Competitiveness Council formally endorsed the European Research Area (ERA) Policy Agenda, which aims to enhance Europe's research and innovation ecosystem, addressing key challenges such as knowledge mobility, open science, and boosting knowledge valorisation (European Council, 2025^[16]) (Council of the European Union, 2025^[17]).

The Conclusions, while acknowledging that the use of evidence varies across Member States, call for the Commission to develop specific tools that can foster the establishment of a Science for Policy ecosystem. The main purpose for the EU in this regard is to act as a facilitator and a bridge between different structures, and provide training activities that improve the capacity of Science for Policy actors with an emphasis on intermediary organisations. The text also stresses the critical role of local and regional actors in strengthening competitive R&I ecosystems and the need for:

"Greater coordination across innovation ecosystems and a more efficient use of all capabilities and resources at European, national and regional levels." (Council of the European Union, 2023^[14])

Under the Belgian Presidency, there was another European level endorsement of evidence as a major contributing factor to more robust and innovative public administrations. The Ghent Declaration, signed under the European Public Administration Network (EUPAN) meeting in February 2024, saw 29 countries commit to building public administrations that are more representative of society and capable of implementing policies that are data-driven (beEU, 2024^[18]). Its second chapter focuses on EIPM, and explicitly acknowledges the use of evidence in making and evaluating policy decisions by:

- Building EIPM capacity throughout the government
- Strengthening the exchange between policy, scientific institutions, and knowledge brokers
- Providing accessible data
- Analysing the possibilities of a framework that embodies policy preparation and evaluation.

The value of a broad systemic whole-of-government approach

The EIPM project built on several years of experience, blending JRC and OECD expertise. The project used an ecosystem approach, which recognises the fact that EIPM requires a whole ecosystem to function properly, bringing together both supply and demand for evidence through processes and institutions (Keizer et al., 2025). It recognised that the effective uptake of evidence in the policy process can only be achieved if two conditions are met:

- On the supply side, the technical ability to provide the best available and relevant evidence to the decision maker at the right time in the right format.
- On the demand side, effective demand for and uptake of evidence, which depends on political willingness and appetite on the government side to consider, ask for and use evidence in policymaking.

The project took an ecosystem approach, with a cross-cutting perspective both on the demand and the supply of evidence in the broadest sense. It considered the processes and institutions by which supply and demand meet within government, such as the availability of knowledge brokers and knowledge broker organisations, the better regulation and regulatory impact assessment processes. It also recognised the various levels at which supply, demand and their interaction can be organised, including the individual, organisational and interorganisational levels, building on Langer et al.

This ecosystem approach, also implies promoting a culture facilitating openness and curiosity. Crucially, this is also consistent with the need for a whole-of-government perspective, bringing in the centres of government, which was the case in most of the countries of the project.

In “Science for policy” terms, this ecosystem approach reflects a complex set of organisational structures and entities, processes, and networks that interact to support the mobilisation, acquisition, synthesis, translation, presentation for use, and application of scientific knowledge in policymaking processes. The approach is systemic, in the sense that it involves all relevant actors and their functions, a thorough study of the different layers and interactions among different parts of the system, and a process that specifies the rules or ‘paths’ in these linkages. The ecosystem approach acknowledges the diversity among countries, and does not imply that there is, or should be, a singular, standardised solution. While formal mechanisms should be in place to ensure reliable and transparent processes, they can be supplemented by informal mechanisms, which may be particularly useful in smaller countries where individual networks can facilitate interaction. An ecosystem approach helps to understand how formal and informal channels can be mutually reinforcing.

The ecosystem approach also helps to widen the perspective on EIPM practices. It not only includes what is usually referred to as the demand side (which generally includes policymakers within government, public administration, and parliament) and the supply side (which generally includes researchers within scientific

institutions and other types of expert organisations), but also includes what is referred to as knowledge brokerage: everything happening in between these two functions. This notion represents an intermediate and more elusive category, which includes a mix of individuals and institutions working at the evidence-to-policy interface. Knowledge brokers play a crucial role in disseminating, translating, synthesising and communicating evidence and scientific findings to ministers and to the broader public. They can also receive, articulate and manage requests for evidence, such as those coming from ministerial letters, requests from advisers and others. However, not all participating countries have people and/or organisations that identify as such, which can create gaps.

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Note

¹ For the eighteen countries in which trust levels in the national government were measured in both the 2021 and 2023 waves, the share with high or moderately high trust in the national government declined from 43 to 41%.

2

Overview of lessons learned and principles for healthy evidence-informed policymaking ecosystems

This chapter distils findings from the EIPM project's seven country studies into key lessons and guiding principles, including actions for inspiration. The project applied a shared analytical framework to assess the strengths and gaps in national evidence ecosystems. Each country used national diagnostic reports underpinned by national surveys, identification of needs and gaps through interviews, and production of roadmap reports with policy recommendations and implementing actions. The chapter identifies presents five major lessons identified across these reports: 1) a shared language is critical to reaching a common goal; 2) system level thinking is needed for effective co-ordination; 3) overcoming siloes is key to unlocking cross-sectoral evidence use; 4) strong leadership is needed to build a culture of evidence; and 5) bridging skills gaps require aligned efforts at both individual and organisational level. Building on these insights, the chapter proposes six principles for effective EIPM ecosystems: valuing diversity and interaction, institutionalising co-ordination mechanisms, investing in capacity building, promoting access to high- quality, interdisciplinary evidence, fostering a culture of inquiry, and aligning incentives across government. These principles each highlight several implementing actions for consideration and inspiration.

Engaging with seven countries on a common analytical structure

The goal of this project was to support the participating seven European countries, Belgium, the Czech Republic, Estonia, Greece, Latvia, Lithuania, and the Netherlands in their ongoing reforms towards improved capacity for EIPM in governance and public administration. The aim also included promoting increased awareness, recognition and understanding, at the political level and in the scientific communities, of the actions and investments that are required for evidence to be able to fully contribute to well-informed policymaking. Moving from concept to practice required shaping a shared analytical structure, and then as part of the project implementation, translating this structure into practical terms with policy relevance for the participating countries. This analytical structure was key to providing terms of reference and context for the country-specific research undertaken for each of the seven countries. The shared analytical structure is presented in Box 2.1 below.

In the first phase the JRC and OECD organised national kick-off meetings with national communities of the participating countries. The JRC and OECD experts subsequently prepared national diagnostic reports, underpinned by comprehensive national surveys translating the analytical structure into sets of practical questions, which were distributed to the national beneficiary organisations of the project – a wide range of ministries with economic, environmental and social functions, as well as research and advisory organisations. The JRC and OECD teams also engaged with a large share of domestic institutions, as well as experts in universities, social partners, and civil society organisations, to ensure that the project would be informed by a range of perspectives.

A second phase involved identifying needs and gaps, as well as introducing an international comparative dimension with best practice benchmarks. This led to a set of national interactive focus groups and workshops, creating space for mutual sharing and understanding. Based on these needs and gaps assessments and the workshops organised for the local stakeholders, the JRC and OECD produced country roadmap reports with policy recommendations and implementing actions for strengthening EIPM in governance and public administration. Chapter 3 of this report provides a synthesis of the findings of these country reports, which follows the analytical structure underpinning those reports.

In addition, and in parallel to the national level analysis, the project involved organising capacity building workshops for policymakers, for scientists and for knowledge brokers, as well as a set of thematic mutual learning exercises (See Annex A).

This second chapter goes a step beyond, drawing the key lessons of this project, which will be presented in the subsequent section. Bringing the roadmaps together also allowed for the identification of a set of key principles for a healthy ecosystem, presented in the third section of this chapter. These are illustrated by some of the actionable recommendations, that are offered as inspiration for wider dissemination. It is important to note that these lessons, and the key principles adopt a strategic forward-looking structure, which differs from the more analytical and exhaustive approach used in national policy analysis and which is reflected in chapter 3.

The interactive approach of this project created an impetus for change at the national level, presenting each of the participating countries with new possibilities and options that had not always been previously envisaged. As a result, the project had a tangible impact on national policy contexts, altering both the framing and substance of policy discussions over the course of its implementation. The project was therefore an instrument of change, helping nurture recommendations for actions leading to tangible outcomes, while at the same time creating favourable conditions for reform at the national level through increased awareness.

Box 2.1. Shared analytical structure for country analysis

A key feature of the EIPM project was the combination of extensive analysis at the national level, with a multi-country setup. This setup required a framework that was applicable to all countries, while at the same time providing flexibility to capture the specific characteristics and needs of each country. The analysis looked at evidence supply, demand and where the two meet. It distinguished four steps for analysis: individual, organisational, interorganisational and systemic level. Within these levels, the framework distinguishes several elements that are ingredients of a well-functioning EIPM ecosystem. While the use of a consistent framework for analysis was a prerequisite for a cross-country project, it does not mean that there is a singular, standardised model for EIPM. What works depends on the fit with the national culture and governmental system. The demand and supply chapters were introduced, when necessary, with stakeholder mapping.

Demand and use of evidence

- Individual capacity: Competence, training, and resources, skills for using evidence.
- Organisational capacity: Policy framework, guidelines and other practices.
- Inter-organisational: Internal capacity for EIPM and engagement with scientific expertise. across government, provisions for conflicts of interest, role of parliamentary structures, culture, and values.

Supply of evidence

- Individual capacity and skills: competence, training, and resources of evidence suppliers.
- Organisational capacity for supply of evidence: financing mechanisms for research and evidence, public sector analytical structures, analytical structures co-ordinating the work of research organisations, data access and use in government.
- Inter-organisational co-ordination mechanisms for evidence and science for policy: existence of S4Policy champions, networks of analysts, co-ordination platforms, culture, and values.

Where supply and demand meet: established processes and policies within government for EIPM

- Role of knowledge brokers and their networks
- Science advice
- Strategic Foresight
- Better regulation processes and RIA
- Preparation of budgets and resource allocations
- Research policy frameworks and funding plans in support of EIPM (both National and European).

Overview of key lessons

A key feature of this EIPM project was the combination of extensive analysis at the national level with a multi-country setup. This provided the opportunity to both design recommendations tailored towards each participating country and to draw lessons that are helpful for all countries that share the goal of improving their science-for-policy ecosystem. From the start, the significant diversity among participating countries was noticeable. As highlighted in Box 2.1 above, there is no singular, standardised model for EIPM. What works depends on the fit with the national culture and governmental system. Nevertheless, the project did

provide key overarching lessons, presented in this section. These lessons start from the wider and sometimes intangible benefits of the project in terms of providing a shared language and framing an ecosystem approach, to the more technical aspects in terms of skills and competences.

A shared language is critical to reaching a common goal

Language and terminology matter, especially if you want to join forces to reach a shared goal: improving national EIPM capacity in public administration. This EIPM project has not only brought together many actors, such as ministries, agencies, advisory councils and research organisations, but provided them with common terminology and an analytical framework. This was key in developing a shared analysis of the main needs and gaps and will support a joint effort for the implementation of the roadmaps. Using a common vocabulary enhances the potential for mutual learning and impact.

The systemic perspective emphasises a need for co-ordination

EIPM does not happen in a vacuum, as science-for-policy ecosystems do not self-organise, even in countries with advanced systems of governance. They require a minimum level of capacity, infrastructure and individual skills. In addition, they need co-ordination to make sure the different elements of the ecosystem talk to each other. Co-ordination is in part about creating the right incentives and the capacity to engage and work with each other. As an example, researchers, knowledge brokers and policymakers are more likely to be motivated to participate in individual trainings if they know their investment will be rewarded in terms of recognition and career opportunities.

Co-ordination can happen through various channels. While it can be driven by a central agency or centre of government institution, in countries with more decentralised systems it can also be a shared responsibility of different stakeholders. This involves, for example, the capacity to jointly formulate a knowledge agenda that reaches beyond single domains, single disciplines, and the issues of today. What works in a country depends on its culture and governmental system. In countries with a 'centre of government' with wide responsibilities such as in Greece, the Czech Republic or the Baltic states, a central analytical unit or a Chief Scientific Adviser (CSA) can be highly valuable. In countries with more decentralised structures, such as Belgium and the Netherlands, there can be value in investing in peer-to-peer co-ordination, for example by creating networks, such as a network of science advisors or policy evaluators, to bridge departmental silos that hamper the sharing of knowledge and the formulation of joint knowledge needs.

Such networks are also necessary for countries with significant centralised capacity if they are to work together from a whole-of-government perspective. They should take advantage of the skills and competences of line ministries equipped for cross-government co-ordination, including in the areas of policy evaluation, or strategies and capacity for going green.

Inter-departmental and inter-disciplinary way of working is key to unlocking cross-sectoral evidence use

This project highlighted the difficulty that both researchers and policymakers had in engaging with ministries and research institutions beyond their respective areas of responsibility.¹ Most national ecosystems face similar challenges in bringing together interdisciplinary evidence and formulating cross-sectoral knowledge needs. In many countries, public sector institutions only provide knowledge brokerage functions on a strictly sectoral basis that serve the needs of specific ministries. This highlights gaps in understanding and in the capacity to engage in more innovative communication approaches from a whole-of-government perspective, including preparing evidence gaps maps and conducting systematic reviews. Countries such as Latvia and Belgium have a significant number of advisory bodies, but most cover only

a specific policy domain. While valuable, as policy issues become increasingly interconnected, it becomes increasingly important for such bodies to be able to co-ordinate and collaborate.

Challenges remain even when countries have dedicated interdisciplinary advisory bodies, such as the Netherlands Scientific Council for Government Policy (WRR). For example, such bodies can struggle to find appropriate recipients for their work, due to siloed structures on the demand side (Dorren et al., 2024^[1]). Policymakers should aim to formulate cross-sectoral knowledge demands and, while working in a siloed public administration, use the evidence provided to solve issues that do not fall into single departmental focus. Traditional disciplinary methods of producing knowledge and making decisions within government silos function poorly in a world of many interdependencies. The fragmented nature of knowledge and the quick pace of decision making do not easily allow for EIPM processes to thrive. In addition to improving the synthesis and integration of various knowledge sources for policymaking, successfully addressing this challenge also requires aligning and integrating knowledge needs across government.

Several countries are trying to stimulate an inter-departmental way of working. In Latvia, line ministries are required to present an annual list of any research planning for policymaking purposes and submit it to the State Chancellery, helping avoid duplication of research and increase the visibility of findings. Most countries are advised to introduce or prioritise cross-sectoral knowledge agendas, as well as to introduce funding initiatives that support interdisciplinarity, such as the programme recently launched by the Belgian Science Policy Office (BELSPO) (OECD, 2025^[2]).

Strong leadership and high-level demand are needed to build a culture of evidence

The analytical structure of this project addressed supply, demand, and the processes through which demand and supply interact. This often highlighted the critical role of policymakers, and the gaps in actual use of evidence. While many of the countries in the project have good capacity for evidence supply, particularly in core economic areas, this capacity is often not enough to ensure that the right type of evidence is available at the right time. Countries also frequently suffer lack of interest inside government to consume and use this evidence, or to engage in proper problem formulation.

Obstacles preventing optimal uptake of evidence in policymaking processes include a culture that is influenced by short-termism, political pressures and a lack of resources. These factors create a shortage of time and a lack of capacity to absorb the evidence. Evidence becomes something considered ‘nice to have’, instead of being seen as an essential part of the policymaking process. The national roadmaps identify a need for senior civil servants and administrators to visibly and tangibly support use of evidence in policymaking. For example, the Estonian roadmap suggests producing a bi-annual report on ‘The State of EIPM’, to be discussed in the Cabinet meeting of the Government, and Lithuania has established a ‘Public Policy Decisions and Data Analysis Group’, within the Ministry of Economy and Innovation, which formalises the integration of evidence into decision making and ensures a direct link between administrative evidence providers and political leaders (Koppel et al., 2025^[3]; Nakrošis et al., 2025^[4]).

A strong learning culture needs to be embedded in national public administration and academic structures. This learning culture is often related to the capacity to accept risk and promote public sector innovation and experimentation. The driving force behind building capacity ultimately comes down to a culture of demand for evidence from top-level decision makers, including at the political level. If these decision makers start to regularly ask questions such as ‘What is the evidence for this?’ ‘What evidence will we need to understand the problem and evaluate the options?’ ‘What are the key assumptions behind the model or study?’, this will send the necessary signals to the eco-system.

Bridging skills and competence gaps requires aligned efforts at individual, organisational and system level

All countries which participated in the project acknowledge the importance of individual skills and competences and recognise that this should be addressed both on the supply side, including by increasing analytical capacity within the administration and capacity in the academic community to engage with government, but also on the demand side, in terms of the capacity of governments to demand and use evidence. Too often the assumption is that the problem lies with the other side: policymakers don't understand the evidence and science provided to them, and researchers cannot deliver the evidence on time.

Some of the countries enjoy ample supply of high-quality research with a large and diversified academic and evidence ecosystem, with the potential to inform and support policymaking. However, such ecosystems are often not fully used due to communication issues and a lack of incentives. The small size of some of the countries, particularly the Baltic states, means they face challenges in ensuring that their academic systems can cover an adequately wide range of research needs, and may therefore benefit from wider exchanges at European level.

The focus on specific skills differs depending on country needs. In the Czech Republic, Estonia, Latvia and Lithuania, analytical capacities in the public administration, particularly in line ministries, contain several gaps. These gaps include both the capacity to supply policy relevant analysis to ministers and senior policymakers, and the capacity to identify, understand and map the most recent evidence. The Czech Republic is currently developing a competence model for public servants, which includes points on analytical skills. This model is intended to be used during recruitment and to guide the setting of learning and development goals for civil servants. Estonia's roadmap report points towards strengthening foresight skills, as the practical use of foresight activities is underdeveloped. Latvia and Lithuania are also making efforts to build and strengthen analytical capacities within government (Koppel et al., 2025^[3]) (OECD, 2024^[5]).

The project also identified the value of pairing schemes (i.e. programmes where scientists and policymakers spend time together to build personal relationships and teach each other about their respective worlds) and fellowships in supplementing the skills and knowledge acquired in trainings. Some countries, such as the Netherlands, are already working with such pairing schemes and were advised to expand existing programmes, while countries such as the Czech Republic, Estonia and Greece were advised to set up new possibilities, drawing on some best practice examples identified through the project. Latvia plans to upgrade and modernise its current PhD law in 2025, which should facilitate pairing or fellowship possibilities in the future with government sponsored PhDs (Koppel et al., 2025^[3]).

Although investment in individual skills is very important, the EIPM project underlines that if organised as an isolated action the return on investment will be limited. Investments in individual capacity need to be combined with a supportive culture that recognises the value of analytical and technical skills, particularly in science-for-policy contexts, and provides incentives for individuals to strengthen their own capacities. The latter may include a professionalisation of the knowledge brokerage function (see Box 2.2) as well as promotion of dedicated career tracks.

Box 2.2. Framing the concept of knowledge brokers

The ecosystem approach helps to widen the view on EIPM practices. Besides evidence supply and demand, this project also looked at the knowledge brokerage function. For some, knowledge brokers formed a more elusive category, because not all participating countries had people and/or organisations that viewed themselves primarily as boundary workers and organisation, who bring the worlds of science and policy together.

Knowledge brokers are persons or organisations that facilitate the creation, sharing, and use of knowledge (Sverrisson, 2001^[6]). Knowledge brokers are the organisations and individual actors who connect research and the practice of policymaking to help them better understand one another and support knowledge exchange. The role of a knowledge broker is to establish and maintain links between researchers and their audience via the appropriate translation of research findings and of policy and knowledge questions (Lomas, 1997^[7]). People that perform this function can work in dedicated knowledge broker organisations, but also within government, for example as a science adviser, within a governmental analytical unit or within academia or research institutes. Able to link know-how, know-why, and know-who, the knowledge broker thus works in the public domain as well as in the private domain (Blondel, 2006^[8])” (Meyer, 2010^[9]).

As governments rely on access to, and the ability to use, rigorous evidence to solve policy problems researchers and the public sector should be natural partners, but discrete cultural norms and institutional structures maintain a gap between the two which impedes decision makers’ use of research evidence and the public value that flows from it. It is in this context that various knowledge brokers have a role to play to connect research, analysis and science with societal problems and knowledge questions of policymakers in in the context of evidence informed policymaking.

Knowledge Brokers, include:

- Institutions that operate at the science to policy interface. This can include a range of applied research institutes working at arm’s length from ministries, applied research centres in the academia, key government advisory bodies, such as Netherlands Scientific Council for Government Policy (WRR) in the Netherlands, the Central Planning bureau in Belgium, The Centre of Planning and Economic Research (KEPE) in Greece, just to name a few examples from the TSI project.
- Individuals that perform the function, for example, within a ministry or research organisation. This may include a very heterogeneous group of experts, from the policy analysts and science advisors working in government, drafting analytical reports and developing research agendas for their Ministry, to the Chief Science Officers, or Chief Economists directly in contact with Ministers and in charge of providing advice over the last mile, connecting to policy. In addition to these, individuals that work connecting science and policy within Parliament or as part of a dedicated unit with a university, are also performing the role of knowledge broker.

While the concept has been initially developed and popularised among English speaking countries, with examples from Australia, New Zealand or the United Kingdom, it has become a central feature of the policy analysis of evidence informed policymaking and received significant attention during the project. In fact, a special capacity building workshop was held to strengthen capacity for knowledge brokerage at an individual and institutional level addressing key topics and challenges in knowledge broker roles and functions.

Sources: (ANZSOG, 2023^[10]), (Blondel, 2006^[8]) (Jacobzone and Picalarga, 2023^[11]) (Langeveld, Stronks and Harting, 2016^[12]) (Lenihan, 2013^[13]) (Lomas, 1997^[7]) (Meyer, 2010^[9]), (Sverrisson, 2001^[6]) (Topp et al., 2018^[14]) (Ward, House and Hamer, 2009^[15]). The OECD developed some comparative analysis of the concept of knowledge brokers in the area of child wellbeing

Principles of well-functioning and future-proof evidence-informed policymaking ecosystems

Many common elements emerge from the country roadmaps, which can be brought together to identify some principles for healthy EIPM ecosystems. There are earlier attempts to identify principles for the interaction between scientific evidence and policymaking (Oliver, 2022^[16]) (Pedersen, 2023^[17]) (SAPEA, 2019^[18]). However, they are mostly framed in general terms and not necessarily connect to the ecosystem approach.

By using an ecosystem approach and connecting with recent and actual policy experience across seven European countries, this project emphasised that EIPM is not a simple linear process, and does not occur at a fixed moment in the policy cycle where policy asks and science answers. This approach also acknowledges that the process of producing evidence and then using it to inform policy should not be considered a one-off, but rather a continuous process, where policy outcomes can be used as the bases for further research to form further policy ideas. It also highlights the diversity among countries, and does not imply that there is, or should be, a singular, standardised solution. However, when analysing the seven national ecosystems, it became clear that all ecosystems could improve by considering some general principles that provide direction for further improvement. As such, while there is no one-size-fits-all, the principles identified below can be useful in providing inspiration for further action.

Drawing some inspiration from these principles, while improving the EIPM ecosystem, will contribute to instilling an EIPM culture among actors and organisations, assure resilience of the EIPM ecosystem across political cycles and crises, and ultimately improve policymaking through the creation and adoption of innovative procedures. This, in the longer run, should be conducive to strengthening trust in government.

Table 2.1. Overview of principles for an effective EIPM ecosystem and related actions for inspiration

Principle	Action for Inspiration
Value diversity and enable frequent dynamic interactions	Improve conditions for knowledge brokerage
	Encourage knowledge brokers and advisory bodies to focus on impact
	Increase the connections with Parliaments
	Encourage interactions between science advisers, senior analytical roles and strategy advisers
Institutionalise co-ordination mechanisms to ensure and strengthen stability	Strengthen cross-governmental networks for science advisors, evaluations, and statistics
	Create guidelines to promote incorporation of evidence into policy
	Organise checks and balances in evidence mobilisation processes
	Institutionalise EIPM at the centre of government
	Develop knowledge repository and knowledge management tools
	Promote evidence champions, chief scientists, chief economists
Invest in continuous capacity building at individual and institutional levels	Map analytical skills within government
	Develop training programmes
	Develop job profiles for science advisers
	Envisage policy analysis tracks in the civil service with attention for the relative level of compensation
	Promote secondments of academics and PhDs, pairing schemes with the civil service
Promote accessible, interdisciplinary evidence aligned with policy needs	Facilitate easy access to and use of data
	Promote misinformation debunking efforts
	Strengthen analytical units in ministries
	Promote capacity to integrate foresight into cross government processes for EIPM
	Promote integrity standards for researchers and senior executives
Encourage clearly articulated policy problems and a culture of inquiry	Encourage senior leaders to ask for the evidence behind policy development
	Promote evidence plans and sharing across civil services
	Ensure policymaking and RIA processes are evidence informed
	Promote closer connection between evaluation and spending reviews
	Promote effective S4P funding schemes

Principle	Action for Inspiration
Align incentives and create feedback mechanisms	Ensure recognition of contributions to policy within academic curricula, career development criteria for scientists, and assessment of research centres
	Facilitate access for academics to tendering procedures for research and evaluation
	Develop an enabling culture for EIPM, with openness to innovation, experimentation and risk-taking
	Incorporate EIPM into professional evaluations

An EIPM ecosystem should value diversity and enable frequent dynamic interactions



- Improve conditions for knowledge brokerage
- Encourage knowledge brokers and advisory bodies to focus on impact
- Increase the connections with Parliaments
- Encourage interactions between science advisers, senior analytical roles and strategy advisers

EIPM is about more than a linear supply and demand relationship, it incorporates not only evidence producer and user roles, but also facilitator and boundary roles. A strong EIPM ecosystem includes policymakers, scientists, knowledge brokers, societal organisations, citizens and other stakeholders. These actors may act as individuals or as part of organisations, which in turn can take different forms different natures: public and private, government and non-government, scientific and administrative. Diversity is a strength of an ecosystem, ensuring collective intelligence, agility and the possibility for mutual learning. At the same time, it also poses the need for a shared language and processes of transparency and accountability to establish mutual trust. A healthy ecosystem has a high frequency or productive and dynamic interactions, with formal structures that in turn facilitate informal dialogues between evidence providers and policymakers (European Commission et al., forthcoming^[19]).

Potential actions for consideration and inspiration in operationalising this principle

- **Improve conditions for knowledge brokerage**

It is important to have people and/or organisations that can strengthen the interaction between supply and demand of evidence. This function should ideally be performed by people well-versed in both academic and policy-related ways of working. In many countries these people are already appointed, as in Estonia, Greece, Belgium and The Netherlands. Such roles look different in different countries: in the Netherlands, for example, knowledge brokers include both Chief Scientific Officers, individuals located in ministries and tasked with connecting ministry knowledge needs to evidence, and substantive knowledge organisations operating at arm's length from government, such as the Netherlands Bureau for Economic Policy Analysis (CPB) or the Netherlands Scientific Council for Government Policy (WRR). In Greece they are often councils or Units located within government, responsible for producing analysis and gathering evidence. However, even when such roles exist, they often operate in a siloed manner, and thus could use more (institutional) support to fulfil their role more effectively. It would thus be of value to create dedicated co-ordination mechanisms to support such roles, encourage peer exchange across departments to highlight the value of such roles, and embed knowledge brokers in cross-ministerial planning processes, as is already the case in some of the participating countries.

- **Encourage knowledge brokers and advisory bodies to focus on impact**

The need to achieve impact can be addressed through a whole set of actions. Some are in relation to knowledge brokers. Actions encouraging knowledge brokers and advisory bodies to focus more on public impact are found in the Belgian and Lithuanian roadmaps. Several roadmaps call for setting up evidence champions, often by giving a clear title, recognition and professional functions to senior public sector executives working at the evidence-to-policy interface, such as chief economists or chief scientists.² To strengthen the knowledge brokerage function, governments

could formally appoint such evidence champions in senior positions, assigning them specific mandates to promote the use of evidence. In addition, they can strengthen the outward communication function of knowledge brokerage organisations.

- **Increase the connections with the Parliaments**

Parliamentarians should be involved in discussions on evidence and evaluation, as they have an important function in the policymaking process. This could take the form of better connecting parliamentary and scientific offices with knowledge brokers and analytical units, including those within the executive and those operating at arms' length from the executive.

- **Encourage interactions between science advisers, senior analytical roles and strategy advisers**

As these different groups bring distinct but complementary expertise to decision-making processes, regular interaction can help ensure that policy is grounded in cohesive, multidisciplinary evidence. The Estonian roadmap calls for regular interaction between science advisers and strategy advisers, while the Dutch roadmap has a full section on strengthening interactions between organisations, promoting a systematic “knowledge at the table” approach to bring knowledge partners together. This could take the form of periodic cross-functional meetings between different units, helping to foster relationships and align evidence.

An EIPM ecosystem should institutionalise co-ordination mechanisms to ensure and strengthen stability



- Strengthen cross-governmental networks for science advisors, evaluations, and statistics
- Create guidelines to promote incorporation of evidence into policy
- Organise checks and balances in evidence mobilisation processes
- Institutionalise EIPM at the centre of government
- Develop knowledge repository and knowledge management tools
- Promote evidence champions, chief scientists, chief economists

EIPM ecosystems do not self-organise. Established structures and institutionalised forms of co-ordination and interaction are necessary to avoid reliance on *ad hoc* arrangements and personal relationships. In this context, co-ordination refers to formal mechanisms, such as structures, roles and processes, that guide and sustain interactions across the ecosystem. Co-ordination and institutionalisation should contribute to the stability and security of the ecosystem, as well as the formal and informal relations within it. There is a need for basic financial and institutional stability to support the sustainability and resilience of the evidence-informed policymaking ecosystem. Institutionalisation should be directed at the cross-cutting and systemic nature of EIPM.

Potential actions for consideration and inspiration in operationalising this principle

- **Strengthen cross-governmental networks for science advisors, evaluations, and statistics**

Many of the roadmaps call for cross-government networks for functions related to evidence and statistics, evaluation, and scientific advice, such as in Lithuania, Belgium, Estonia, and the Netherlands.

- **Create guidelines to promote incorporation of evidence into policy**

The Latvian and Lithuanian roadmaps include references to the need for guidelines to promote the incorporation of scientific research into policy and policy evaluation, highlighting the broader need for some form of a structure to engage EIPM.

- **Organise checks and balances in evidence mobilisation processes**

In a context where EIPM has been recognised as a major factor contributing to trust in government, there is a need to ensure that the evidence itself can be trusted. It is thus important to ensure a system of checks and balances in the evidence mobilisation process, for example through reviews by chief science advisers, chief economists, and statisticians or in the Netherlands through commitment to use the policy compass. Integrating such reviews into major policy processes could be useful in ensuring that the evidence used is reliable.

- **Institutionalise EIPM at the Centre of Government**

There are references across the roadmaps to establishing a dedicated EIPM office, either at or close to the centre of government, in the Greek and Estonian roadmaps, and references to cross-departmental and intergovernmental analytics in the Czech and Lithuanian reports. Such an office could have a mandate to set evidence standards, support line ministries, and co-ordinate EIPM across government.

- **Develop knowledge repository and knowledge management tools**

Four roadmaps – Belgium, Latvia, Estonia and Greece – call for developing knowledge repositories/portals and knowledge management tools. Such a repository could take the form of a digital platform available across government, allowing evaluations, research outputs and datasets to be centralised, helping ensure accessibility and institutional memory.

- **Promote evidence champions, chief scientists, chief economists**

Several roadmaps call for setting up evidence champions, often by giving a clear title, recognition and explicit professional functions to senior public sector executives working at the evidence-to-policy interface, such as chief economists or chief scientists. Such roles should have formal job descriptions with specific hiring criteria, and clearly defined responsibilities for promoting evidence use, mentoring staff, and reporting on evidence impact.

An EIPM ecosystem should invest in continuous capacity building at individual and institutional levels



- Map analytical skills within government
- Develop training programmes
- Develop job profiles for science advisers
- Envisage policy analysis tracks in the civil service with attention for the relative level of compensation
- Promote secondments of academics and PhDs, pairing schemes with the civil service

Strengthening, maintaining and developing competences and skills for individuals must be ensured permanently to respond to evolving policy contexts. A well-functioning ecosystem invests in the availability and effectiveness of training opportunities, to guarantee a supply of skilled personnel across all capacities involved in the EIPM process. This includes competences on producing evidence as well as brokering and using evidence effectively. For a well-functioning EIPM ecosystem building capacity on the institutional level is of equal importance.

Potential actions for consideration and inspiration in operationalising this principle

- **Map analytical skills within government**

The issue of skills to ensure capacity for effective supply and uptake of evidence within government surfaces in many of the country roadmaps. For example, the need to map analytical skills was recognised in Belgium, Estonia and the Czech Republic. Beyond the mapping, there is a need for

incorporating references to EIPM in professional evaluations, as highlighted by Belgium. There could be benefit in conducting government-wide skills reviews to identify where analytical expertise exists and where gaps lie, and use this review to inform future training and hiring approaches.

- **Develop training programmes**

The need for training programmes was identified as an action by five roadmaps, namely Belgium, Latvia, Greece, the Czech Republic and the Netherlands, and was almost universally recognised throughout the project. While many of the countries have a rich university system, in several countries, the need to develop specific university programmes for policy analysis was identified, such as in the Czech Republic and Latvia. Such programmes could benefit from collaboration with universities.

- **Develop job profiles for science advisors**

In more practical terms, the need for developing job profiles for specific categories of knowledge brokers (such as science advisors) appear in the roadmaps for Estonia and the Netherlands. Such job descriptions could benefit from clear outlining of required qualifications and expected responsibilities, as well as integration into recruitment and promotion frameworks.

- **Envisage policy analysis tracks in the civil service with attention to the relative level of compensation**

Some roadmaps go a step further, calling for the implementation of a specific policy analysis track in the civil service, as was done in Belgium and Latvia, and to a lesser extent in Greece as part of the Executive State Law.

- **Promote secondments of academics and PhDs, pairing schemes with the civil service**

Almost all the roadmaps call for promoting secondment of academics and PhDs to government organisations, and for introducing pairing schemes within the civil service, including Latvia, Belgium, Estonia, Greece and the Czech Republic. Some roadmaps call for “industrial PhDs”, that is using existing schemes of developing applied PhDs for R&D and industrial development, for applied policy analysis in a government setting, or for experience-oriented placements for researchers, as in the Netherlands.

An EIPM ecosystem should promote accessible, usable and trustworthy evidence



- Facilitate easy access to and use of data
- Promote misinformation debunking efforts
- Strengthen analytical units in ministries
- Promote capacity to integrate foresight into cross government processes for EIPM
- Promote integrity standards for researchers and senior executives

Evidence provided must meet current policy challenges which are increasingly cross-sector, requiring multidisciplinary problem cross-sectoral framing and solving. To enhance evidence usability in improving decision-making processes, evidence supply that aims for interdisciplinarity, timely delivery, and to be applicable and understood across different sectors should be prioritized. Evidence production should acknowledge policymaking perspectives from the start while following the rules of scientific integrity, not about ‘selling’ research results at the end.

Potential actions for consideration and inspiration in operationalising this principle

- **Facilitate easy access to and use of data**

The need to ensure access to data surfaced in various forms across almost all the roadmaps. Several call for setting up a single access point in co-operation with national statistical institutions,

specifically to access linked individual micro datasets, to render them more accessible to researchers, such as in Belgium, Latvia, or Greece. This is often accompanied by calls to ensure increased access to administrative data. Several roadmaps also call for better mapping of data sources within the ministries and the public sector for purposes of data analysis, such as in the Belgian, Latvian and Greek roadmaps. Finally, several roadmaps also highlight the importance of common data and metadata standards in fostering intergovernmental collaboration.

- **Promote misinformation debunking efforts**

In a context of mis and disinformation, the need for promoting debunking by public knowledge-driven institutions such as statistical offices and by knowledge brokers was reflected in the Belgian roadmap. This highlights the potential value of communications training or dedicated communications staff, ensuring capacity for public engagement.

- **Strengthen analytical units in ministries**

Several roadmaps call for strengthening analytical units in line ministries and developing cross-departmental and inter-governmental analytics, including in Greece and the Czech Republic. This could take the form of increasing budget, reinforcing the presence of expertise within these units, or developing networks to allow such units to join forces.

- **Promote capacity to integrate foresight into cross government processes for EIPM**

The project highlighted the relevance and importance of foresight, and the value of a more systematic and co-ordinated application in various policy domains, including Belgium, the Czech Republic and the Netherlands. There is value in ministries recognising the value of foresight, and for guidance and training being offered to this effect.

- **Promote integrity standards for researchers and senior executives**

Several roadmaps call for strengthening integrity standards for scientists and senior executives in advisory bodies, such as in Belgium and Estonia, with a code of conduct for the proposed science advisers. Such standards could include conflict-of-interest disclosure rules and requirements on transparency of advice.

An EIPM ecosystem should encourage clearly articulated policy problems and a culture of inquiry



- Encourage senior leaders to ask for the evidence behind policy development
- Promote evidence plans and sharing across civil services
- Ensure policymaking and RIA processes are evidence informed
- Promote closer connection between evaluation and spending reviews

To acquire evidence that is sound and useful, it is also necessary to invest in the formulation and communication of policy problems. Only then it becomes feasible to supply required relevant data and knowledge in an effective way. To counterbalance a culture influenced by short-termism and political pressures, questions that emerge from interdepartmental and cross-sectoral collaboration and facilitate a long-term perspective, should be encouraged. There is a need for a culture that asks for evidence at all levels, and where any policy initiative starts with the question: what do we know and what do we not know?

Potential actions for consideration and inspiration in operationalising this principle

- **Encourage senior leaders to ask for the evidence behind policy development**

As widely recognised and discussed throughout this report, one of the challenges often faced is a cultural one, where evidence is not always considered as valuable in the policy process. As such, several roadmaps and the project underline the need for “tone at the top”, and for upscaling on the

demand side. There is a need to encourage senior leaders and their advisers to actively consider evidence that underpins proposed policy developments, and to persuade them to be explicit about the value such evidence brings. This notion of “tone at the top” appears clearly in the Dutch report. However, one of the key challenges is that this “demand” side is very much political and subject to the discretion of Ministers and their advisers.

- **Promote evidence plans and sharing across civil service**

An important feature to ensure that evidence can be prepared and used in a timely manner is the use of evidence and evaluation plans in the various line ministries, and the sharing of these plans across the civil service and with academia. The importance of such an approach was raised in Belgium, Latvia, and the Netherlands, with calls for a strategic knowledge agenda, which could complement the existing strategic evaluation agenda. Ministries could be required to publish annual evidence and evaluation plans, linked to policy priorities, with the aim of these plans forming the basis of inter-governmental discussion.

- **Ensure policymaking and RIA processes are evidence informed**

Several of the roadmaps, including those for Belgium and Latvia, highlight the importance of evidence-driven regulatory impact assessment (RIA) processes. The Dutch report also refers to the need to increase the effectiveness of the “Kompass” system, which is in essence a form of regulatory impact assessment. These elements are also in line with the OECD Recommendation on Regulatory Quality and Governance (OECD, 2012^[20]). Effectiveness could be increased through increased use of forward planning processes for regulations, more open consultation processes, and use of proportionality principles to effectively target resources.

- **Promote closer connection between evaluation and spending reviews**

Both the Belgium and Latvian roadmaps call for closer connection between evaluation and spending reviews, in order to ensure that evidence can more directly feed into resource allocation decisions. This is also in line with the OECD Recommendation on Policy Evaluation which calls on countries to “*embed evaluation in decision making processes, including incorporating the use of evaluation results into decision-making including through the policymaking and budgetary processes*”.

An EIPM ecosystem should align incentives and strengthen feedback mechanisms



- Promote effective Science 4 Policy funding schemes
- Ensure recognition of contributions to policy within academic curricula, career development criteria for scientists, and assessment of research centres
- Facilitate access for academics to tendering procedures for research and evaluation
- Develop an enabling culture for EIPM, with openness to innovation, experimentation and risk-taking
- Incorporate EIPM into professional evaluations

Creating the right incentives within the ecosystem is crucial in ensuring that stakeholders feel that their contributions to EIPM have value, and ensuring that they recognise the value of EIPM in their own work. The ecosystem should help academics to produce relevant knowledge or invest in further development of their skills, help policymakers realise that active use of evidence in their work improves the quality of public policies, and stimulate knowledge brokers by acknowledging their work as a real profession. To know what works we need to create ways to evaluate the effectiveness of evidence supply, brokerage and use in policymaking and providing feedback to enhance the system’s learning capabilities.

Potential actions for consideration and inspiration in operationalising this principle

- **Promote effective S4P funding schemes**

There is a need to promote effective funding schemes to ensure that scientific research can be useful for policy, as reflected in the actions included in the roadmaps for Belgium, Latvia, Lithuania, Estonia, Greece and the Czech Republic. Such funding schemes could be designed in collaboration with policymakers across government to ensure that funding criteria reflect practical policy relevance and support interdisciplinary approaches.

- **Ensure recognition of contributions to policy within academic curricula, career development criteria for scientists, and assessment of research centres**

There is a need to ensure recognition of policy contributions as part of the academic curriculum, in the career development of scientists when relevant, and in the assessment of research centres, as reflected in the Lithuanian, Latvian, Belgian, Estonian and Czech roadmaps. The Greek report refers to the policy contribution as an assessment criterion only as an optional criterion wherever applicable.

- **Facilitate access for academics to tendering procedures for research and evaluation**

Several roadmaps highlight the need to facilitate access by academics to tendering procedures for research and evaluation and to modernise procurement of government R&D, such as in Belgium, Latvia, Estonia and the Czech Republic. This could take the form of simplifying tendering procedures, or offering guidance and training to researchers on how to best approach such a process.

- **Develop an enabling culture for EIPM, with openness to innovation, experimentation and risk-taking**

The findings of the project show a need to encourage a more open culture within government, as part of an enabling factor for EIPM, including more openness to innovation, questioning, experimentation and risk taking, as illustrated in the roadmap for the Netherlands.

- **Incorporate EIPM into professional evaluations**

Beyond the mapping, there is a need for incorporating references to EIPM in professional evaluations, as highlighted by Belgium. Such evaluations should then be used in hiring, promoting and annual appraisal criteria.

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Notes

¹ This challenge is often identified in centres of government reviews (OECD, 2015^[21]) and is a core challenge for centres of government.

² These elements are also in line with the OECD Recommendation on Policy evaluation, which calls for strengthening the role of knowledge brokers, to strengthen the relationship between evidence from evaluation and its users (OECD, 2022^[22]).

3

Results from country experiences

This chapter provides an in-depth overview of the findings from the EIPM project. It is structured around the original project's analytical framework which underpinned the country analysis: it is split into individual, organisational, and inter-organisational/systems levels. In terms of individual capacity, it addresses enhancing collaboration at the interface of science and policy, increasing capacity for policymakers to work with evidence and for knowledge brokers to carry out their roles effectively, and increasing the incentives to engage in EIPM. In terms of organizational capacity, it includes strengthening institutional structures and processes for EIPM, improving access to data for policy-relevant purposes, and improving intra-organisational communication. At the inter-organisational and systems level, it includes developing EIPM-relevant tools such as impact assessments, evaluation, and strategic foresight, strengthening co-ordination of EIPM across government, and promoting an EIPM-conducive culture. All sections outline the relevance of the issue, how it relates to the participating countries, and measures the countries are taking or have taken to overcome them.

This chapter brings together the findings of the national country reports and is therefore structured following the analytical framework underpinning these country reports (see Box 2.1 in previous section) (Koppel et al., 2025^[1]) (Dorren et al., 2024^[2]) (Ladi et al., 2025^[3]) (Nakrošis et al., 2025^[4]) (Petr et al., 2025^[5]) (OECD, 2024^[6]) (OECD, 2025^[7]). However, the discussion of the findings may at times go beyond these analytical categories as a result of the broader findings of the project. It is important to note that the project focused on the needs and gaps in the EIPM ecosystem of the countries, not on identifying good practices. As such, some of the examples focus more on the missing elements than on the already established structures.

The analysis conducted in all participating countries demonstrated a great diversity in approaches to EIPM, reflecting various research infrastructures, government setups and cultures. This variation indicates a need for care when analysing EIPM ecosystems. Approaches, best practices and recommendations should be informed by international experience and practices while remaining grounded in local context. On the other hand, several challenges and needs emerged during the project that are shared among the seven countries. The analysis that follows draws on these common challenges to offer an all-encompassing perspective, while being attentive to the particularities present in each country.

Building individual capacity

At an individual level, three main types of actors exist within country evidence ecosystems. These are: *researchers*, who produce original scientific results, *knowledge brokers* (see Box 2.2), who translate scientific input into policy relevant outputs and produce analytical evidence within government, and *policymakers*, who use these outputs to support decision making, often ministers and their policy advisers, or top levels within the civil service. This chapter focuses on challenges met by these actors and discusses options for building their capacity.

The lines between these three roles are often blurred. For example, researchers can also be located in government units and departments, which have a policymaking function, research institutes may have policy impact units which transform research into policy, and knowledge brokers can reside on both sides of the spectrum. Taking a broader perspective, there is also a need to listen to citizens, as in democracies any decision made on public affairs should be informed by citizens' perspectives, as a result of public consultations. The analysis in this chapter will not address the role of citizens per se, as this falls outside the scope of the project. However, it will refer to the role of citizen engagement in relation to these three actors, as many of the country reports and analysis refer to consultation and engagement practices.

Facilitating co-operation between policymakers and researchers

Enhancing collaboration

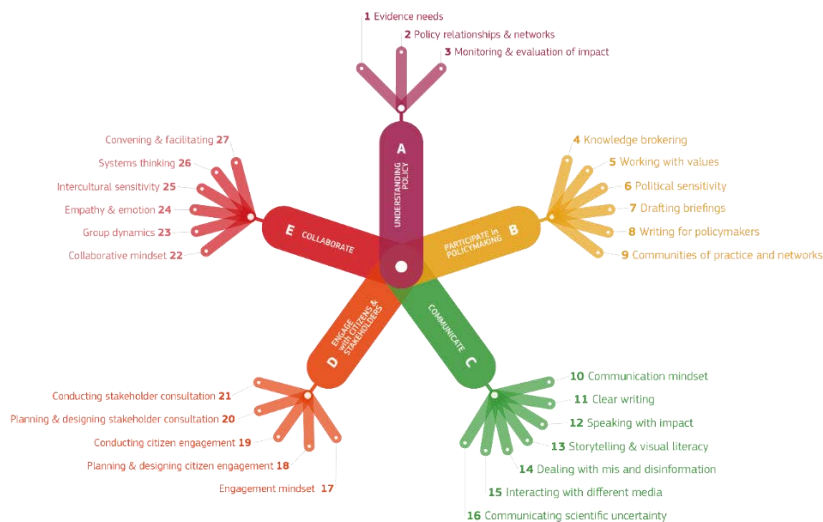
Several EIPM-related competencies are already shared by policymakers and researchers. As indicated by the Competence Frameworks of the JRC on Science for Policy (for scientists) and Innovative Policy Making (for policymakers) presented in Figure 3.1 and Figure 3.2 below, the 'Engage with Citizens and Stakeholders',¹ 'Collaborate' and 'Communicate' clusters are common to both scientists and policymakers. These competencies have the following characteristics:

- The 'Engage with Citizens and Stakeholders' competency cluster requires understanding how to plan, design and carry out stakeholder both consultation processes and citizen engagement opportunities, and advocates for such engagement.
- The 'Collaborate' competency cluster involves recognising the value of sharing and knowledge exchange, helps strengthen collaborative practices through instilling trust and developing collaborative strategies, and taking an empathetic and open-minded approach to collaboration.

- The ‘Communicate’ competency cluster involves recognising the value of communication strategies, being competent in clear writing and storytelling, and being able to combat mis- and disinformation effectively.

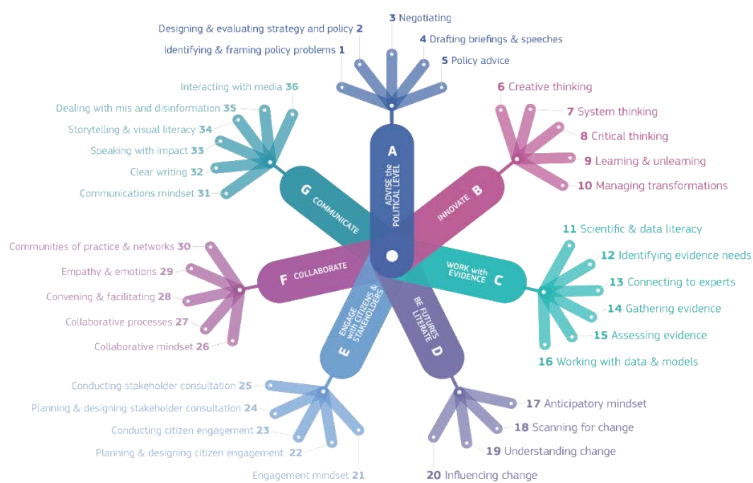
These three clusters illustrate a collaborative mentality, an engaging attitude and the capacity to engage with a variety of perspectives and opinions.

Figure 3.1. The JRC Competence Framework for Researchers on Science for Policy



Source: (JRC, 2023^[8])

Figure 3.2. The JRC Competence Framework on Innovative Policy Making for policymakers



Source: (JRC, 2023^[8])

However, bridging the work of researchers and policymakers and identifying avenues for collaboration comes with many challenges, including different working cultures and objectives, as well as different timelines. In several of the countries, including Estonia, the Netherlands, Latvia, and Belgium, researchers report difficulty understanding the policymaking process and feeling that their research was not adequately understood by policymakers. Regarding the former, these researchers often do not understand when their advice is needed

by policymakers, what format it should be in, and how they should go about promoting its value. This is particularly the case for tendering and procurement procedures, where many research institutions feel they are at a disadvantage when competing with larger consulting firms, both due to excessively short timeframes and lack of understanding of the tendering process, even if they had greater knowledge of the topic at hand. Regarding the latter, researchers often worry about policymakers seeing things in excessively black-and-white terms and thus missing important nuances. They can also feel frustrated when their advice is not considered, feeling that the reasoning behind such decisions is not always clear.

Collaboration may also be hindered by operational obstacles such as misalignment in timelines between researchers and policymakers, and dissimilar focuses of work, as well as the absence of concrete contact points and lack of meeting opportunities. A recent survey published by the JRC involving all three actors of the EIPM spectrum shows that the most frequently identified obstacle (71.3%) referred to a lack of meeting opportunities (Scharbillig et al., 2024^[9]).

The first step in improving collaboration is to increase awareness and understanding of EIPM as a concept. There are often significant gaps here: a recent study on science for policy expertise revealed low levels of knowledge both in scientists and policymakers, with 73% of respondents saying that researchers don't understand how policy works and 80% stating that policymakers lack sufficient understanding of science (Pearson, 2024^[10]).

Sustainable collaboration between researchers and policymakers can also be built by using the shared perspective on the value that EIPM brings to society, while ensuring mutual respect for the different roles. Discussions with researchers at the capacity building workshops organised as part of this project have indicated the need for a convincing argument for science for policy focused not only on the benefits for policymaking but also on the benefits for society. This notion is supported by research by the European Commission's Scientific Advice Mechanism (SAPEA), which found young researchers to be more open to this more co-operative approach, considering the contribution of science to societies as their responsibility (SAPEA, 2024^[11]).

A collaborative evidence-policy mindset can also be cultivated by research institutions which encourage a policy relevant approach. Several such institutions exist in the United Kingdom, including the Universities Policy Engagement Network and the European Federation of Academies of Science and Humanities, both of which can serve as good practices.

The significance of a communication mindset appears as a common missing element in researchers' skillsets. For example, the Greek report refers to the importance of communicating research outputs for Science for Policy activities, while the Lithuanian report notes the lack of efforts to train scientists on Science4Policy. The findings of these reports were also supported by feedback from the capacity building workshops with researchers, where exercises involving communication were often carried out with difficulty. Another common issue is familiarisation with the policymaking process. This was evident, for example, in the Estonian report, which underlines the gaps in understanding of the policymaking process and limited communication skills of scientists. While training could help alleviate some of these issues, training programmes focused on these skillsets were rare.

Communication issues can also be identified from the policymaker's perspective – frequently, the skills to communicate evidence needs and ask relevant questions to researchers are usually not in place. *Ad hoc* and personal interactions still dominate science advice processes (i.e. in Latvia), often leading to limited engagement with a narrow range of individuals.

Engagement with stakeholders and citizens is another competency that is required for both actors when they engage in EIPM. EIPM is inherently affected by multiple interests and values, and understanding the plurality of available perspectives helps ensure the EIPM process remains socially relevant. A comprehensive study of a problem must consider the departure point of each stakeholder and distinguish between facts, opinions and interests.

Increasing capacity for working at the interface of science and policy

Even experienced researchers may lack the relevant skills that allow them to be efficient and productive in their interaction with policymakers. A key issue here is the lack of familiarisation researchers often have with the policymaking process and how evidence is used throughout the policy cycle. This can be mitigated through developing understanding of EIPM processes and how evidence can impact policymaking, which can both incentivise researchers to contribute to these processes and aid them in understanding the input needed at each stage.

One way to develop this understanding is through training programmes. In Greece, the Netherlands and Belgium, supply-oriented organisations often have high-quality personnel able to effectively collect, process, synthesise and even interpret data, but do not always have the soft skills necessary to communicate their findings and translate them into policy – for example, the ability to make research output accessible to policymakers via relevant outputs (e.g. policy briefs). As noted for example in the Greek report, supply side organisations need to expand the skills of their staff so that they can produce output that leads to comprehensible and actionable policy proposals. Similarly, in Lithuania the existing Competence Framework for Researchers only implicitly mentions science for policy skills. It is equally important to encourage researchers to engage with experts from other disciplines. This can foster greater inter-topic understanding and build synergies, which can help fill expertise gaps. This was seen in the Czech Republic, where greater collaboration held the potential to increase understanding on the relationship between the different disciplines.

Several country reports also propose pairing schemes and secondments as a way for applying and informing the theoretical knowledge acquired in EIPM-relevant training programmes. These could involve both policymakers spending time in research institutions, and researchers spending time in government. In the latter case, these programmes should be designed in such a way that allows researchers to continue their academic research, and thus reduce the extent to which they pose a risk to career progression. Such an increase in time spent in each other's camps is likely to significantly increase understanding of their respective working styles and processes, thus reducing the sense that they are speaking completely different languages. The project offered to the seven countries a series of examples of pairing schemes drawn from other European and broader jurisdictions. In Europe, the visiting researchers' scheme in the JRC is an example of such a practice, and has enabled many researchers to acquire a better knowledge on policymaking procedures.

Less formal ways of engaging with policymaking can also facilitate increase of knowledge. Communities of practice like the JRC's Training of Trainer community can foster collaboration, exchange of ideas and discussion on potential hurdles within EIPM.

Another option is a policy lab, which generally functions as a space to bring together a wide range of participants in order to connect on research and policy. The most prominent example is the EU Policy Lab which functions as a collaborative space within the JRC, enabling researchers to experiment in their approach to EIPM. Another example is Greece's Science4Policy Lab, discussed in Box 3.1. (European Commission, n.d.^[12]).

Box 3.1. Knowledge for Policy and Policy Lab at the Greek National Documentation Centre (EKT)

The Policy Lab at the National Documentation facilitates communication and collaboration by bringing together policymakers, scientists and stakeholders, and therefore engages in co-creation of policies

The lab aims to:

- Understand the nature of problems more deeply and contribute to their resolution.
- Analyse challenging issues, approaching them from a variety of perspectives.
- Create bridges with actors in civil society, the economy, politics and evidence.

Source: (National Documentation Centre, 2023^[13])

Increasing capacity to work with evidence (policymakers)

Skills to supply reliable, policy-relevant evidence are essential if policymakers are to use such evidence effectively. However, these skills are not always present in government, leaving them deprived of high-quality expertise. Even when the will and capacity to supply evidence is present, skills, frameworks and mechanisms are needed to request, access and understand this evidence, as well as to translate it into policy decisions. It is vital for policymakers to understand how evidence is formed, and to recognise that supply of evidence does not necessarily mean that this evidence is used effectively.

To provide high-quality evidence, governments need to ensure that civil servants and policy analysts in the public sector are equipped with EIPM-relevant skills. The specific skills required depend on the nature and accessibility of available evidence, but can include the ability to identify evidence needs, to connect to experts, and to gather and assess evidence. The JRC Competence Framework found in Figure 3.2 provides a comprehensive overview of these skills.

There are cases where some EIPM-related training is conducted, but it is often *ad hoc* and scattered. This is the case in the Czech Republic, where support for any development is ministry-specific, with limited cross-institutional training, and in the Netherlands, where some researchers receive training on policy impact, but the kind of training received varies widely even between individuals. In Belgium, the Federal Public Service for Policy and Support (BOSA) conducts a number of trainings, although these do not examine EIPM issues. In Greece, the National School of Public Administration's existing training courses on policy analysis have been complemented with a series of trainings on EIPM.

In cases where supply of evidence is considered in policymaking organisations, it does not necessarily follow that organisations will consider how to best utilise it. This is the case in Belgium, where while several government organisations and units within organisations produce high-quality evidence, policy analysts rarely consider how to best make use of it. Similarly, in the Czech Republic, discussions around evidence that do occur regularly focus on generating it, rather than how to make effective use of it. Furthermore, policymakers' lack of knowledge on research means they often don't understand the processes or timeframes needed for good research and can thus have unrealistic expectations on output speed.

Certain training programmes would benefit from being organised at a more centralised level, to encourage systems thinking to a greater extent. A strong example here is the Czech Republic's Strateduka, a hybrid training course aimed at developing competencies in strategic planning and management (Box 3.2). While not all the skills it teaches are directly relevant to EIPM, its holistic perspective is valuable in ensuring trainees learn how to work with processes and people even outside of their professional scopes. The ability for civil servants to be able to ask researchers the right questions is also critical. This involves developing an understanding on how policy questions are formed, an awareness of knowledge gaps and a capacity to frame questions in a way that does not bias answers.

Box 3.2. Strateduka in the Czech Republic

Strateduka is a course in the Czech government focused on the development of competencies in the field of strategic planning and management. The course is provided in a hybrid format and lasts three days. The programme has three courses per year, all of which were fully filled in 2023.

The programme enables participants to deepen their understanding of strategic work from its conception, i.e. identifying the need to prepare a strategic document, to its evaluation. The course provides a set of tools useful for strategic work across the public sector and highlights the value of looking at strategic issues from a holistic perspective, including by identifying the impact of global trends on such issues, as well as how different actors are involved in the preparation and implementation of strategic documents.

Source: (Ministry of Regional Development, 2024^[14])

As part of this project, a dedicated training session on ‘working with evidence’ was organised as part of the capacity building workshop for policymakers. Most of the participating policymakers underlined the need to more closely engage with the tools provided at an EU level, deepen their knowledge and skills regarding the use of evidence in policymaking. They further reported that theoretical knowledge should be clearly connected with practice and that using specific policy examples enhances learning. Finally, they highlighted the value of the interactive sessions within the training, and in particular the peer learning opportunities among countries.

Increasing data literacy

Due to the wealth of knowledge produced and collected in policymaking processes, data literacy is of critical importance. This is evident in Belgium, where the findings of the project show that while it is in theory possible for academics or civil servants to process at least some data sources themselves, this requires a level of expertise regarding data production that is low across most organisations. This often leads to researchers requesting data that isn’t needed and thus slowing down data approval processes. Such inefficiencies also hinder the timely production of evidence, which in turn impairs the ability of decision makers to inform their decisions on such evidence. As a result, planning becomes reactive rather than proactive, and policy measures may be based on incomplete or misinterpreted data. This lack of data literacy can also impact the supply side, as many civil servants are not able to update data platforms within their own organisations, and points of contact with the required technical knowledge about these databases are sparse.

Such a lack of knowledge can also mean that policymakers do not always understand the importance of data quality. In theory a quick fix for this issue could be to hire more statisticians and data experts who already have these skills. However, while such roles could certainly help, particularly in reducing data access bottlenecks, it is also important for those making policy decisions themselves to have some of these skills, to allow for a more holistic consideration of the data. One such approach can be seen in Lithuania (Box 3.3), where the government created a set of trainings around data literacy deliberately designed to reflect changes to its data collection policies.

Box 3.3. Lithuania's Data Governance Agency: Improving governance and skills

In January 2023, an amendment to legislation was implemented that requires Lithuanian ministries to justify with data why proposed measures should be applied when submitting draft legislation to government. Furthermore, it turned Statistics Lithuania into the State Data Agency, and made it responsible for the collection and use of high-quality data for policy decisions (it was already responsible for their production). This means that all state institutions are now able to carry out analytical tasks in a secure environment without having to invest in installing additional analytical tools in their own systems.

In order to ensure ministries could make the most of this new data source, the State Data Agency incentivises competency trainings in ministries. These training programmes focus on giving participants analytical skills, including using statistical packages such as SPSS and programming languages such as SQL.

Increase capacity of individuals working as knowledge brokers

Researchers and policymakers can be assisted in their interaction and co-operation by knowledge brokers, individuals and organisations able to bridge the gap between the scientific and policymaking worlds. Other terms that are frequently used to describe such a role are intermediaries, boundary organisations, and knowledge translators.

Knowledge broker positions should be filled by people well-versed in both academic and policy-related ways of working. It can be helpful if they are relatively senior, so that they can act as clear points of reference for other employees. Furthermore, it is important to ensure that they have sufficient time to dedicate to this task of translating evidence into policy – for example, while Estonia has several science advisers who facilitate exchanges between academia and policymakers, their heavy administrative workload means they are often not able to fulfil their role as effectively as they could. In Greece, the work of the Unit of Experts Employment, Social Insurance, Welfare and Social Affairs MEKY and the Council of Economic Experts has been well acknowledged in policymaking and the need to deploy similar units in other ministries consists one of the major recommendations in the Greek report. In the Netherlands and Belgium, where the concept of knowledge brokering is more developed, the main challenge is co-ordination, as fragmentation appears to hinder effective utilisation of evidence.

Some issues of fragmentation can be attributed to the lack of widespread consensus on the definition of a knowledge broker and where they should be positioned within a knowledge ecosystem. Definitions in the literature on the topic highlight a variety of possible roles, including putting complex scientific data into accessible language, creating networks between researchers and policymakers, helping involve policymakers in the research process, maintaining the independence of scientific advice, and adapting research to political contexts. The style and location of work can also vary – some tasks can be carried out on an individual basis, while others can occur within organisations. Knowledge brokers can also work directly for intermediary organisations, or with more traditional knowledge supply and demand organisations such as universities, ministries or independent bodies. (Van Eerd and Saunders, 2017^[15]) (European Commission, 2019^[16]) (Torres and Steponavičius, 2022^[17]) (Stier and Smit, 2021^[18]) (Tellmann and Gulbrandsen, 2022^[19]) (Pedersen, 2023^[20]) (Gluckman, Bardsley and Kaiser, 2021^[21]) (Davies et al., 2017^[22]). There would thus likely be value in clarifying of the concept of knowledge brokerage (Box 2.2), and in some countries, ensuring clearer recognition of the role. This project has contributed to identifying this issue, which will be further explored in the future (see Chapter 4).

Several countries have created knowledge broker positions within universities and ministries. In Estonia, over ten science advisers are currently tasked with advising ministers on matters related to R&D, including

fostering co-operation on research, developing research plans and implementing them in co-operation with different stakeholders, as well as representing Estonia in international initiatives for R&D co-operation. Lithuania's Research and Innovation Adviser (R&IA) network, although relatively new, envisions a similar approach, with plans for 15 advisers strategically placed in Lithuanian ministries, guided by criteria emphasising expertise in governance and networks between science and policy. Both countries expressed their ambition to strengthen the position of these networks and work on stronger positioning of these knowledge brokers within their ministries.

The project identified a need to ensure individuals that perform these roles are not isolated, in particular in view of the often-scattered knowledge on the profile and positioning of knowledge brokers. Training programmes for knowledge brokers can once again be of value here, in order to foster understanding of the particular characteristics of such intermediary roles. For example, knowledge brokers should be able to understand the perspectives of both researchers and policymakers, negotiate and resolve potential conflicts. In order to encourage this, training programmes could help ensure that the following skills are present:

- a broad understanding of policymaking and scientific procedures.
- capacity to negotiate and conflict resolution skills.
- scientific experience to assess the validity, appropriateness of evidence.
- time-efficiency to be able to respond effectively to deadlines and urgent needs in policymaking.
- collaboration skills and capacity to manage teams.
- effective communication skills.

There may also be value in fostering the development of managerial and leadership skills, in particular for senior scientific advisors and chief scientists whose role is to steer processes. Further professional development could also be supported through the creation of knowledge broker networks. Such networks could give individuals the possibility to exchange best practices and reflect on their respective tasks, and thus strengthen their collective capacity. A network of science advisors could also help to bridge ministerial siloes. Additionally, the use of secondment programmes discussed in the previous sections could also provide value here.

Career incentives to engage in EIPM work

A working environment conducive to EIPM within universities and research institutions

When EIPM activities are considered irrelevant to professional development in research careers, there is naturally a lack of interest and motivation to engage in such activities. In many of the countries that formed a part of this project, such a disengaging environment exists, in which EIPM-relevant skills acquired by researchers are rarely taken into consideration in their career development. This can mean that, in cases where EIPM-relevant skills are already present to some extent, they may not be recognised properly and thus do not offer any advantages to the researchers that possess them.

More significantly, incentives for researchers to partake in policy work are often lacking. In the Netherlands, an overall focus on international academic excellence appears to predominate, to the extent that stakeholders sometimes feel that the academic system prioritises international recognition over domestic issues, with many academic courses conducted in English. In the Baltic states, heavy reliance on European funding means that relevance to policy can also be built through the requirements that exist in the Horizon programmes, as mentioned above. Thus, researchers' focus on such policy work can have minimal impact on, and even be detrimental to their career. This means that many researchers who might otherwise be motivated to work on policy-relevant research and dedicate time to refining their policy-relevant skills are likely to avoid it or consider it a low priority.

In order to reduce such barriers between researchers and policymakers, it is important for universities to recognise the benefits of policy-related work and provide development paths for academics that are interested in pursuing such a career path. This appears to be the case for some universities in Flanders in Belgium, with a particularly strong example at Ghent University, where the criteria used to plan and evaluate research consider impact on policy (Box 3.4).

Box 3.4. Ghent University's Research Dimension Portfolio

Ghent University's Research Dimension Portfolio was created to aid in the description, planning, and evaluation of research. The portfolio includes a variety of dimensions, including leadership, ability to work in an interdisciplinary way, scientific impact and socioeconomic impact. Professors are able to select competencies within this portfolio that best match their profiles. These dimensions can be used for context in deciding on the appointment and promotion of university members of staff. The portfolio splits into two main sections: 1) design and development of research; and 2) impact of research. This highlighting of the importance of impact, including impact in policy, is a valuable incentive for researchers to dedicate greater amounts of time to policy-related work.

Source: (Ghent University, n.d.^[23])

At a personal/professional level a rewarding evaluation system that identifies value in EIPM skills can trigger the attention of researchers that are looking for alternative career paths. The Coalition for Advancing Research Assessment Framework is a good example of an assessment framework that considers the impact of research (see Box 3.5).

Box 3.5. Research assessment frameworks for researchers and research performing organisations in Europe

The Coalition for Advancing Research Assessment (CoARA) has developed an Agreement on Reforming Research Assessment that sets a shared direction for changes in assessment practices for research, researchers and research performing organisations, with the overarching goal of maximising the quality and impact of research. The vision is that the assessment of research, researchers and research organisations recognises the diverse outputs, practices and activities that maximise the quality and impact of research. This offers an opportunity to promote changes in research assessment for both researchers and research performing organisations, where engagement in EIPM activities and production of policy outputs (policy briefs, policy reports, etc.) can be used as a quality criterion.

Source: (CoARA, 2023^[24])

However, policy impact cannot be a compulsory and solitary assessment criterion for researchers or research organisations. Not all research has to be policy relevant and creating pressure for this to be the case may disincentivise researchers from outside-the-box thinking. Furthermore, it is not always feasible to assess the impact of research at a particular time. Sometimes evidence can provide solutions before problems appear and the potential policy impact can only be traced in the long term (Zika, 2023^[25]). It is thus important to strike a balance, ensuring that researchers are supported in efforts to contribute to policy without forcing them to do so.

In order for those with EIPM skillsets to identify jobs which take advantage of these skillsets, job profiles and openings should explicitly recognise these skills. When the acquisition of these skills is not related to

professional development or career development, any EIPM activity is likely to remain a sporadic and voluntary process at the margins of academic activity.

Recognition of EIPM-related skillsets within government

As within universities and research institutions, skills to demand and effectively utilise evidence are often not adequately valued within government. This leads to situations where even if EIPM-relevant skills already exist, they are frequently unidentified or underexploited. This is evident in Greece, where despite an increase in formal qualifications such as Masters' and PhDs, such qualifications are not well integrated into work appraisals in public administration.

All seven countries forming part of this project reported either that ability to use evidence was not considered in performance evaluations, or that analytical positions were considered inferior to managerial positions from a promotional perspective, thus disincentivising ambitious employees from pursuing them. It is thus important to put such incentive structures in place. Another strong initiative that works towards mitigating these issues can be seen in the recent creation of the 'executive officer' position in Greece, designed to fulfil a variety of staff functions in central government. The policy analysis branch of this position has been trained in a variety of EIPM-relevant skills, including using statistical data and reviewing secondary literature in view of making evidence-informed policy proposals. Furthermore, they are mandated to operate in this manner in their day-to-day work. In Latvia, some training programmes do incorporate EIPM-related skills, but do not explicitly recognise their value to EIPM and thus do not encourage employment of these skills to this end.

Inability to identify existing skills also means that training programmes to improve these skills become harder to create and implement. This is the case, for example, in the Czech Republic, which recently created a three-day training course looking to develop a range of EIPM-relevant skills. While the course was a welcome initiative, the unclear understanding of exactly what skills civil servants need for EIPM meant that it struggled to respond to the broad range of participants involved. Other countries are likely to face similar issues – without an understanding of which EIPM-relevant skills are important within a particular ministry or organisation, as well as which skills are already present and to what extent, any training programme is unlikely to be tailored enough to offer more than generic advice.

To remedy these issues, EIPM-relevant skills need to be formally recognised and implemented into competency frameworks such as those developed by the JRC (see Figure 3.1 and Figure 3.2). Good examples of special technical tracks, such as policy analysis tracks or digital professional tracks can be found in some countries beyond the seven countries involved in the EIPM project (see Box A.B.2 in Annex A), including the Irish Government Economic Evaluation Service or France's "Statistician economists". Another example is the United Kingdom's efforts to map digital skills across government.

Once these skills are identified, rewarding civil servants could incentivise the use of such skills in their careers. As it currently stands, understanding how to make information relevant for policymaking purposes rarely forms part of performance evaluation criteria. For some countries the recently developed skills framework for public administration can be enriched with more explicit EIPM skills. For example, in Greece the recent law establishing a Common Framework of Competences is a great step towards the identification and uptake of EIPM-related competences. Similarly, in Lithuania the existing civil service competence model since 2014 encompasses competencies related to information management but fails to directly connect with EIPM.

As mentioned above, another issue is that analytical employment paths, if they exist at all, tend to offer less scope for career progression than managerial paths, acting as a further disincentive to focus on analytical skills. Ensuring that such skills do make up a portion of evaluation criteria, and that they can be rewarded to the same extent as managerial prowess, is likely to serve as a strong incentive for civil servants to focus more on them. Ideally, ensuring that such skills are adequately rewarded could also take the form of different available career paths – i.e. some managerial and others analytical – so that those

who are more analytically oriented are incentivised to take this path. Identification of skills in this manner will also serve to inform the development of training courses, allowing them to be tailored to the knowledge needs and gaps that exist.

In order for such skills to become more commonplace, hiring practices need to successfully identify and attract those who already possess such skills. Across the seven countries examined, challenges in hiring for EIPM-relevant analytical roles are evident. In Belgium, for example, the capacity to translate research into policy is not considered in hiring processes. In Latvia, Greece and Lithuania, a similar situation exists, which, combined with relatively low salaries as compared to the private sector, can make it difficult to attract workers with the relevant skills. Latvia recently aimed to improve competitiveness by aligning public salaries to 80% of private sector levels, although budget constraints hinder full implementation. Among other countries, in Greece, a lack of clear job descriptions for specialised personnel also means that it is difficult for them to become well embedded in government.

In some cases, these hiring issues have been recognised, and steps have been taken to remedy them. For example, several ministries in the Czech Republic have recently made efforts to establish analytical units. However, limited pay scales and a tight labour market mean positions within these units can be difficult to fill. In Belgium, while there are adequate salaries for analytical positions within certain federal organisations, ministries still face difficulties recruiting specialised profiles such as data scientists due to strong private sector competition.

As mentioned previously, the establishment of relevant job profiles that speak to the use of evidence in policymaking can also be an incentive in attracting talented researchers to public administration, or allowing well-educated civil servants to receive credit for their skills. Such hiring procedures and job profiles go hand in hand with the relevant analytical units that need to be part of all ministries and have a mandate to work with evidence.

Building organisational capacity

Strengthening institutional structures and processes that feed evidence into policymaking process

Developing supporting systems for knowledge brokerage

While building individual capacity ensures that actors on both the supply and demand sides can effectively take on an EIPM approach, there is also the need to tackle EIPM at the organisational level, as discussed in the overall analytical network. Effective EIPM cannot be carried out in an isolated manner and requires a matrix of relevant structures to produce results.

On the supply side, i.e. in academic and research institutes, there are rarely systematic structures for knowledge brokerage able to connect research results to policymaking. However, there are some institutional and planning structures in place. For example, the strategic plans and work programmes of universities, which usually cover a 5-year time horizon, are structured using an approach that reflects both the growth and development of the university and social needs. In addition, research funding programmes, such as Horizon 2020 and Horizon Europe, tend to include impact as one of their key criteria when evaluating proposals.

Usually, universities' international liaison and communication units undertake the role of communicating external research outputs stemming from various university departments, not necessarily with a focus on policy impact. The same patterns often exist in research organisations, with the exception of those that are involved in a knowledge brokerage role. For an EIPM perspective to flourish, dedicated structures or teams within research organisations must co-ordinate and disseminate research for informing policies.

Setting up knowledge brokerage capacity can also be done within the public sector, either within some ministries or in structures operating at arms' length from the ministries. Several governments have effective examples of knowledge brokerage organisations, although they are often limited to specific sectors. Countries such as the Netherlands make use of specific organisations dedicated to providing evidence for policy, such as advisory councils. These organisations function as 'translators' of evidence-to-policymakers and can help ministries in articulating knowledge questions and translating them into research questions. In Belgium, the knowledge brokers KCE and Sciensano function highly effectively as intermediary organisations between scientists and policymakers in the public health sector (see Box 3.6). However, outside of this sector such organisations are rare. A similar issue can be seen in Estonia, where the varying requirements for the recruitment of science advisers across different ministries means that their capacities for knowledge brokerage are likely to vary. It therefore may benefit these ministries for some hiring requirements to be consistent across government.

The lack of demand for the evidence produced by knowledge brokers can also be an issue. As previously mentioned, the Belgian knowledge brokers within the public health sector are very effective. While KCE recommendations are usually followed with clear effect by decisions from the minister of health, the Superior Health Council, another organisation within Belgium's public health sector, estimates that as few as 25% of its scientific recommendations are used, perhaps due to their cross-cutting nature that goes beyond the remit of the Ministry of Health. A similar issue can be seen in Greece, where, with the exception of a few fields such as the economy, labour, and social affairs, ministries do not generally work with officially established knowledge brokers in their fields.

Assistance on use of evidence can also be provided through dedicated analytical units, as has started to be formed in the Czech Republic. This unit, known as the Government Analytical Unit (VAÚ), partners with line ministries throughout the regulatory impact assessment cycle. In this, it provides guidance, helping ministries design RIA plans and select appropriate analytical methods, as well as providing analytical services, such as preparing evidence maps and literature reviews.

However, in many of the seven countries, including Latvia and Belgium, units dedicated to collecting and encouraging use of evidence are rare. However, several steps are being made to increase the role of knowledge brokers. For example, in Lithuania, the launch of the network of Research and Innovation Advisers by the Research Council of Lithuania is an important initiative, and represents an opportunity to strengthen the council's advisory and knowledge-brokerage role. Lithuania's STRATA also provides a strong example of the knowledge brokerage role within government. Its mandate to foster a culture of EIPM across governmental institutions, as well as its focus on aligning evidence with government priorities, makes it an effective way to leverage external expertise during the preparation of studies and evaluations. Greece has also made several notable steps forward – knowledge brokers within government, including the Council of Economic Experts (SOE) and the Unit of Experts in Employment, Social Insurance, Welfare and Social Affairs (MEKY) have obtained a central role in their respective policy fields – although they are only present in specific sectors. This is an important area where exchange of experience at the international level, such as through the EIPM project, particularly the needs and gaps assessment which provided many international insights, as well as the capacity building activities can help countries identify and implement innovative approaches.

Box 3.6. Knowledge Brokers: Belgium's KCE and Sciensano as Best Practices

KCE

The Belgian Healthcare Knowledge Centre (KCE) is an independent, but federally funded research institute that provides scientific advice to authorities on topics related to health care. While the KCE's recommendations are not binding, their advice to medical practitioners should be followed, and failure to do so could be used in the court of law to attempt to appeal malpractice. By refraining from involvement in subsequent policy choices, it ensures its impartiality as a knowledge broker. However, a report by an independent consultancy found that over 50% of KCE recommendations had political impact. A large part of the research work conducted by KCE consists of knowledge synthesis – i.e. synthesizing existing evidence about a specific topic from different sources to gain new insights and draw comprehensive conclusions. Besides this, KCE also frequently performs extensive data analyses and primary qualitative research to ensure relevance of the work for Belgium. All research conducted by the KCE is made accessible to the public.

Sciensano

Sciensano contributes significantly to the scientific community, publishing around 280 peer-reviewed articles annually, and addressed over 100 parliamentary questions in 2021, playing a noteworthy role in supporting evidence-based policies and initiatives in Belgium. Furthermore, it offers training to scientists to increase the impact of their research, by addressing four dimensions: quality, targeted communication, stakeholder engagement and cross integration. Part of this effort has resulted in the production of several health data visualization tools, following the Findability, Accessibility Interoperability and Reusability (FAIR) health data principles, to facilitate public health information dissemination to the public.

In 2020, Sciensano launched a 'Research Translation' project with the aim of improving the utilisation of their research results by decision makers, an objective written into the institute's 2023–2029 strategic management plan. Using a list of 30 criteria, they investigated the quality, dissemination, and utilisation of service outputs by stakeholders, including civil society and actors outside the health field.

Source: (OECD, 2024^[26])

Removing bureaucratic barriers to getting external evidence-informed advice

Next to the presence and effectiveness of knowledge brokering structures, policymakers' ability to address their evidence needs is influenced by the setup of procurement and budgeting processes to rely upon evidence produced externally either through academia or consulting firms. In both Estonia and Lithuania, for example, policies on public procurement were mentioned as key barriers to increased use of external evidence-informed advice by policymakers since they involved lengthy processes and were not designed for procuring research. Moreover, while tying ministerial research funds to the annual government budget cycle can be a useful way to ensure that there is dedicated budget for such projects, if there is not enough flexibility as to when such funding must be used, it can discourage ministries from engaging in multi-annual research projects. This is partially the case in Estonia and The Netherlands, which reduces policymakers' flexibility in procuring policy-relevant evidence and discourages ministries from engaging in strategic, multi-annual research projects – thereby, substantially limiting the kinds of evidence they can procure. In Estonia, the short timeframes available for completing research projects procured through ministerial funds – a consequence of the timing of the annual budgetary process – was even mentioned as a reason for the often-low quality of publicly procured research.

Different solutions to the challenge of flexibility exist. In Sweden and Estonia, for instance, the public procurement law foresees exemptions for public R&D projects – although the actual use of such exemptions requires specific legal support, as the case of Estonia shows (Swedish Competition Authority, 2016^[27]). Other solutions include mixed funding models, as in the Netherlands, where certain ministries use both tenders and dedicated arrangements with public sector research organisations, or the United Kingdom’s dynamic purchasing system for research and insights (TNO, 2025^[28]) (Crown Commercial Service, 2021^[29]). The latter is a dedicated pool of knowledge providers run by the crown commercial service that allows policymakers to run streamlined, R&D-specific tender processes. To encourage multi-annual, policy-relevant research, some countries, including Belgium and Spain, are setting up dedicated science for policy research funding programmes (OECD, 2025^[7]).

Creating visibility and voice for the EIPM function – the role of leadership

Even when analytical skills are well-developed, leadership remains indispensable in connecting the various elements of the EIPM process. Without strong leaders to act as co-ordinators and points of contact, responsible for promoting and ensuring the use of evidence throughout the policy cycle, interest in evidence at the policy level often remains fragmented and disorganised. Therefore, this needs to be addressed at the organisational level.

Leadership at the administrative-political interface is particularly crucial. Here, individuals need to be able to navigate the distinct priorities of administrative staff and political decision makers, ensuring that evidence aligns with policy objectives while preserving its integrity and relevance. The need for leaders with these capabilities is particularly significant in contexts where political actors view evidence as an afterthought or as a tool for justifying pre-existing decisions. In many countries, the absence of clearly defined leaders or ‘champions’ at this interface undermines the integration of evidence into decision making. In Estonia, while there is willingness to listen to scientific advice before making decisions, differences between ministries’ cultures on how to engage with this advice means that knowledge on such engagement is unevenly spread, making it difficult to engage with long-term problems. In Lithuania, those demanding evidence tend to prioritise advice from experienced professionals rather than relying on scientific evidence and are more likely to consider scientific advice when it comes from scientists with practical experience. This suggests that Lithuania would likely benefit from evidence ‘champions’ able to effectively highlight the value of research findings, even when they don’t come from those with practical experience.

In some countries, staff in leadership positions who are able to effectively work at the administrative-political interface are also likely to be employed as ministerial advisers on the political side. In Belgium, for example, while technically skilled senior staff do exist at the administrative level, there are few individuals who can effectively translate evidence in politically meaningful ways, with most staff able to operate effectively at this interface are working within the cabinets. In Greece, despite increasing recognition of the value of expert input in the policymaking process, the General Secretariat faces a shortage of qualified analytical personnel able to conduct evidence-based analysis, meaning a large part of this analysis is conducted at the higher political level with the help of non-permanent advisors. While these roles can still have significant benefits, their presence within the political level means that they are more likely to prioritise evidence in line with political goals and are less likely to focus on building knowledge bases unless there is clear immediate political value for it.

Where such leadership roles do exist at the administrative level, their potential is often constrained by limited authority or resources. Such an issue is evident in the Netherlands, where while most ministries have a dedicated chief science officer or equivalent function, responsible for improving uptake of knowledge in ministries and increasing the quality of knowledge produced on behalf of ministries, these individuals or units often lack mandate and budget. This lack of institutional backing limits their capacity to drive meaningful change or influence decision-making processes. As discussed previously, development

of such institutional backing requires so called ‘tone at the top’ – in other words, clear senior political interest, helping legitimise and amplify the role of evidence champions.

When countries do successfully promote the value of EIPM via the administrative-political interface, the positive benefits are clear. Countries like Lithuania provide a model of this through initiatives such as the “Public Policy Decisions and Data Analysis Group,” which formalises the integration of evidence into decision making and ensures a direct link between administrative evidence providers and political leaders. In Belgium, in the rare cases where there is a senior figure with the explicit role of operating at the political to administrative interface, the ability to absorb evidence seems greater. This can be seen, for example, with the Competition Authority, where the setting up of a formal position of Chief Economist has allowed the development of a workforce able to understand both academic research and policy, and thus able to promote research at the political level.

Another success story can be seen in Estonia, where almost all ministries have science advisors. Development of such a feature in other countries could be a feasible way to ensure Ministers are more likely to be exposed to the value of using evidence. Such advisers could also help reduce the distance between policymakers and evidence and ensure that there are opportunities to consider evidence. However, the Estonian situation could be further improved: science advisors generally lack a specific mandate to have control over research funds and most science advisors are not able to funnel advice directly to political leadership, which may contribute to difficulties in evidence-related practices gaining influence over political will. Finally, in Greece, many policy advisers exist to provide advice to Ministers, and while their role combines policy management and provision of expertise, they also perform important tasks including steering policy and supporting key co-ordination functions. Outside of the seven countries, a strong example of a similar position can be seen in the United Kingdom Chief Science Advisers, which have been established as early as 1960 and have been in operations over 60 years (Box A.B.3 in Annex A).

Improving access to data for policy relevant analytical purposes

Access to high-quality data in a timely manner, as well as the appropriate tools to use the data, is key to EIPM. However, in many of the seven countries, access to data, and in particular to linked microdata can be one of the biggest obstacles to effective utilisation of evidence, even in cases where data sources themselves are rich and varied. The following section thus identifies three key functions needed to ensure that data can be fully employed in service of EIPM – coherent and connected data ecosystems, proportionality of legal and privacy constraints, and data literacy.

Developing coherent and connected data ecosystems

Generally speaking, existence of data themselves does not pose an issue – all seven countries reported, to various degrees, the existence of a rich and diverse data landscape, with a variety of data registers. However, all seven countries also reported that the fragmented nature of these data registers created significant difficulties in accessing this data, both for those within government and researchers outside of government. In many cases, large portions of public-sector data are managed in a decentralised manner – in the Netherlands, for example, there are more than ten organisations responsible for data collection, while in Latvia there are 38. Ministries also tend to own their own data, such as in Estonia, where Statistics Estonia is the collector and keeper of national statistics, but ministries own sectoral data. In some cases, such as in the Czech Republic, some private organisations have even become default providers for certain data, with unclear requirements around if this data can be provided to the public administration. In Belgium, organisations at arm’s length from government, such as the data banks play a major role.

This complex tapestry means that data products are ultimately provided through a fragmented set of interfaces and databases, with little to no signposting. This can make it difficult for researchers requiring specific data to know where to look. Poor governance of these sources also means that metadata information systems are rarely kept up to date or compatible for linkage. This, combined with the fact that

lack of collaboration between different data providers leads to data obtainment processes varying across providers, means that successful data requests often require simply knowing the right person. There are some efforts to introduce digital tools able to overcome such issues – for example, in Belgium, there are some experiments on having administrative data on a Remote Access Server, which would remove the need for organisations to have to transfer data to each other for any exchange. However, in many cases such experiments are in their early stages.

A researcher's job is likely to be even more difficult if they need to combine different data sources. Decentralised systems and lack of collaboration across data holders mean that data quality, data definitions and metadata (even when they are kept up to date) can all vary significantly from source to source. As such, comparability, let alone integration, can be a significant challenge. In many cases, data sources were developed via external procurement for administrative service delivery purposes, meaning the knowledge on how to combine them with other datasets for research purposes is often lacking altogether. This is exacerbated by the fact, mentioned above, that in some cases data providers have strong senses of ownership over their data, and are thus unwilling to work collaboratively. Furthermore, the mismatch in timeframes often found between access to data for research purposes and policy needs can lead to issues where data production takes too long for it to be used for policy emergencies or emerging priorities.

In some cases, this difficulty in accessing registers can have significant unintended consequences. In Estonia, low ease of access has led to people trying to circumvent the official system, going to agencies with one or several registers, which has led to the creation of warehouses in these agencies which do not always fully follow GDPR. This caused a scandal in 2023 where a think tank obtained the information of thousands of childless Estonian women, sent them a questionnaire with personal and sensitive questions, and asked to link survey data with national registry data of the respondents.

These issues and their ramifications are fully recognised in many of the seven countries. Several have started taking action to remedy them. Open data initiatives in the Czech Republic have obliged certain datasets to be published and have provided the impetus for bodies to start identifying, managing and publishing their datasets. Furthermore, the newly established Digital and Information Agency is implementing data management principles across the state administration. In Greece, the National Documentation Centre, with EU support, develops and organises repositories and databases on published scientific research also megatrends indicators. Latvia's central Open Government Data Portal has also significantly increased ease of access to many data sources and represents a strong step in the right direction. Lithuania's recent data governance agency represents another innovative good practice.

While these initiatives to create more open, accessible data sources are important, it is also vital that solutions are put in place for access to data sources that can't be made fully open due to privacy regulations, but that can nevertheless play an important role in EIPM. Among the seven countries, a strong example of such an approach can be seen in the Netherlands, where, while different government entities do own their own data, the central statistics agency has access to it all, making the access process for researcher significantly easier. It may also be useful to provide some comparative examples beyond the seven countries in this area, as the United Kingdom provides another strong example of how to ensure coherence and integrability of different data sources, through its statistical authority, mandating that data are compliant with an extensive code of practice if they are to be approved as official statistics (see Box A.B.4 in Annex A).

Box 3.7. Netherlands Statistical Practices

As part of the 2018 Dutch Digitalisation Strategy, the government launched the Data Agenda Government, (NL Digital) outlining plans to improve the management of personal data, open data, and big data, leveraging analysis and integration for informed policymaking, and addressing societal challenges. Implementation responsibilities were shared by central and local governments, with co-ordination by the Ministry of the Interior and Kingdom Relations (Kingdom of the Netherlands, 2022[12]).

The Dutch Statistics Agency (CBS) also has access to data from across government, and thus can ensure standardization. It provides a portal for scientific researchers at Dutch universities to access microdata for research purposes. To access the data, which is stored on remote servers after the CBS removes all individual identity description elements, the researchers must follow a multi-step process submitting a proposal for research, which is reviewed by the CBS, before they receive a physical personal token on loan to access the data remotely.

The success of the Data Agenda government saw a follow-up strategy, the Intergovernmental Data Strategy (IBDS). The programme delivering its implementation – Realisatie IBDS - includes projects such as the Advice Function Responsible Data Use, Data Dialogues, Federated Data System, Data Catalogue, and an intergovernmental knowledge centre. These initiatives contribute to the practical implementation of the IBDS and foster a dialogue on responsible data use in the public sector.

Source: (Government of the Kingdom of the Netherlands, 2022^[30])

Balancing legal and privacy constraints with the value of evidence

All EU Member States are covered by the General Data Protection Regulation (GDPR), and in general ensure the security of the data they have responsibility over. However, it is important that they strike a balance between such privacy concerns and the need for researchers, both inside and outside government, to have access to data to provide the necessary evidence to design economic and social interventions and provide citizens with quality public services.

In the seven countries, while universities and research institutions have the theoretical right to request more detailed statistics, legal and administrative hurdles can mean that obtaining data can be very difficult. To name just a few examples, the process can involve requiring express permission from a data protection authority and even an ethics committee, as is the case in Estonia, or permission from Parliament with a precise explanation of what the data is authorised for, as is the case in Latvia. In some cases, as reported in Greece, legal risks can mean that public servants are often reluctant to provide data without explicit permission from senior staff, even when the data request in question is legitimate. Such strict interpretations of privacy issues can also exacerbate data integration issues. In many cases, technical capacity and even willingness to link different data sources is present, but the stringency of the data access process can make it difficult to do so.

Interpretation of privacy laws can also be inconsistent. In many countries, including Belgium, the Czech Republic and Greece, guidance for data holders on use of data and data sharing is limited. This means that decisions to grant data access are treated on an *ad hoc* basis and can be somewhat dependent on personal contacts – indeed, knowledge of individual datasets is often concentrated in single individuals, meaning without knowing this person access can be close to impossible. Furthermore, data approval processes are not always transparent, increasing the risk of subjectivity within the process. There is also generally a lack of resources and guidance – in some cases, a lack of resources means that there are

staffing gaps to help researchers through the data access process, while in others, fear of making a mistake and facing legal repercussions means employees of data institutions can be hesitant to help.

This combination of strict and inconsistent interpretations of data privacy regulations along with lack of guidance can mean that government analysts and academic researchers alike often find gaining access to data an arduous and time-consuming process – well over a year in some cases. This means that research questions often need to be answered with old data, as researchers are unable to wait to gain access to the data they need due to output and funding deadlines. This in turn, means that sufficiently granular data can be very difficult to access, leading to situations where policy analysis cannot be fully developed in a way that could help to target specific populations.

There is therefore a need to clarify any legal and operational ambiguities regarding data management and data sharing. The example of the Netherlands in Box 3.7 is also relevant here – by combining centralised co-ordination with local implementation, ensuring consistent data governance while allowing tailored approaches, and by a thorough yet clear-cut vetting process for any data access requests, the Dutch government strikes an effective balance between accessibility and privacy. Beyond the seven countries of the project, another strong example is France Secure Data Access System (Box A.B.4 in Annex A) which takes great lengths to ensure that data remains anonymised and well-secured, while ensuring internal coherence and thus ease of access to approved researchers. It offers a concrete good practice example of striking an effective balance and securing access to linked data for policy analysis.

Improving intra-organisational communication and transmission of evidence

Effective intra-organisational communication and evidence transmission are essential for EIPM. However, while analytical capacities exist to varying degrees within the ministries of several of the seven countries, these capacities tend to be fragmented across several teams and departments, resulting in scattered expertise that is challenging to co-ordinate. This is evident, for example, in Lithuania, where while a few ministries, including the Ministry of Agriculture and Ministry of Economy, have dedicated analytical units, most ministries lack such analytical units. A similar situation exists in Latvia, where only the Ministry of Economics has a dedicated analytical team. While other ministries do handle evidence, they do so sporadically and as a secondary responsibility, limiting their ability to systematically produce or use evidence. The Czech Republic faces a comparable issue, where analytical work is often confined to domain-specific departments, with some exceptions where one analytical team serves other departments, as is the case with the Ministry of Industry and Trade, which provides statistical services. The Czech Republic's VAU has also helped expertise and evidence transmit across government, although as discussed previously, the fact that ministries are not required to collaborate with it means that its scope has not reached its full potential. However, overall analytical capacity remains imbalanced across ministries, meaning external expertise is often required.

In Greece, the limited availability of centralised knowledge-sharing systems is compounded by the fact that scientific personnel, though present in many ministries, often lacks clear roles in central policymaking. While the Ministry of Foreign Affairs provides an exception, with an institutionalised role for scientific personnel, most ministries fail to integrate their expertise into broader organisational knowledge-sharing processes.

Even where such dedicated analytical units do exist, siloed organisational structures can mean that evidence remains confined to specific departments. Belgium's experience reflects this challenge – as above, ministries often rely on external aid, not because they do not possess the skills to undertake the analysis needed, but because there is no capacity for such information to be distributed, as analytical functions within ministries often operate in isolation. While there are some strong examples, such as the Ministry of Economy, which has developed internal observatories to share evidence across directorates, in most cases ministries lack such structures. In the Czech Republic, these issues are compounded by

functional specialisation along professional lines, resulting in limited cross-functional teamwork and sometimes siloed evidence practices.

Inadequate resources and influence can also inhibit the ability of such units to effectively contribute to EIPM. In Lithuania, as mentioned above, some planning units have dedicated analytical teams. However, their small size means they often do not have the authority and resources necessary to effectively support decision making. In the Czech Republic, analytical teams are sometimes integrated within strategic planning departments. However, as many such teams are often at early stages of their development, there can be a lack of clarity regarding their influence in the policymaking process, further compounded by limited resources that restrict their functionality.

Action has been taken to address this challenge. For example, the Czech Republic and Latvia have recently set up units close to the centre of the Government to provide a core “anchor” capacity for such analytical work and support the line ministries with significant cross sectoral expertise. In the Czech Republic, the government created the Government Analytical Unit, a cross-sectoral team of analysts providing analytical support for units within ministries. While it currently predominantly focuses on Regulatory Impact Assessment, the ambition is to create a high standard of analytical work more generally within the public sector. In the Netherlands, the directors of major advisory bodies, such as WRR, and the Planning agencies participate in senior meetings with Ministry executives. In Ireland, the Irish Government Economic Evaluation Service (IGEES) provides a cross-cutting function, organising seminars such as the Dublin Economic Evaluation meetings, and a broader support function to IGEES analysts working in line ministries. Similarly cross-cutting support and analytical functions exist through the French Statistical Institute, INSEE, and its network of economists and statisticians across ministries.

These examples highlight the value of a “Hub and Spoke” approach, where units across governments support intraorganisational communication and transmission of evidence. Such an approach can be organised by central government or within ministries, to ensure that smaller teams are connected to the main hub of expertise and analysis in the ministry.

Building capacity at inter-organisational and systems level

Understanding and developing the role of tools and frameworks in enabling implementation EIPM practices

Effective EIPM relies on the integration and application of robust tools and frameworks. In particular, *ex ante* impact assessments are crucial to ensuring that unintended consequences of novel regulations are kept in check, thus minimising the negative effects of proposed regulations and ensuring that new proposals are able to be as effective as possible. Strong evaluation practices can help ensure policies and regulations remain effective and reduce unintended consequences, through *ex post* evaluation. Strategic foresight helps policymakers make decisions based on a broader understanding of future possibilities. This section therefore discusses the use of these three tools in the seven countries forming part of this project. It finds that while guidance is frequently in place, there are often inconsistencies between intended models and the reality of implementation.

Impact Assessments

All countries in the EIPM project reported, to various extents, that they have guidelines for regulatory impact assessments (RIA) in place. However, they generally report a discrepancy between what their guidelines aim to achieve and the capacity of these guidelines to ensure that regulatory impact assessments are effectively informed by relevant evidence. In Greece, for example, while guidelines on impact assessments for primary laws exist, their successful implementation has proven to be challenging, with guidance not well-integrated into the policymaking process. Similarly, while the Netherlands’ impact assessment

framework is meant to be used for policy processes, in reality policymakers often did not feel a strong urge to use it. However, new guidance was developed in the Netherlands during the course of the project related to the “Kompass”, with the intent to strengthen the implementation of the requirements. Guidance also exists in Latvia and in Belgium, in both cases requiring impact assessments to capture a wide range of economic, social, and environmental impacts. In Belgium, the RIAs produced are generally conducted after all decisions are made and can be lacking in quality and rigour. In Lithuania, impact assessments must be conducted for new legislation and substantive changes to existing legislation, while guidelines in the Czech Republic stipulate the need for comprehensive collection and analysis of data when assessing potential impacts of proposed regulations. However, Lithuanian ministries sometimes carry out such impact assessments during or even after the drafting of the relevant legislation, while in the Czech Republic, incorporation of evidence and scientific expertise has been limited to date.

While such guidelines are also, in many cases, intended to ensure uniformity in approaches to RIA, several countries see variation in such approaches across different government bodies. As examples, Estonia and the Czech Republic both report that the quality of impact assessment reports can vary significantly, and that there are inconsistencies in how guidelines are applied. The findings of the Estonian report identified that, despite the guidelines, many impact assessments were perceived to fall into a grey area, where it was not clear how much scientific data would be needed to carry them out, whether they would be eligible for funding, and whether they should be conducted internally or externally. Similarly, in Greece, impact assessments are not conducted within a systematic framework, and there is need for further guidance material and familiarisation with relevant processes.

Such a discrepancy between guidelines and implementation is also evident regarding proportionality principles. These principles offer guidance on how thorough impact assessments should be for different types of regulation, with more attention needed for regulations with major economic, social or environmental impacts. Therefore, proportionality is crucial for ensuring that resources are allocated in an efficient manner. Both Latvia and Lithuania make use of guidance that says resources must be proportional to the impact of the legislation, with Lithuania compiling a list of high-impact draft legal acts. However, in both cases this guidance has not been fully absorbed by the ministries – in Latvia, impact assessment format and analysis tend to be broadly the same for all draft laws, while in Lithuania impact assessments appeared unlikely to be conducted for most of the acts in the high-impact list. In Belgium, a proportionality principle does not exist at all, meaning analytical resources do not necessarily correlate to the issue at hand, making it harder for federal ministries to effectively target their resources.

These discrepancies between guidance and reality can create broader issues. While in many countries there is a formal requirement to conduct Regulatory Impact Assessment, often, implementation of impact assessment guidelines tends to be seen by policymakers as an add-on, rather than an essential part of policymaking. Indeed, ministries in several countries view impact assessments as a formal exercise. This means that even where RIAs are conducted, they are done in a formalistic manner, with little effort to integrate their findings into the policymaking process. Reasons for this vary – in some cases the pressure for policymaking to happen at a fast pace means that attention isn’t paid to perceived ‘extra steps’ such as RIA, while in others the perception is that the results of such assessments are unlikely to be considered in policymaking decisions, meaning civil servants are not motivated to pay attention to them. In others still, such as Belgium, the process is viewed as a way to verify political decisions, as opposed to scrutinise them and present alternatives.

Another key issue is that of stakeholder engagement. Several countries have, to varying extents, good practices here. Stakeholder engagement is incorporated into the RIA process in Estonia, with consultations with practitioners, researchers, and other stakeholders, as well as the requesting of additional research. In Greece, public consultation is a requirement for primary laws, with draft laws frequently posted on their consultation portal and guidelines on how to conduct stakeholder engagement provided. In the Czech Republic, the impact assessment system is transparent, with all legislative drafts submitted to the government published on a portal accessible to the public. However, all countries would benefit from a

greater, more diverse level of stakeholder consultation, including from traditionally underrepresented groups. In Latvia, the development of the Single Portal for Development and Harmonisation of Draft Legal Acts has allowed the country to greatly improve its public consultation practices (see Box 3.8), although evidence on such consultation leading to substantive alterations of impact assessment documentation is limited. In Belgium, there is a system of strongly organised consultation, with defined and well-structured stakeholders. However, outside of these stakeholders, the system is not necessarily inclusive. Furthermore, there is no portal to allow people to follow and comment on the preparation of regulations.

Box 3.8. Latvia's Single Portal for Development and Harmonisation of Draft Legal Acts (TAP)

The Single Portal for Development and Harmonisation of Draft Legal Acts, known as the TAP portal, provides the public with opportunities to follow all stages of legislative drafting. In 2021, the Cabinet of Ministers approved a regulation mandating any ministries drafting a regulation to publish a notification on the possibility to participate in the consultation process on this portal. This notification has to be published no less than 14 days before official submission of the document. Any interested party may take part in the consultations, including individuals, companies, and Non-Governmental Organisations. This has increased the transparency of the law-making process and allows various stakeholders to contribute to the drafting process in a clear-cut manner. Furthermore, it allows different organisations with different specialisms to contribute to legislation, allowing different types of evidence to be used.

Source: (State Chancellery, 2021^[311])

In some of the countries, impact assessments conducted are overly qualitative in nature, with limited quantitative analysis. This is the case in Belgium and Latvia, where they only see quantitative requirements for analysis of administrative burdens. This lack of quantification also means that assessments are rarely based on hard data – although this is in part due to difficulties in accessing the necessary data (see relevant section). Furthermore, there is little utilisation of cost-benefit analysis and other methodologies. While qualitative assessments are important and necessary, this lack of quantification can reduce the usefulness of an impact assessment, in particular when it comes to comparing the regulation in question with possible alternatives.

The issues that many of these countries face are well recognised. Several countries are taking steps to remedy them. For example, in several ministries in the Netherlands, CSOs have organised activities to stimulate the uptake of impact assessments, while the 2023 update of the Policy Kompas ensured it was supervised by an interdisciplinary team from different ministries, ensuring it is applicable to a variety of contexts (see Box 3.9). In 2021, Estonia's impact assessment methodology was updated to clarify the different stages of carrying out an impact assessment. Recognising the issue of consistency and uniformity. In Lithuania the government aims to clarify the legislative process for decision making, and establish a unified legislative monitoring system, to ensure that legislative processes are organised in a coherent manner.²

Box 3.9. Network of officials to improve regulation in the Netherlands

In the Dutch Government, to facilitate information exchange across ministries for the RIA process (entitled the “Policy Compass”), there is a cross-departmental Policy Compass working group that meets monthly to exchange best practices. Representatives of the expertise teams from all departments are members of the working group. The composition can change depending on the agenda. The chairmanship and secretariat of the working group lies with the directorate of the Ministry of Justice and Security.

In addition, the working group prepares the agenda of the more senior Policy Compass Steering Group, which meets several times a year and consists of directors of all departments, from policy directorates as well as implementing organizations and supervisors. Furthermore, each department has a team that ensures that there is sufficient knowledge and expertise in the organization to be able to use the Policy Compass effectively. This team, also known as the expertise team, can support users with advice and assistance in applying the Policy Compass.

Source: (OECD, 2020^[32])

Ex post evaluation

Evaluation practices vary significantly across the seven countries involved in the EIPM project, often reflecting differing levels of prioritisation, resources, and guidelines. In Estonia, such evaluations are rare, with no mandatory framework or standardised methodology, although there is an increasing recognition of its importance, as evident through its identification as an important goal in the National Development Strategy 2035. Latvia similarly lacks a systemic programme for *ex post* evaluations – while guidance on conducting such evaluations is in place, it is not enforced. This, along with limited analytical capacity, means such evaluations are rarely conducted effectively. The Czech Republic also provides voluntary guidelines, although the Czech government has committed to applying them more widely. Belgium shows some isolated instances of effective evaluation—such as through the Court of Audit—but lacks cohesive co-ordination and a strong demand for evaluations across government. Greece remains unsystematic in its evaluation approach, underscoring the need for integration into policymaking. These findings point to persistent gaps in institutionalisation of evaluation, an issue recognised in the 2022 OECD Recommendation on Public Policy Evaluation, which calls for the carrying out of evaluations in a systematic manner, and for planning it early on in the policy process.

Some countries have made significant strides in the evaluation field. In 2018, the “Operation Insight into Quality” initiative in the Netherlands led to the Strategic Evaluation Agenda (SEA), requiring ministries to outline four-year evaluation plans. However, inadequate resources often limit the agenda’s efficacy. In 2023, Lithuania’s Ministry of Finance approved Methodological Guidelines on Evaluation, defining evaluation processes and highlighting evidence gap identification. Latvia and the Czech Republic have set up analytical units close to the centre of government with the aim to support the implementation of policy evaluation, or even contribute to high profile and high impact evaluations.³

Mobilising strategic foresight to inform policy development

The use of foresight practices for EIPM purposes also varies significantly, with some countries developing sophisticated approaches while others are in early stages of implementation. The Netherlands has a longstanding tradition in forward-looking approaches, with the establishment of the WRR in 1972 and other, more recent enhancements, such as the Rathenau Institute’s recent publications examining policymakers’ anticipatory practices. However, there is no central in-house foresight unit or dedicated team at the level

of the national government. Estonia's Foresight Centre, founded in 2017, operates independently of government, enhancing its ability to provide unbiased insights. While it influences the political discourse, as evidenced by its inclusion in party programmes, its collaboration with ministries remains limited in practice. There is also a lack of foresight training among the teams in the ministries. Greece's new Special Secretariat of Foresight provides advice on emerging challenges and opportunities at the centre of government, though its novelty and need for skilled staff mean it will require time to gain influence.

In Latvia, while policy planning is well-developed, it does not necessarily imply substantive foresight efforts in many cases, beyond mechanical planning approaches as required to meet European Commission funding requirements. Only some ministries incorporate analytical forward-looking approaches into their planning programmes via use of modelling. The Czech Republic also has decentralised foresight practices, most notably related to R&D, regional development, and environmental policy, with methodological guidelines acknowledging foresight's value. While a cross-ministerial unit exists, it does not co-ordinate effectively. In other country cases, strategic foresight exists, but tends to be isolated to very few areas of government. For example, Lithuania institutionalised the application of strategic foresight through developing the State Progress Strategy "Lithuania 2050" (Nakrošis et al., 2025^[41]). The institutional structure includes a range of institutions across the executive, the centre of government and Parliament. STRATA serves as a partner for other institutions in integrating future-oriented approaches (OECD, 2025^[33]). Similarly, while Belgium's Federal Planning Bureau has strong foresight practices, use of strategic foresight outside the Bureau are limited. A particularly strong example of a well-organised foresight system can be found in a European country beyond the seven involved in the project, namely in Finland, where many foresight capacities across different ministries and policy areas of government combine the Finnish National Foresight Network and do inform future coalition agreements and coalition programmes (Box A.B.6 in Annex A).

Strengthening co-ordination of EIPM practices across government

Many countries face significant challenges in co-ordinating EIPM practices, resulting in inefficiencies, duplication of efforts, and a lack of alignment across ministries. This is often due to strong functional specialisation along professional lines, and little culture of cross-silo project working. The need for cohesive, whole-of-government strategies that promote collaboration and ensure the effective use of evidence in policymaking is thus increasingly urgent.

One significant challenge regarding co-ordination of EIPM practices is the fragmentation of advisory networks and policymaking bodies. Many such bodies exist, and while they generally perform effective roles within their area of competence and specialisation, lack of co-ordination means their roles often overlap. In Estonia, the Science Adviser Network aims to improve the capacity of research and development institutions to conduct socially relevant research, while another network, the Coordination Network for Research and Development, is intended to discuss all relevant R&D issues, using a whole-of-government approach. However, many members of the Estonian government find the distinction between these two networks to be blurry, contributing to uncertainty and inefficiency in how evidence is mobilised across the two.

This fragmentation is not unique to Estonia. In Latvia, advisory bodies often operate within narrowly defined policy domains, limiting their ability to address complex, multidisciplinary issues that require comprehensive evidence. While numerous advisory bodies exist, they typically focus on specific areas, such as economic or social policy. This results in a siloed approach that hinders collaboration between different sectors and agencies. This highlights the need for more spaces for multidisciplinary discussions, emphasising the importance of integrating diverse expertise in policymaking processes. Similarly, there is a perception in Greece that the horizontal operation of the administration needs to be strengthened, with few interorganisational networks dedicated to mobilising Evidence and EIPM practices. Although each ministry has specialised scientific personnel embedded within their structures, there is no cohesive network

across ministries. In Lithuania, the absence of a central co-ordinating body results in ministries navigating EIPM practices independently. This lack of overarching guidance increases the risk of duplicative research efforts and inconsistent evidence use.

In some cases, cross-domain advisory bodies do exist, and they are starting to integrate and develop EIPM approaches. In Belgium, the Economic Council has a broader mandate and greater capacity for cross policy engagement across the economic and social issues and is currently expanding its capacity to co-ordinate on matters related to addressing the need for the green transitions. On the positive side, Belgium's Science Policy organisation funds a range cross-institution initiatives and has made a priority in its strategic workplan, which remains subject to funding constraints. In the Netherlands, several networks exist that try to foster co-operation between ministries, including an informal network of CSOs. However, knowledge providers feel that it would be beneficial if networks around EIPM were stronger, particularly when it comes to multifaceted issues such as green transitions and migration. Lithuania also has several networks, including an evaluation co-ordination group, a network of strategic management co-ordinators, and a network of citizen services.

While overarching EIPM co-ordination organisations and mechanisms are rare, several sector-specific organisations and mechanisms exist. In the Czech Republic, for example, the Research Development and Innovation Council plays an important role in identifying priorities for research and co-operating with different institutions working on Research and Development. It thus plays a valuable role in the evidence-for-policy ecosystem in the country. In Estonia, the establishment of the Research and Development Council (TAN) plays a crucial role in guiding national development policy and advising the government on matters related to research, development, and innovation. While this Council focuses on shaping policy for science rather than synthesising scientific policy decisions, its existence highlights the importance of high-level structures in facilitating evidence access.

The Netherlands has a rich and well-developed landscape, although it is also fragmented and characterised by silo-thinking. It is thus difficult for the demand side to have an overview of which knowledge resides where, and for many suppliers to have an overview of how their work could complement that of other suppliers. While some actors effectively work across siloes, they can have difficulty in finding the right recipient for their output due to silo-thinking and low absorption capacity on the demand side. In Lithuania, the Expert Committee of Science and Higher Education Policy in the Research Council of Lithuania effectively provides recommendations on improvements for the science and higher education system. However, its role could be expanded to a general evidence-for-policy platform providing policy relevant advice and analysis in different policy fields. Finally, in Greece, a number of structures for the mobilisation and analysis of data are established in the field of economic and social policies, with the Council of Economic Experts and the Unit of Experts in Employment, Social Insurance, Welfare and Social Affairs (MEKY). While the existence of all these organisations is valuable, their sector-specific scopes mean they do not always aid in overcoming the siloed way of thinking that often acts as an obstacle to effective co-ordination of EIPM practices, and they cannot be fully counted as interorganisational structures.

There is generally a recognition of the issues this siloed approach to EIPM causes, and efforts to mitigate it. In Latvia, for example, the Cross-Sectoral Coordination Department's aims to improve co-ordination by creating a unified space for evidence-based discussions across ministries. In the Czech Republic, the Government Analytical Unit (VAU), discussed previously, represents a strong step in the right direction. The Unit has several functions, including helping policymakers and analysts in ministries with various problems related to analysis for policymaking. The existence of a central organisation with such a role has great potential to harmonise practices, processes, and approaches to EIPM across government, facilitating greater co-ordination. However, role, functions and mandates of the VAU are not formalised, and collaboration with ministries is voluntary and thus can vary from ministry to ministry. In Lithuania, the Office of Government has developed an informal network of civil servants who fulfil analytical functions spanning all line/sectoral ministries, encouraging the exchange of knowledge. Furthermore, the Office of

Government has established a working group spanning several government organisations to address the economic consequences of Russia's war in Ukraine, which facilitates the utilisation of analytical capabilities to deliberate an evidence-informed policy response.

The COVID-19 pandemic provided strong impetus for cross-coordination approaches of EIPM. In Greece, for example, the National Public Health Organisation (EODY) operated as a central hub for EIPM. In Belgium, some sectors with more developed use of scientific evidence, such as Public Health, did see increasing collaboration. As a result, several key knowledge institutes in the health sector have built on the links made during COVID-19 and intend to continue strengthening these collaborations and identifying topics that they can all work on.

Co-ordination heavily relies on the proper mapping of existing organisations and, if necessary, of organisations that need to be established when they are missing. Some organisations operate within government as 'in house' advice, enjoying privileged access to information before it reaches the public sphere. These organisations have a policy relevant agenda, and their mandate is clearly one of an advisory organisation with evidence as its basis. The other locus can be found on the other end of the spectrum, in research organisations external to government, or in political institutions that in addition to their research agenda produce policy-oriented research and respond to critical policy questions. Their profile tends to be that of a research organisation with relevance to policy. Identifying the scope, capacity, and focus points of these organisations, is an important starting point for then highlighting where research gaps exist.

However, there is not necessarily alignment between the timelines of research and policymaking, which can hinder their policy impact. The more distant the knowledge brokers are from the political level, the more independence they enjoy. They also tend to enjoy higher resilience, given their distance from the political level allows them to remain unaffected by political turbulence and changes of government. On the other hand, these organisations, situated outside political structures, need to work harder to formulate a policy relevant agenda and to ensure an 'effective hearing' process from the policymakers that will increase the potential of their research outputs to achieve an impact. In addition, they need to invest extra efforts and resources to effectively sense and have access to the evidence needs of policymakers. This extra effort usually involves interaction with reliable policy networks and constant evaluation of policy debates in the public sphere. Interactions with the international level in terms of data and expertise can also provide some form of a unifying framework, as scientific results and evidence can also be valid and relevant across borders, though local circumstances must of course be taken into account.

Nurturing an EIPM-conducive culture in public administrations

Promoting good knowledge management and governance of evidence

Good knowledge management and governance of evidence reduces the barriers to entry for its uptake, incentivising such uptake and thus helping to foster a culture of evidence use. One key aspect of good governance is adequate capacity to effectively track, store, and share evidence. Any research conducted for policy purposes should be noted and logged in such a way that different teams can use it, and understand what it was previously used for, with ease. It should also be stored so that it can be referred to at a later date.

Such systems are relatively underdeveloped in seven countries of the EIPM project. Almost all countries reported either not having research tracking and storage systems in place or experiencing deficiencies with their systems. Where such systems do exist, they tend to be isolated examples – for example, a unit within the Department of Labour in the Czech Republic keeps track of all research performed within the line ministry, while the Ministry of Social Security in Belgium maintains a knowledge cadastre to keep track of ongoing and recently completed research. In both cases, the research that is kept track of is specific to the organisation itself. The Netherlands also reported that it lacks formalised structures for archiving evidence systematically. In other cases, such as in Latvia, centralised databases do exist, but awareness

and use of them is very low and they remain limited to publicly funded research. This leads to situations where knowledge tracking is inconsistent and recall of previous research is dependent on individual memory rather than institutional memory.

Another important component of good co-ordination and governance of evidence is ensuring quality standards across government, both in terms of the quality of evidence and evaluations and in how evidence is to be used. To do this, it is important to have clear, well-developed, and widely followed guidance documents and frameworks in place so that policy analysts have strong points of reference. Generally speaking, guidance documents for policy processes are relatively common in the EIPM countries – the Czech Republic, for example, has developed various methodological guidance documents, including for Regulatory Impact Assessments (see dedicated section) and EU-funded projects, while Greece's Integrated Plan of Government Policy includes annual action plans for each ministry. However, while such guidance certainly has the potential to have a positive impact on EIPM, it does not necessarily include explicit quality standards for evidence, or for its use. Such standards can also have value in guiding policymakers on how best to commission evidence from research organisations.

Where evidence-specific documents do exist, they are often not compulsory. For example, in the Czech Republic, one methodology provides guidance on the evidence required to define a problem when preparing strategic documents. However, it is not binding, and as such its deployment varies. Similarly, the Netherlands' Toolbox for Policy Evaluations, designed to support evidence-informed evaluations, has seen its application vary across departments, leading to inconsistencies regarding if and how evidence is integrated into the policymaking process. Other cases lack enough concreteness, such as Estonia's National Development Strategy, which recognises the need for increased use of research in decision making but does not provide an action plan on how to reach this goal.

On the other hand, Lithuania's Analytical Information Library provides a good example of effective evidence storage (Box 3.10). Similarly, Latvia also runs a government wide library of evidence.

Box 3.10. Lithuania's Analytical Information Library

The Analytical Information Library (AIL) is a collaborative effort between the Government Chancellery, the Government Strategic Analysis Centre, and the Martynas Mažvydas National Library of Lithuania. The AIL aims to facilitate EIPM and promote the use of research in the field of public administration. AIL provides digital access to approximately 1,700 publicly funded research reports, policy assessments, and analytical studies produced in Lithuania between 2000 and 2023. By hosting a comprehensive collection of research in one accessible platform, AIL helps avoid duplication of efforts and encourages decision makers in the public sector, including politicians and employees of ministries and municipalities, to utilise evidence in analysing societal trends and formulating policy decisions. The platform fosters a culture of evidence-informed governance, aligning academic research with policymaking efforts, and serves as an essential resource for effective policy development, implementation, and evaluation. With continuous updates and future expansion, AIL is poised to become an integral part of the country's public information resources and data system, fostering effective communication between policymakers, researchers, and intermediary organisations.

Source: (Nakrošis et al., 2025^[4])

Identification of knowledge needs at a cross-ministerial level is also key for the effective governance of evidence. However, existence of such cross-ministerial knowledge planning is rare, although several organisations within the seven countries have their own knowledge agendas. In Belgium, the Ministry for Social Security has an annual research agenda which aims to finance policy-oriented academic research in relevant domains, based on evidence needs. However, there is no whole-of-government annual working

plan to identify evidence needs. Similarly, in the Czech Republic, the Ministry of Labour and Social Affairs supervises two government-funded public research organisations which perform research and co-operate with the line ministry, whose individual departments agree on a research agenda with the institutes for a two-year period. However, nothing like this exists at the whole-of-government level.

Perhaps the best example of cross-ministerial knowledge needs being addressed can be found in the Netherlands. Here, the Dutch Research Agenda, established in 2018, aims to jointly ensure scientific and societal impact, and is carried out across the entire knowledge chain in an interdisciplinary manner. On top of this, certain individual ministries do their own knowledge planning – for example, the Ministry of Social Affairs has a knowledge agenda to set plans for the next year, and is discussed every six months, bringing together policymakers from across the whole ministry.

Conflict of interest mechanisms are also a key facet of good evidence governance – without them, the risk of political or other types of capture can significantly undermine the legitimacy and uptake of evidence in policymaking. Existence of such mechanisms varies significantly across the seven countries. In Belgium, a few advanced knowledge broker organisations, namely KCE and Sciensano, require conflict of interest declarations. In Estonia, conflict of interest of scientists was identified as a major issue – in particular, the fact that many scientists have difficulty understanding their role in the policymaking process means that they end up acting as advocates of their own scientific field or institution, rather than acting as an independent expert. In the Czech Republic, the regulation of conflicts of interest for advisory bodies remains unclear.

Ensuring recognition of the value of EIPM through leadership

For EIPM to be effective, political factors and executive leadership must align with and actively support evidence-informed approaches. Political support and leadership of EIPM not only sets a precedent for evidence-driven decision making with a long-term view, but it also promotes a culture of learning and adaptation within government, enabling policies to evolve in response to new information and shifting societal needs.

However, in many cases, a political focus on short-term achievements over sustained, evidence-backed decisions is a significant barrier to EIPM. In several countries, political timelines and the pressure to deliver quick legislative results encourage rapid policy output that often does not provide sufficient opportunity for integrating evidence into decisions.

In some of the seven countries, for example in the Netherlands, Belgium, and Latvia, coalition governments may create a specific context for the uptake of evidence in policymaking. In particular, while there might be significant demand for evidence when such coalition agreements are crafted, the window for supplying evidence is often very short. In the Netherlands, perception of knowledge as a commodity able to be supplied by consultancies has led to a loss of substantive knowledge within ministries, an issue exacerbated by an emphasis on generic skills over knowledge in specific subject areas. This issue is compounded by excessively high staff rotation amongst civil servants. Staff rotation in and of itself can have positive impacts such as sharing expertise across government, and preventing the forming of siloes. However, when rotation periods are too short, civil servants end up not having enough time in a team to fully gain such expertise, and this can also impact organisational memory. For example, Greece suffers from the fact that policy formulation and design is usually entrusted to Ministers' offices, and therefore is generally carried out by political advisers. As previously discussed, this is exacerbated by the lack of career incentives among civil servants to invest in skill development, as generally possession of such skills is not rewarded as compared to managerial paths.

However, the project also shows that foundations needed for a pro-EIPM culture already exist. In Estonia, findings from the project show that public administration staff are often highly educated, interested in learning, and in favour of using evidence in their decision making. The Netherlands is working on strengthening the use of evidence with the introduction of the Policy Kompas. In Greece, while experts

have historically had only a marginal role in the decision-making process, there is rising consensus over the importance of evidence in policy, and indications that politicians increasingly seek to involve experts in policymaking. In the Czech Republic, despite frequent preference for personal experience over research findings by public officials, there is a long-established tradition of using, to some extent, research in policymaking. There is also growing awareness of EIPM in Belgium, Latvia and Lithuania, including as a result of this project.

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Notes

¹ As clarified earlier the engagement with citizens and stakeholders was not a particular angle of analysis in this project. However, the trainings have made strong reference in the importance of engaging with citizens early in the process to grasp public attitudes towards policies and inform policies with citizens perspectives.

² These steps are consistent with the broader picture offered by the latest 2025 OECD regulatory outlook, which allow to put these efforts to strengthen RIA in a wider perspective, with Lithuania, Estonia and the Netherlands among the countries to have pursued recent reforms to improve their RIA frameworks (OECD, 2025^[34]).

³ The 2025 *OECD Regulatory Policy Outlook* also offers some cross-cutting wider information in terms of the *ex post* evaluation of primary laws and subordinate regulations (OECD, 2025^[34]). Often, several issues remain. *Ex post* evaluation tends to follow long timeframes and be-resource intensive, rather than the shorter, more frequent, and lighter-touch rapid evaluations which would be more appropriate to fast-moving policy processes. Furthermore, in most countries evaluation considerations are not integrated at the design phase of policies, which limits their effectiveness.

4 Policy implications and the way forward

This chapter outlines forward-looking policy pathways to supporting an agenda for EIPM in the future at European Level. Building on the findings from the project, these include focusing on the professionalisation of knowledge broker functions, maximizing the potential of AI, better assessing the impact of EIPM and ensuring commitment to use of reliable information with integrity. It also emphasises the importance of building new communities of practice. Finally, the chapter highlights future contributions from the JRC and OECD in these areas moving forward.

The need for building new communities of practice

The EIPM project has shown that all participating countries – regardless of the development status of their EIPM ecosystem – could make substantial progress to their EIPM practices. The systemic nature of EIPM requires bringing all the relevant parties to the table, either at national or international level.

At the inception of the project, each country set up co-ordinating committees involving representatives from various beneficiary organisations, who would meet regularly to share ideas and provide feedback to the JRC and OECD. Building this common space for dialogue in a systematic way across the seven countries allowed the project teams to identify many common challenges and key EIPM ecosystem functions. These insights were also shared across countries, as reflected in this final report.

There is a clear value in continuing to invest in such communities in the future, both at national level and at the European level and beyond. These can help support EIPM ecosystems at an EU level, helping foster knowledge exchange and benefits from common resources.

Inspired by the connective strength of this project, the JRC will be working together with SG REFORM and the European Commission DG for Research and Innovation to build a European EIPM Community of Practice, which will serve as the central hub for Europe's knowledge brokerage. The Community of Practice should serve as a platform to jointly work on the future science-for-policy agenda. It will connect knowledge brokers, policymakers, researchers and other stakeholders dedicated to improving evidence informed policymaking.

Pathways to supporting an agenda for EIPM in the future at European level

The field of EIPM is constantly evolving. While it is important to follow existing good practices in the strategic planning and development of EIPM functions, it is equally crucial to look towards the future.

A future oriented, European-level EIPM agenda should serve several goals. First, it should help to ensure that EIPM ecosystems can address Europe's most pressing challenges. This includes a mix of economic challenges, geopolitical threats, and challenges in terms of an erosion of trust in national governments and public institutions. While trust in science remains relatively high, the way information is shared, seen and consumed is being transformed through a mix of technological and social pressures, which are likely to be compounded by artificial intelligence.

Second, the agenda should help to ensure that EIPM ecosystems are fully responsive to the changing needs of governments. At a time of significant fiscal pressures, with the need to address the green and digital transition and necessary defence investments, there is a need to close evidence gaps. This includes, for example, sharing evidence on carbon mitigation approaches and increasing the efficiency and effectiveness of public expenditure through evidence driven spending reviews.

Third, the agenda should help to further strengthen the capacity and resilience of public administrations in view of future shocks. The ecosystem will be more resilient across changing government landscapes if it is equipped with solid and recognised capacity and if it is understood as useful. Reliable supply of evidence, and capacity to address issues in an agile and citizen-oriented manner, will increase government capacities into the future.

The agenda should also help ensure the sustained engagement with academia and researchers, as well as civil society in general. As discussed at several points in this report, differences in timelines, perspectives and incentives of researchers and policymakers can make collaboration between the two difficult, which can cause the development of policy-relevant evidence to suffer. Furthermore, the involvement of civil society into decision-making processes can help reinforce the democratic legitimacy of the policy process and increase transparency and trust with the public.

The strength of EIPM ecosystems also depends on their ability to keep up to date with state-of-the-art knowledge and information technology, and to be able to prepare and anticipate challenges in the context of the digital transition, including the role of artificial intelligence. The professionalisation and institutional support of the role of knowledge brokers in maintaining healthy relationships with scientific, technological and innovation institutions and groups will be crucial.

Professionalisation of the role of the knowledge brokers

One of the key findings of the EIPM project is that the emerging field of knowledge brokerage, with individuals and organisations dedicated to fulfilling this function as their main objective, plays an essential role in strengthening the interaction between evidence and policymaking. However, most knowledge brokers have developed their competences in isolation, often following a path as researchers or experts in a specific scientific or policy field, and then learning how to effectively perform knowledge brokerage through experience. While institutions may have greater opportunities for mutual learning, the project findings show that in many countries applied research institutes often work in silos to address the needs of specific ministries. While translating evidence can be learned through experience, it poses additional challenges, such as how to work with interdisciplinary evidence or address ethical conflicts. Hence, EIPM ecosystems would benefit from increasing the professionalisation of the knowledge broker function, both at the individual and the organisational level, as well as through cross-disciplinary sharing across knowledge broker organisations.

Balancing and combining different types of evidence

As mentioned in 1.1 in Chapter 1, a broad approach to the concept of evidence was adopted throughout the EIPM project. It can refer to data, information, and knowledge from multiple sources, including both quantitative (statistics, measurements) and qualitative data (opinions, stakeholder input, conclusions of evaluation, expert advice). What is needed or preferred depends on the policy phase or on which policy instrument is most relevant. What counts as evidence also depends on the disciplinary perspective that is needed to solve policy issues. Cross-sectoral problems often need a multi- or interdisciplinary perspective. Combining disciplinary perspectives and methods is not easy, however, and most countries expressed an ambition to strengthen their capacity for this.

There was recognition across participating countries that EIPM requires a variety of forms of evidence beyond scientific evidence. For example, when designing social or educational policies, it is often neither feasible nor ethical to test them in a controlled environment. In such cases, it is important to draw on the expertise of practitioners to ensure that policies are sound and tailored to the local context, increasing their potential for success. This is understood in some contexts as implementation science, and there is often a parallel need to mobilise administrative data to a greater extent.

This broader perspective on what types of evidence are needed does not imply that all types of evidence should have the same value. One of the tasks of knowledge brokers is to synthesise different types of evidence with respect to their level of (un)certainty. Knowledge brokers should promote the use of evidence that is rigorous, systematic and technically valid. However, a core of scientific evidence may be combined with expertise from practitioners and stakeholders, which includes a need to ensure feedback from implementation, as well as space for experimentation to allow for citizen-centred and user driven approaches, particularly in policies aimed at designing public services. There is already substantial guidance available on how to combine and weigh different types of scientific evidence. This should be expanded to incorporate other sources of evidence relevant for EIPM.

Maximising the potential of AI while mitigating its risks

While the role of AI for EIPM was generally not addressed as part of the country analysis as such, given the paucity of relevant examples and information, it was fully discussed as part of a fruitful mutual learning exercise. Generative AI offers unprecedented opportunities for EIPM. The recent widespread development of large-scale language models allows for more effective literature searches and for automating a large part of the process of evidence review and synthesis. Furthermore, it can allow for the more widespread analysis and potential uptake of evidence by reducing the skills barriers needed for in-depth analysis of complex datasets and specialist information.

However, there are several potential risks. Perhaps most significantly, generative AI can not only synthesise and analyse texts, but it can also easily create false yet convincing information. As such, excess dependence on AI tools without capacity for human led discernment carries some risks. Furthermore, the process through which generative AI produces analysis or synthesises texts is often obscure if not completely opaque, meaning the opportunities to scrutinise methodologies and promote transparency available for human-analysed work do not exist. As such, it is of paramount importance to understand when AI is appropriate, how to use it, what its risks are, and how to discern whether the information it provides is legitimate. AI also presents government with implementation challenges, in terms of improving their data governance and organising data and promoting adequate AI numeracy skills.

Assessing the impact of EIPM

The importance of evidence-informed public policies has been increasingly recognised in Europe in recent years. At the same time, a growing need to assess and evaluate impacts of EIPM has emerged. Assessing the impact of EIPM interventions is necessary to enable participating countries to evaluate their progress, compare results across EIPM interventions, and provide accountability and transparency. At the European level this has been addressed by the development of strategies to evaluate EIPM ecosystems.

Evaluating the impact of interventions and initiatives promoting EIPM is challenging, and there are both technical and political factors that need to be considered. Technical factors include the fact that evidence is only one of many factors influencing policymaking, the time lag between EIPM interventions and their policy impact, and the fact that assessing the use of EIPM interventions often relies on self-reporting. On the political side, the power dynamic between stakeholders, including government entities, complicate the policymaking process and make it hard to reconstruct and measure science's influence. There is a need for impact assessments that take both types of factors into account. However, measuring the actual impact of EIPM on the context and the intrinsic quality of policies will remain challenging.

Ensuring commitment to use of reliable information with integrity

In the current climate of declining trust and misinformation, it is extremely important and urgent to promote and commit to integrity principles in the production and use of evidence in support of policymaking. Both at the EU and in European countries members of the EU, there is a range of instruments that address integrity principles in the production of evidence, including scientific integrity frameworks, regulations, legal declarations of independence, and codes of conduct.¹ However, these existing instruments focus on the production of scientific knowledge in general, and not on the production for and use of scientific knowledge in policymaking. Existing documents also do not necessarily apply to the work of knowledge brokers and knowledge brokerage institutions.

As this project has underlined, EIPM is not an individual skill – on the contrary, it requires a whole ecosystem to function. EIPM requires good working relationships between knowledge producers, brokers and users. That means that simply mirroring regulations that safeguard scientific research from attempts by the private sector to influence methods and outcomes will not be sufficient. EIPM requires guidelines on how to combine the task of building good working relations, while creating an environment that ensures

integrity both in the production and the use of scientific evidence. Too often the default for researchers is to insist that their integrity and independence can only be guaranteed by an arm's length relationship with government and funding independent of wider societal goals.

However, this may not always be sufficient, given the risk of capture by large private interests, and also given the new risks associated with mis and disinformation. In terms of integrity, while there is a vital place for formalised advice, informal advice from researchers and experts embedded inside government is essential to effective EIPM. There is therefore a need to develop frameworks that enable researchers to work in proximity and trust, while protecting the integrity and independence of their advice. Enabling EIPM approaches also require to be aware of the new risks of mis and disinformation, which requires securing an environment that safeguards information integrity. This imply for EIPM to take place within an information environment conducive to the availability of accurate and plural information sources, enabling individuals to make informed choices. This can be done through developing strategic documents, making efforts to expand information and research, co-operating with partner countries and the private sector, and capacity building (OECD, 2024^[1])

Future contributions to this agenda

The JRC and the OECD remain committed to contribute to the future agenda of EIPM, drawing on their respective strength and expertise.

The JRC Agenda

To this end, in the coming years, the JRC will work on several concrete outputs:

Knowledge Broker Manifesto

The JRC will publish a knowledge broker manifesto aimed at establishing the profession of knowledge brokers. The manifesto will serve as a guidebook for practicing knowledge brokerage ethically and effectively, compiling use cases and best practices from practitioners and researchers across various fields of scientific advice. It will also incorporate insights from behavioural sciences on how to deliver evidence that can change minds.

European Framework for EIPM

To help strengthen citizens' trust in the ability of governments to deliver effective policies based on sound evidence, the JRC will explore ways to foster commitment to integrity in both the production and use of EIPM. Existing instruments for scientific integrity, along with national legal provisions that guarantee the independence of publicly funded research organisations and advisory bodies, provide valuable inspiration. However, the goal is to design an instrument that expresses a positive commitment to EIPM integrity from researchers and from (political) policymakers as well. Such an instrument should not add to the administrative burdens on researchers and policymakers.

Update of the competence framework for policymakers and researchers

The JRC competence frameworks for policymakers and researchers have served as an important tool in this project, both for the capacity building workshops and as a framework to analyse needs and gaps in existing training and educational programmes in the seven participating countries. In turn the project has identified important new developments, such as the use of AI for EIPM, that challenge the national science-for-policy ecosystems and the individuals that are part of it. Therefore, the JRC will work on an update of the competence framework, that will also more explicitly acknowledge the competences of knowledge brokers. The update will not only cover the framework itself, but also related products such as the brochure '10 tips for researchers: how to achieve input on policy'.

Collaborative policymaking

The JRC will bring science advice to collaborative policymaking. Specifically, it will explore how cognitive, behavioural, and organisational sciences can help us rethink the way public administrations and governing institutions work together and inject collective intelligence in the policymaking process. It will focus on how to strengthen co-ordination across governmental departments and agencies to make them more efficient in mobilising their wealth of knowledge and resources. The underlying ambition is to both systematise empirical knowledge and develop evidence-informed interventions to transform and innovate the way public services work.

AI to support science-for-policy 7

The JRC is currently exploring possibilities to bring scientific knowledge closer to policy development, implementation, monitoring, and evaluation with the help of AI. The objective of this work is (1) to investigate if and how specific activities and tasks at the interface between Science and Policy could benefit from AI capabilities and Human-AI collaboration, (2) experiment with promising use cases, and (3) develop appropriate impact indicators to evaluate both benefits and costs of using AI in such Science-for-Policy activities.

Disinformation

The JRC contributes to the EU's long-standing work on countering disinformation and foreign information manipulation and interference. A JRC-led study recently published in *Nature* confirmed that both pre-bunking and debunking can be effective when countering fallacious statements about climate change and COVID-19 vaccines. Both can reduce agreement with false claims, their assessment as credible, and the likelihood of sharing misinformation. JRC is soon publishing a study on disinformation trends analysing 20 million news articles covering Ukraine and Russia from 2013 until 2024. It will also publish an update of its report on Technology and Democracy.

The OECD Agenda

To this end the OECD will address several elements of this agenda as part of its work on governance, drawing on multiple policy workstreams as part of its programme of work and budget:

Governing with AI

The OECD is also very active in the AI area, with a forthcoming major publication exploring the potential for AI in the public sector, including how to leverage AI for evidence informed policymaking and evaluation.

Advancing agile approaches for evidence-based policymaking

With the adoption of the Recommendation on Agile Regulatory Governance to Harness Innovation (OECD, 2021^[2]), the OECD is advancing strategic and country level support to advance the adoption of processes and tools that increase flexibility and data-driven decision making for regulatory policy. This includes advancing the use of digital tools to improve the design and administration of regulation, building guidance on strategic foresight and regulatory experimentation (e.g. sandboxes, prototyping) and increasing the agility of regulatory manage tools like RIA and *ex post* evaluations.

Measuring and assessing policy evaluation practices

Following the adoption of the Recommendation on Public Policy Evaluation, and the public release of the Policy Evaluation Toolkit in early 2025, the OECD will be undertaking further analysis to measure and assess the implementation of the Recommendation. The toolkit is designed to help operationalise the goals and principles of this Recommendation, and provide practical guidance and examples for implementation. It is intended for a wide range of users, including government officials, evaluation workers at both national and subnational levels, legislators and regulators. It can be used to reflect on and strengthen evaluation systems, assess specific components of an evaluation system, and identify areas for improvement.

The OECD remains committed to measuring and assessing progress with implementing the Recommendation, which will address a number of issues related to assessing and measuring EIPM in the specific area of policy evaluation. These are undertaken with the support of the OECD expert group on policy evaluation, which gathers experts from a large number of EU Member States (OECD, 2025^[3]).

Addressing the mis and disinformation space

In the related area of mis- and disinformation, the OECD will support countries in the implementation of the Recommendation of the Council on Information Integrity adopted in December 2024. This includes strengthening societal resilience, enhancing the transparency, accountability and plurality of information sources, and upgrading institutional architectures and open government practices (OECD, 2024^[4]).

Engaging with Centres of Government, national schools of government and behavioural expert communities

The OECD also maintains peer-networks that will continue to help identify and implement good practices in the public governance area, that can also support EIPM ecosystems. The OECD is currently leading a multi-country TSI project on Centres of Government, including six European Member States, with a focus on “Enhancing Centre of Government capacities to steer complex priorities”. The annual network of Centres of Government has the potential to address key topical issues for evidence informed policymaking, including trust, governing with AI and the Recommendation on Information Integrity . Schools of government can also be engaged in efforts to strengthen relevant skills. Finally, OECD work on behavioural insights can also be mobilised for mainstreaming behavioural science into policymaking in the future.

Government at a Glance

OECD regularly publishes a comprehensive overview of data on governance practices across OECD countries in the bi-annual *Government at a Glance* publication. Data within the publication is high-quality and internationally comparable, and is collected using OECD survey tools. The bulk of information within the report is collected directly from government officials responsible for a relevant public governance process. The report provides countries with a benchmark to understand the effectiveness of their governance processes in comparative perspective.

Besides the cross-cutting governance related areas above, the OECD will also continue to support green economic and social agendas through its multiple thematic, economic and social committees, providing best practices and cross-country knowledge and engaging both with European and non-European countries to produce global references that are useful for policy.

This agenda reaffirms the commitment of the JRC and OECD to further support a resilient and evolving European practice of Evidence-Informed Policymaking - one that is fit to face the challenges of tomorrow.

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Note

¹ The EU has a framework in place to promote and ensure scientific integrity. The framework is based on several key documents, initiatives and regulations, such as the European Code of Conduct for Research Integrity and the EU's Open Science Policy. Member States have similar codes of conduct, as well as legal declarations that safeguard the independence of individual advisory bodies and research organisations.

Annex A. Building capacity and mutual learning

Creating capacity for action: Lessons from the Capacity Building workshops

To strengthen individual capacities, the project involved a set of ‘Capacity Building workshops’ respectively for scientists, policymakers and knowledge brokers, which were based on the competence frameworks of the JRC on Science for Policy (for scientists) (Schwendinger, Topp and Kovacs, 2022^[1]) and Innovative Policy Making (for policymakers), as well as the OECD work on Building Capacity for Evidence Informed Policymaking (OECD, 2020^[2]). These frameworks helped to identify the competences, attitudes and skills that are needed in a science-for-policy ecosystem. For countries that do not yet have fully developed educational programmes, such as Estonia, the Czech Republic and Belgium, these frameworks were an important source of inspiration. Other countries, such as Latvia, Lithuania, Greece and the Netherlands, are advised to incorporate elements of the frameworks into existing programmes and trainings.

The capacity building workshop annex developed for knowledge brokers highlighted good practices for creating impact and for synthesising evidence, while also showing that there is no single optimal organisational set up and process to perform knowledge brokering. Still many knowledge brokering organisations and entities face similar challenges and have similar needs. This includes, for instance, the need for a common understanding of what is meant by “evidence” and which roles different types of evidence can and should play in the policymaking process. Given its historic roots in evidence-based medicine, the “evidence” in EIPM is often understood as synonymous to rigorous scientific evidence, such as randomised controlled trials or econometric analyses (Baron, 2018^[3]). In practice, however, policymaking builds on much more diverse mix of evidence, including also but not limited to, opinion polls, conclusions of deliberative democracy exercises, weak signal from horizon scanning analyses, possible future scenarios from foresight processes, results from a wide range of different modelling tools, etc. Hence, there is a clear need for clarifying which role each of these types of evidence plays in EIPM and how their robustness and trustworthiness should be assessed (see also (OECD^[4]) 2020). This workshop and the project showed the need to further support the growth and institutionalisation of knowledge brokers in the future.

Expanding the frontiers of knowledge: Overview of mutual learning exercises

The mutual learning and capacity building exercises delivered during this EIPM project demonstrated the value of bringing participating countries together around topics of common interest. The participating countries could not only learn from each other and experts in the fields but also build cross-sectorial and cross-country relationships. A first mutual learning exercise did focus on the contribution of foresight to evidence informed policymaking, drawing on respective expertise at the JRC and at the OECD on the topic. A second mutual learning exercise focused on policy evaluation, drawing on JRC analytical capabilities as well as on OECD tools and methods. Finally, the workshop on mobilising Artificial Intelligence as part of evidence informed policymaking benefitted from the corporate investments of the European commission on AI tools, as well as on emerging practices in the participating countries, and OECD preliminary work undertaken as part of the project on “governing with AI”. In the immediate future, the ongoing series of mutual learning exercises on “bridging the gap between science and policy” organised by the European Commission’s Directorate for Research and Innovation.

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Annex B. Examples of best practices from other European and OECD countries identified in the context of the project

This complementary annex presents best practices from other European and OECD countries that were identified during the EIPM project, particularly as part of the needs and gaps assessment, and to help identify best practices to inspire the seven participating countries. For clarity, they are presented separately.

Box A B.1. Pairing schemes and other policy engagement opportunities in Europe and beyond

Pairing schemes are programmes where researchers and policymakers (MPs, parliamentary staff, diplomats, or civil servants) spend time together to build personal relationships and raise awareness about each other's worlds. Some schemes are also accompanied by introductory workshops and training in use of science for policy. These schemes can aid researchers in better understanding how policymaking operates, how evidence can play a role, and how they can interact and engage with the policy process. On the policy side, they can help policymakers gain access to scientific knowledge, increase their network with the scientific world, and increase their likelihood of actively considering evidence in decision-making processes. Schemes can vary in terms of length, number and profile of participants, and type of organisation managing the programme (Parliamentary Office, learned society, university, embassy, etc.).

Popular examples are the Royal Society Pairing Scheme in the United Kingdom, the Oficina C Programa de emparejamiento in Spain, the JRC's Science meets regions pairing schemes, the Leibniz im Bundestag and the Mercator Science-policy Fellowship Programme in Germany. Additional policy engagement opportunities can take the form of open doors programmes, run by many public organisations (ministries, embassies, international organisations); and the JRC's Science meets Regions innovation camps and participatory events.

Source: (AAAS, 2017^[1]) (Lacunza et al., 2021^[2]) (Hill, 2023^[3]) (European Commission, n.d.^[4])

Box A B.2. Examples of Policy Analysis tracks and expert professions in the civil service

The United Kingdom Framework of Digital Professionals

In 2015, the United Kingdom's Government Digital Services (GDS) started conducting a broad mapping of digital skills in the government to evaluate the capacities and needs of the British government, to in turn promote a modern and agile digitally driven civil service. This mapping looked at digital professionals as well as product manager, user researcher and delivery manager roles – all of which are indispensable for well-functioning digital services. This mapping exercise has shown that employees with such digital skills had different job titles, functions and salaries within the British public sector. Based on this mapping, the GDS developed the “Digital, Data and Technology Capability Framework” that includes 37 jobs and identifies the skills needed for each of them, as well as the competences needed to advance to a higher-level title within each job. This framework has helped the UK civil service address the issue of digital professionals' recruitment and career advancement, identify capacity gaps to design training and facilitated the creation of community of practice.

The Irish Government Economic Evaluation Service

In Ireland, the **Irish Government Economic and Evaluation Service (IGEES)** has a role as an economic and analytical resource co-ordinator across government. The IGEES manages a network of analytical staff who are hired centrally and later posted in line departments. The IGEES staff conduct economic analysis and evaluations, and more generally contribute to better policymaking in the line departments. IGEES was launched in 2012 in the aftermath of the Global financial crisis, initially aimed at ensuring the quality-for-money of public policies in response to budgetary pressures (OECD, 2020^[5]). On average, 20 recent graduates are hired through this scheme every year, which brings the total number of analysts hired by IGEES to over 150 across the government. The IGEES also supports network building and knowledge sharing by providing its staff with incentives for mobility: after an initial 2-year period, staff will move either within the department or to another department. A learning and development framework has also been established whereby IGEES staff receive training in the following areas: policy analysis and evaluation methods, appraisal methods, data and advanced quantitative methods, and applied economics (OECD, 2020^[5]).

Statistician Economists in France

In **France**, the National Institute of Statistics and Economic Studies (INSEE) has an inbuilt tertiary educational system, which trains a set of specialists in economic, statistics and econometric analysis through the ENSAE school, and statisticians and data scientists at the ENSAI school. Part of the graduates from these schools are to be enrolled in the civil service and receive a stipend during their studies in exchange for working in the civil service for a minimum period of 8 years. Within the civil service, graduates from the ENSAE/ENSAI serve in the analytical offices in each ministry, as well as a variety of public institutions such as France Stratégie or the Central Bank. At entry level, this pool of graduates is co-ordinated centrally by INSEE, thus creating a shared marketplace for analytical and statistical skills across the public sector. INSEE also has an important role in fostering and developing analytical competencies across government, by providing professional training aimed at all civil servants, organising seminars to foster knowledge sharing and encouraging mobility of analytical staff between line ministries. The scheme, which has been operating since the inception of INSEE in 1946, was part of a set of key reforms aimed at modernising the civil service in the after-war recovery period to ensure that the French public administration would be equipped to deal with modern challenges.

Source: (OECD, 2021^[6]) (OECD, 2020^[5])

Box A B.3. Chief Scientific Advisers in the United Kingdom

Most government departments in the United Kingdom have a chief scientific adviser (CSA). It is the CSAs role to put mechanisms in place to ensure that policymaking is underpinned by science, and that this science is of high quality. These advisers tend to be recruited at the senior level (usually either Director or Director General), and have a history as a scientist or engineer with high standing in their field. They provide advice to ministers, discuss and facilitate implementation of policy in science and technology-related areas, and identify and share any good practices. They also facilitate communication on issues relating to science and technology-related policy. Furthermore, they are responsible for developing an R&D strategy for their department, helping to direct their scientific evidence needs.

These departmental CSAs work under the leadership of the Government Chief Scientific Adviser to support each other and resolve issues that do not fall strictly under one department's jurisdiction. This is predominantly done through the CSA network, a forum with weekly meetings chaired by the Government Chief Scientific Adviser.

Source: (Government Office for Science, 2020^[77])

Box A B.4. United Kingdom Statistical Authority structure

Powers within the United Kingdom are devolved to the different nations – for example, Scotland, Wales and Northern Ireland all have government responsibility for policy decisions around agriculture, education, health, and housing, among others. The United Kingdom statistical system reflects this, in that statistics on UK-wide policy matters are produced by the country's national statistics institute, the ONS, while statistics for devolved policy matters are produced by the nation in question.

In 2007, the Statistics and Registration Service Act created a Statistics Board with the authority to promote and safeguard production of all United Kingdom statistics, ensuring they serve the public good. The board monitors the work of the Government Statistical Service, including the work by statisticians for the devolved responsibilities. To do this, it established the Code of Practice for Official Statistics. This code has three key pillars:

- **Trustworthiness:** This includes requirements that statistics are truthful, impartial and independent, that they are released in an orderly and transparent manner, and that organisations look after people's information securely.
- **Quality:** This includes requirements that statistics are based on the most appropriate data, with any data limitations minimised and explained, and that statistics fit their intended uses.
- **Value:** This includes requirements that statistics should be relevant users, accessible, and able to provide meaningful insight, as well as be published in forms that enable their reuse.

The Code also has three cross-cutting themes: collaboration, coherence and transparency. If official statistics are to be approved as national statistics – both for centralised and devolved policy areas – they must be approved as compliant with all 74 statements within the Code. Since the implementation of this code, several surveys have noted an improvement in public perception of United Kingdom official statistics.

Source: (Statistics Canada, 2016^[81]) (UK Statistics Authority, 2024^[91])

Box A B.5. French Secure Data Access System

France's national statistics institute INSEE created the Secure Data Access System (CASD) in 2010, with the stated aim of enabling the secure processing of sensitive data for researchers and data scientists. The system provides access to data from France's national statistics institute, as well as from the Ministries of Agriculture, Education, Finance, Health and Justice. It also provides external access to private companies' data for collaboration with researchers, start-ups and consultants. Today, it has secured about 350 data sources and shared more than 200 publications.

In order to ensure data remained anonymised, the CASD team designed a computer box, known as the SD-Box, which allows a user to have secure remote access to confidential data. No data can escape from this bubble without a control procedure, and no user can access it without authentication, carried out using a smart card. This ensures that data is contained and traceable, with minimal impact on the ability of the researcher to gain access to the data they need.

Source: (INSEE, 2019^[10])

Box A B.6. Capacities for evidence informed policymaking and strategic foresight in Finland

Finland has one of the most sophisticated foresight systems in the world. Foresight capacities exist across government, at both national and regional levels, as well as within civil society, academia and the private sector. Many of these capacities combine within the Finnish National Foresight Network, forming a complex foresight ecosystem with a high degree of inclusiveness. The Finnish National Foresight Network operates under the authority of the Prime Minister's Office and foresight capacities exist in all ministries.

Beside government, SITRA, Finland's independent innovation fund, is tasked with carrying out foresight analysis and promoting economic growth. SITRA is accountable only to the parliament, and its independence from the executive is ensured by its autonomous funding - the returns of its invested capital. SITRA has a mandate to "ensure the future wellbeing of Finland" and to "support and challenge" government, often by raising issues that are not always a priority for those in power. More concretely, in the 2021-2024 SITRA's work focuses on three key challenges: finding solutions to the ecological sustainability crisis, promoting a fair data economy and strengthening democracy and participation. Underpinning all its operations, however, is SITRA's strategic goal of supporting a renewal of the economy by aiming at sustainability and competitiveness. In this respect, SITRA also plays an important foresight function, conducting studies and issuing publications.

Source: (OECD, 2022^[11]; Sitra, n.d.^[12])

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Strengthening National Evidence-Informed Policymaking Ecosystems

Lessons from Seven European Countries

This report synthesises the findings of a project carried out by the Joint Research Centre of the European Commission (JRC) and the OECD to help seven European countries (Belgium, the Czech Republic, Estonia, Greece, Latvia, Lithuania and the Netherlands) build capacity for evidence-informed policymaking (EIPM) in governance and public administration. To address geopolitical and economic shocks, increase competitiveness, and reduce administrative burdens, countries need the best available evidence to support effective decisions. The project took a broad "ecosystem" approach to addressing the effective uptake of evidence in the policy process, considering both demand- and supply-side perspectives. The project engaged with the seven countries using a common analytical structure, analysing capacity at individual, organisational, interorganisational, and system levels, including shared learning and collaborative dialogues.

The report identifies pathways for promoting EIPM across Europe to address Europe's most pressing challenges, respond to the changing needs of governments, and strengthen the capacity and resilience of public administrations with regard to future shocks. Finally, the report identifies areas where the JRC and OECD remain committed to supporting EIPM in the future.



Funded by
the European Union



PRINT ISBN 978-92-64-74437-0
PDF ISBN 978-92-64-71140-2



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