

Intergenerational Fairness in Lithuania

From principle to practice towards a new model for governance in the European Union

This policy brief is part of a series of national policy briefs dedicated to long-term governance for intergenerational fairness. Other countries include [Ireland](#), Greece, Germany, and Denmark (forthcoming).

Executive summary

Europe is in a period of profound economic, demographic and geopolitical change. Decisions taken today on public spending, housing, climate transition, economic policy, and social policy will shape opportunities and wellbeing for decades to come. Policymaking for the long term can ensure that the costs and benefits of these decisions are shared fairly between generations. With its Presidency of the Council of the European Union (EU) in the first half of 2027, Lithuania has a unique opportunity to embed long-term governance into its own and European decision-making.

This policy brief argues that in Lithuania, an intergenerational fairness lens can help address big challenges such as demographic change and poverty. It can also strengthen policy coherence and democratic legitimacy. By asking *who bears the cost? who benefits? and over what timescale?* for a given policy, an intergenerational fairness lens can enable governments to strengthen policymaking nationally as well as through the Presidency of the Council of the EU.

Recommendations for the Lithuanian Presidency of the Council of the EU

1. **Use the momentum of the Council Presidency to showcase national experience of embedding long-term governance.** Lithuania's Parliamentary Future Committee has already drawn external interest as a possible reference point for EU-level intergenerational governance mechanisms.
2. **Assess the challenges of demographic change, poverty and creating policy coherence** as entry points for long-term governance. Those challenges are very relevant at the EU level as well.
3. **Promote learning between EU and national levels.**

Recommendations for national-level action

1. **Institutionalise long-term governance** by embedding it as a horizontal principle and extending future assessment obligations beyond document drafting to day-to-day policy design.
2. **Embed intergenerational fairness in policymaking** by strengthening cross-government governance of structural challenges.
3. **Build long-term policy design capacity** by strengthening the Centre of Governments¹ challenge function to systematically flag policy inconsistencies and analytical foresight capacity.

Introduction

The decisions Europe makes on complex issues like climate, demography, poverty, investments and security will define how citizens will live for decades to come. Intergenerational fairness and long-term thinking are useful lenses to use when looking for innovative policy solutions to address these issues.

This is particularly relevant for Lithuania. In January 2027, Lithuania will take up the Presidency of the Council of the European Union for the second time since joining the EU in 2004. This creates a rare and time-limited opportunity to drive European debate on long-term governance while strengthening its own domestic capacity to govern for the long term. **Lithuania has valuable experience and institutional capacity to contribute to the EU's long-term governance agenda.** How can it build on this while further strengthening the coherence and resourcing of its own domestic long-term governance system?

Lithuania is not starting from scratch. It has developed significant strategic planning architecture. The challenge is to move from future-oriented planning to future-oriented governance: ensuring that long-term objectives shape today's budgets, investments, regulations and policy choices, and that the government can manage trade-offs across policy areas and generations. Future-oriented governance also requires flexibility and adaptation to address broader long-term societal challenges. This matters particularly in the context of demographic change, persistent poverty and inequality, climate, and regional challenges, where outcomes are produced cumulatively across sectors and over decades.

The challenges Lithuania is facing – from shrinking and aging population to persistent poverty – are reflected in strategic documents as well as public discourse, however the solutions are still offered through individual policies. Instead, they require **horizontal coordination, long-term investment, prevention, and a better understanding of how today's decisions affect future choices and opportunities and how costs are distributed across generations.** A shrinking and ageing population will affect Lithuania's future tax base, labour supply, health and social-care systems and pensions, while persistent poverty and unequal access to opportunities can transmit disadvantage from one generation to the next. Yet these challenges cannot be addressed through individual policies or ministries alone.

Intergenerational fairness (IGF) provides a practical lens for making this shift. It is a way of assessing whether today's decisions create fair and sustainable outcomes across time and generations. Applied systematically, it can strengthen Lithuania's existing governance architecture by connecting strategic planning with implementation, improving policy coherence, strengthening foresight and prevention, and making long-term and distributional impacts more visible in policymaking. The Lithuania 2050 strategy² offers a particularly promising entry point: its reference to future generations as well as its two horizontal "connecting principles", environment and technology, are designed to cut across strategic ambitions. **Intergenerational fairness could become a third connecting principle.**

Lithuania has an opportunity to move from planning for the future to governing for the future. Its 2027 EU Council Presidency provides an additional impetus to do so. By strengthening the connections between strategic planning, foresight, budgeting, policy appraisal, participation and implementation, Lithuania could foster its domestic capacity for long-term governance while also demonstrating how intergenerational fairness can become a practical principle of policymaking.

Lithuania has already built much of the architecture needed to govern for the long term. The opportunity now is to connect that architecture and make intergenerational fairness part of how the government makes decisions.

In this policy brief, we apply [ZOE Institute's Intergenerational Governance Matrix](#) to assess the Lithuanian public policy context through an intergenerational fairness lens³. Through this exercise, we identify promising practices as well as gaps and make recommendations for Lithuania to take this perspective forward at the national and EU levels.

Given the broad scope of the topic, this review is not intended to be exhaustive. While we have tried to identify the most relevant policies and governance practices, some initiatives may have been missed, notably when they are embedded in internal working processes that are not publicly visible. This work is a starting point which we hope can inspire discussions on how to practically govern for the longer term.

Lithuania's experience with future-oriented governance

Lithuania's capacity for long-term governance rests on a specific legal architecture, a cluster of institutions, and processes that are continuously evolving.

Legal frameworks

The [Strategic Management Law](#) creates a legally binding hierarchy of planning documents: from top-level state strategies down through the *National Progress Plan* to ministry action plans. Article 4 of the law obliges foresight by enshrining a "future assessment principle".

The [Strategic management methodology](#)⁴ provides the procedural backbone of the country's strategic management system, setting out how national priorities are translated into objectives, programmes, measures, indicators and monitoring arrangements. It therefore creates an important institutional link between strategic goals and government implementation, although its existence does not in itself ensure that long-term considerations shape policy choices across government.

Strategies and plans

The **State Progress Strategy** '[Lithuania's vision for the future 'Lithuania 2050'](#)⁵ is the country's current long-term state vision, adopted by National Parliament (Seimas) in 2023. It was developed through an elaborate participatory process involving multisectoral stakeholders across regions, expert consultations, and foresight work. The document explicitly recognises the interests of future generations and sets out **five strategic ambitions for Lithuania's development to 2050** — spanning democratic governance; the individual, education, health and social policy; economic transformation; resilience and foreign policy; and territorial development. **Culture is positioned as the foundation of Lithuania's progress**, while two "connecting principles" cut across all five ambitions: care for the natural world (environmental sustainability) and technology and innovation. The Strategy also incorporates an accountability mechanism through the **State Progress Reports**, which provide for regular monitoring of progress towards its long-term objectives.

The [National Progress Plan \(NPP\)](#)⁶ is the **main implementation mechanism identified for Lithuania 2050**. It translates this vision into a ten-year framework of national priorities, objectives, and indicators. These are connected to sectoral and regional development programmes, government programmes, and implementation plans, creating a formal hierarchy from long-term vision to policy implementation. A new NPP is currently being drafted for the period of 2028-2034 to align with the EU funding. NPP implementation is supported by National Agendas — strategic-level planning instruments that can be used to implement the strategic directions and horizontal elements of Lithuania 2050, including by setting long-term implementation roadmaps to 2050 and identifying the resources required.

State progress reports provide an important link between Lithuania's strategic objectives and government accountability. The reports review progress against selected indicators and assess the main measures and results achieved across key public policy areas.

Institutions and offices

[The Office of the Government](#) supports the Prime Minister and the government in delivering the government's programme. Although the mandate does not specifically indicate long-term governance, the functions relate to the **capacity for identifying long-term challenges, setting a strategic direction and maintaining attention to national development objectives**. This is particularly important in political systems where governments and ministers change frequently. A capable centre of government can help maintain continuity of strategic objectives even when political priorities shift. It is important to mention that the Office of the Government is the main institution behind the Lithuania 2050 strategy and hosts a secretariat for the State Progress Council.

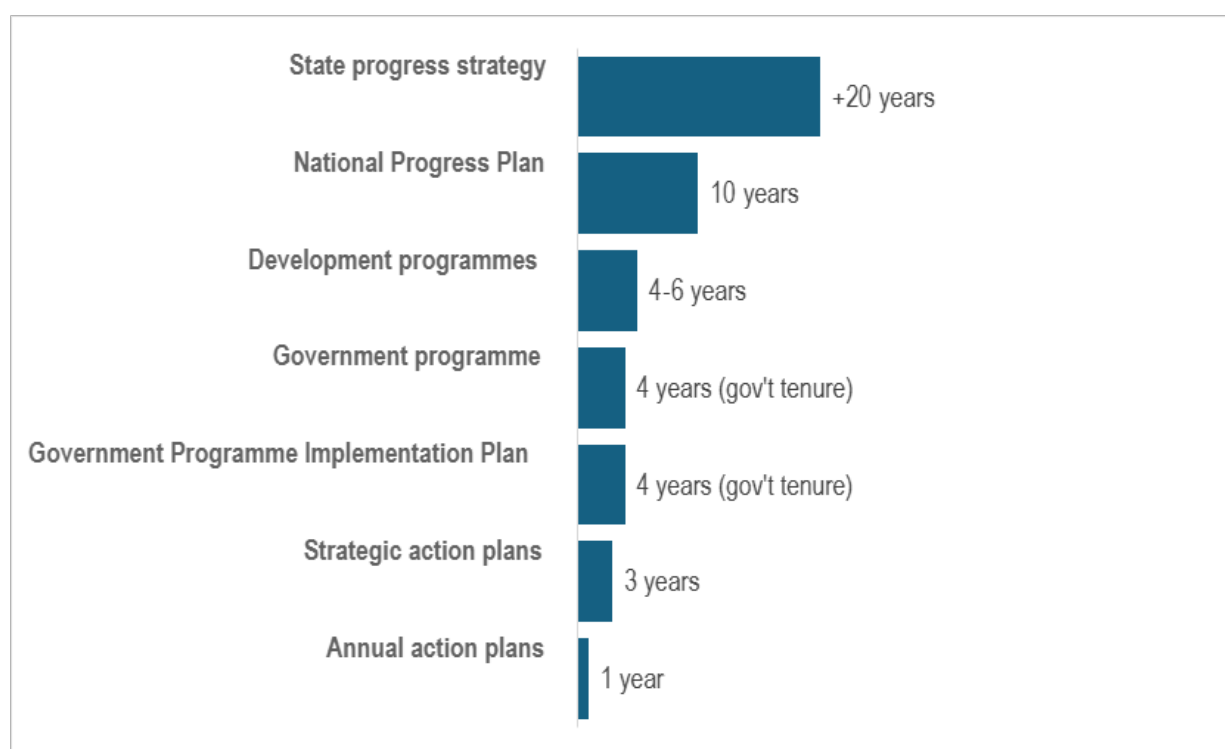
The State Progress Council oversees the implementation of the Lithuania 2050 vision through a 28-indicator scoreboard maintained with Statistics Lithuania. It is an advisory body to the Prime Minister and the whole government.

The **Parliament's Committee for the Future** — established with cross-party, proportionally representative membership — has a mandate to scrutinise legislation against the country's long-term strategy.

STRATA⁷ — the government's Strategic Analysis Centre, which produced the scenario modelling behind Lithuania 2050 and is supporting ministerial analytical capacities.

Non-governmental initiatives such as the network of the Lithuania 2050 co-creators, Lithuanian branch of the Millenium project as well as foresight capacity building initiatives in universities.

Lithuania's comparatively sophisticated strategic planning architectureⁱ provides an important foundation for future-oriented governance. Strategic planning is linked tightly to the budgeting process, integrating all central government expenditure⁸. The system has a long-term political vision, a legal basis for strategic management, an **Office of Government** with a coordinating role, **STRATA**⁹ as a strategic analysis and foresight capacity, the **Parliament Committee for the Future**¹⁰, and mechanisms for monitoring progress against strategic objectives. Government institutions have **strategic-planning units** that fulfil a coordinating function of the strategic planning system¹¹. The development of Lithuania 2050 itself also demonstrated that foresight can be connected to national strategic planning: future scenarios were developed to inform the long-term vision, and the process involved the government, parliament, STRATA, academia, and wider stakeholders, and other foresight methods such as megatrends analysis were employedⁱⁱ.



Source: Authors based on I. Antanaite. *Overview of Lithuania's Strategic Planning System*¹²

The challenge is that the existence of this architecture does not yet mean that long-term thinking consistently shapes government decisions.

The **current National Progress Plan**, for example, is designed to focus government attention and resources on what can be achieved within a shorter planning horizon, while the Government Programme provides the

ⁱ The OECD has noted that Lithuania's strategic planning system is highly institutionalised but complex, with strategic-planning units distributed across ministries and a large number of strategic documents and indicators

ⁱⁱ The drafting process was broad and genuinely participatory: roughly 2,500 people took part across academia, business, civil society, culture, the health/education/social sectors, schools and student groups, and national, regional and local authorities, coordinated through the State Progress Council and the Office of the Government.

political priorities for the electoral mandate¹³. This is necessary for implementation but creates a risk that the long-term vision becomes only a reference point and does not actively shape decisions about budgets, regulation, investment and policy trade-offs. The strategic planning system has the potential to be used to systematically challenge policy choices and shape cross-government priorities.

Lithuania's strategic-planning units provide an important coordination function, but the centralised system with limited feedback loops enabled does not yet consistently give them the authority, analytical capacity or political leverage to shape substantive cross-government choices. This is particularly important because many long-term challenges such as demography, climate change, regional inequality, migration or fiscal sustainability, cut across ministerial boundaries.

Future-oriented planning asks: “What kind of Lithuania do we want in 2050?” Future-oriented governance adds: “Are the decisions we make today moving us towards that future?” Answering this last question requires stronger horizontal coordination, long-term impact assessment of major policies and investment decisions and a mechanism to assess whether short-term decisions undermine long-term objectives.

In this regard, Lithuania is not starting from scratch. The Lithuania 2050 strategy implementation principles touch upon it. It has a foresight methodology proven at real scale (the scenario work behind Lithuania 2050), purpose-built institutions (the Committee for the Future, STRATA, the State Progress Council), and legal grounding most countries lack, including a written commitment to future-oriented planning. **Yet Lithuania's governance remains predominantly legalistic and procedural, with a tendency to emphasise compliance with plans and processes rather than steering through long-term outcomes. This can limit the flexibility and adaptive capacity needed to respond to emerging and complex challenges. Systematic assessment of future impacts and trajectories could be a key element in shifting from planning as a procedural exercise towards more adaptive, outcome-oriented governance.** However, its weakness is real follow-through. Lithuania 2050's own introduction admits its predecessor strategy *Lithuania 2030* “fizzled out” from weak implementation and monitoring, and the same fault lines are already visible this time around: a parliamentary committee with significant formal powers but limited execution capacity, an analytical centre whose capacity could be strengthened to provide sustained foresight work, and a law without an owner positioned to enforce it against the pull of the four-year electoral cycle.

Applying intergenerational fairness to Lithuania's structural challenges

The previous section showcases elements of long-term governance and intergenerational fairness in Lithuania's legal architecture and strategic planning documents. This gives intergenerational fairness a clear normative anchor. However, translating and operationalising these principles would mean connecting them to the country's most pressing challenges, resource allocation, and impact assessments.

Long-term governance and intergenerational fairness lenses are valuable when applied to demographic change, policy coherence, and poverty and structural inequality, because these are not separate but interlinked symptoms of a possible governance deficit: the regular under-pricing of costs and benefits that accrue over the medium to long term. A declining number of the working-age population is not only a labour-market indicator, but also a possible deferred outcome of housing, childcare, and family-policy decisions made a generation earlier.

Structural inequalities tend to persist and deepen in the absence of a mechanism enabling governments to assess who bears the costs and who accrues the benefits of policy choices over a twenty- to fifty-year horizon. Without such a process, those costs most likely will fall by default on the groups least represented in present-day decision-making. This is also where policy coherence becomes important. For example, demographic or poverty outcomes result from the cumulative, often uncoordinated effects of housing, taxation, health, education, and labour-market policy. And no single ministry is positioned to identify and solve such complex challenges.

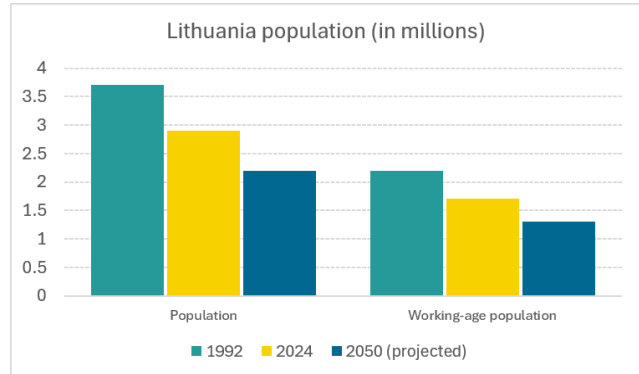
This section dives deeper into three topics – demography, policy coherence, and poverty – and considers the advantages of applying the long-term thinking lens.

Demography

Lithuania's population has fallen since independence in 1990 and is projected to fall substantially by 2050, **faster than almost anywhere in the EU¹⁴. The consequences of such demographic trends on the workforce and tax base are being shaped by decisions made now but will unfold over the next 30 to 50 years.**

Lithuania has already developed a broad range of policies aimed at responding to demographic change. The Demographic, Migration and Integration Policy Strategy 2018–2030¹⁶ identifies family-friendly policies, migration management and the integration of older people as key pillars. Current demographic policies often respond to immediate pressures.

More recent proposals have focused particularly on strengthening family policy and increasing fertility through measures such as financial incentives for families, better access to housing, childcare and other services, and support for combining employment and family responsibilities. In 2026, the government identified family policy and demographic change as an interinstitutional priority¹⁷, recognising that decisions affecting family formation extend beyond social policy to housing, education, flexible work, assisted reproduction and return migration. The President has proposed a temporary personal income tax incentive for parents for additional children born or adopted between 2026 and 2032¹⁸. The Parliament has also adopted a [resolution](#) regarding the demographic situation. A systemic long-term [family and birth rate study](#) is also being carried out to understand the underlying causes of demographic challenges.



An **intergenerational and long-term lens** can broaden the response and provide options that span beyond reacting to immediate pressures but offer policies that are operating from a standing anticipatory framework. Such a lens, as well as working horizontally (see policy coherence, below) can help to move beyond questions on how to increase the fertility rate towards how to create conditions for sustainable demographic policies. This means considering how today's decisions shape opportunities and costs faced by different generations in the longer run. This offers a more systemic approach, linking family policy with affordable housing, childcare, education, health and prevention, labour-market participation, migration and integration, productivity, pensions and public investment. An important question is whether investments made today reduce future fiscal and social pressures or whether they simply shift them to younger generations. This shifts the aim from simply reversing population decline to ensuring that Lithuania remains capable of delivering wellbeing, economic opportunity and social cohesion for both current and future generations despite demographic change. In practice that would require treating demographic change as a cross-government and long-term challenge and establishing shared objectives and outcome indicators across different sectors. This would go beyond fertility and population numbers, to also monitoring housing affordability, healthy life expectancy, labour market participation, migration and integration, child wellbeing and fiscal sustainability.

Creating policy coherence

Lithuania faces a set of structural challenges — including demographic change, migration, sustainability, family policy and labour-market transformation — that cannot be effectively addressed by any single ministry or through isolated sectoral policies. Yet governance remains largely vertically organised, with ministries retaining strong sectoral ownership and short political and electoral cycles creating incentives for more immediate and reactive responses. **Lithuania's policy coherence challenge is particularly visible where policies pursue legitimate objectives individually but produce contradictory outcomes when considered together.** Transport policy, for example, has at times supported road-based development and urban expansion while climate policy seeks to reduce emissions and car dependency¹⁹. Agricultural support for pesticide use can similarly conflict with environmental and climate objectives²⁰.

This creates a particular challenge for intergenerational fairness: the outcomes experienced by future generations will depend not on individual policies, but on how decisions across different policy areas interact over time.

The strategic governance framework developed in Lithuania links long-term and medium-term planning through the State Progress Strategy, National Progress Plan and sectoral development programmes (see graph on page 5), while the Office of the Government has a formal role in coordinating the implementation of the Government Programme and supporting the implementation of the long-term vision outlined in the Lithuania 2050 strategy. The creation and development of STRATA have also strengthened the capacity to bring cross-cutting strategic foresight and evidence into government decision-making. The OECD has specifically highlighted the **Centre of Government as a critical actor for securing strategic coherence, coordinating policy evaluation and connecting evidence, foresight and decision-making across ministries**²¹. This suggests that Lithuania does not necessarily need to create entirely new coordination structures. A significant lever lies in strengthening the capacity and mandate of the existing Centre of Government to identify cross-government priorities, challenge policy inconsistencies, and ensure that sectoral policies contribute to shared long-term objectives.

Applying an intergenerational fairness and long-term lens could help turn these existing coordination mechanisms into a more systematic framework for managing policy interactions and trade-offs, assessing how proposed policies affect a broader range of sectors, different generations and future policy choices. Embedding this perspective in strategic planning, impact assessment, budgeting and evaluation with support from the Centre of Government could potentially help move Lithuania from coordination between separate policies towards a genuinely coherent, long-term policy framework.

Work on the implementation of Lithuania 2050 could consider imbedding intergenerational fairness and long-term policy design principle as a horizontal connecting principle. This could therefore help shift Lithuania from **vertical, sector-by-sector policymaking towards shared ownership of long-term outcomes**. Cross-government foresight, common indicators and integrated planning could provide practical mechanisms for making this shift.

Poverty, inequality and the intergenerational transmission of disadvantage

Poverty and structural inequality remain significant challenges in Lithuania, with important implications for both current and future generations. In **2025, 22.6% of Lithuania's population was at risk of poverty – the highest rate in the EU**²². Income inequality is also among the highest in the EU, while territorial disparities mean that opportunities and living standards differ significantly between major urban centres and more vulnerable or shrinking regions²³.

Poverty is particularly acute among older people: 36.9% of people aged 65 and over were at risk of poverty in 2024, and the rate increased by 0.8 percentage points compared with the previous year²⁴. At the other end of the life course, persistent child poverty and inequalities in access to education, housing, health and employment opportunities risk allowing disadvantages to be transmitted from one generation to the next. The challenge is therefore not simply that some people are poor today, but that inequalities in resources and opportunities can shape people's life chances and the country's human and social capital for decades to come.

Lithuania has already introduced a range of policies that aim to reduce poverty and address particular sources of inequality, but their impact is constrained by the scale and focus on social protection. Existing and proposed measures include improving the adequacy and coverage of social protection, strengthening social housing and social services, supporting employment and labour-market participation, and improving access to education and lifelong learning. Tax and benefit reforms have generally reduced poverty risks, demonstrating that government policy can make a substantial difference to household incomes²⁵. The Lithuanian government is also strengthening participatory policymaking on poverty by involving people with lived experience of poverty in a [Government working group](#) alongside public institutions, experts and NGOs. Lithuania is also strengthening its capacity for long-term, evidence-based policymaking through the [Lithuanian Longitudinal Social Survey \(LIST\)](#), which follows the same respondents over time to track changes in values, quality of life, trust in institutions and other dimensions of social change. The resulting longitudinal evidence is intended to support policy evaluation, inform the monitoring of Lithuania 2050 and

help policymakers understand not only what changes, but why. These interventions suggest that Lithuania has policy instruments capable of reducing poverty, but public social spending remains comparatively low, and the effectiveness of redistribution continues to lag the EU average²⁶.

An intergenerational and long-term lens could help extend the policy response from reducing poverty today towards also preventing the reproduction of disadvantage across generations. Such a lens would ask not only whether a policy reduces the current poverty rate, but whether it changes the conditions that determine people's opportunities over their lifetime and the prospects of the next generation. This means connecting policies that are often considered separately: child poverty and early education, housing and family policy, skills and employment, health and prevention, pensions and long-term care, and regional development. For example, investing in children's health, education and skills can be understood not only as current social expenditure but as an investment in future employability, productivity and fiscal capacity. Similarly, adequate pensions can protect older people today while reducing future pressures on health and social services.

This lens would also encourage policymakers to examine **who bears the costs of today's policy choices and who receives the benefits**, including whether insufficient investment today creates larger costs for future generations. In practice, this could mean assessing major social and economic policies not only against immediate poverty outcomes, but also against indicators of inequality of opportunity, child poverty, educational attainment, housing security, healthy life expectancy and the persistence of disadvantage across generations. In this way, long term governance lens can help shift the objective from simply treating poverty as a current distributional problem towards **breaking the intergenerational transmission of disadvantage and building the human, social, and economic foundations for long-term wellbeing**.

Recommendations

Recommendations for the Presidency of the Council of the EU

Building on Lithuania's Council Presidency agenda, the following recommendations could support the advancement of intergenerational fairness at the EU level under Lithuania's leadership:

1. **Use the momentum of Lithuania's Presidency** of January–June 2027 to advance long-term governance and intergenerational fairness using Lithuania's own domestic experience as a case study. Lithuania's Parliamentary Committee has already drawn external interest as a possible reference point for EU-level intergenerational governance mechanisms. Lithuania's Presidency is the second full six-month Presidency after the adoption of the EU Intergenerational Fairness Strategy.²⁷ Lithuania has an opportunity to lead the implementation of the EU Intergenerational Fairness Strategy and embed it in ways that ensure its longevity beyond a single European Commission mandate.
2. **Assess the challenges of demographic change, poverty and policy coherence** as entry points for the long-term governance. Those challenges are very relevant at the EU level as well. A long-term policymaking framework applied at the national level can serve as an inspiration for EU-level policymaking, as well as for other EU Member States.
3. **Promote learning between EU national levels.** Lithuania could position its Presidency as an opportunity to test and exchange practical approaches to long-term governance, bringing together Member States and EU institutions to identify what works in practice. This could include peer learning on future assessments, long-term indicators, strategic foresight and mechanisms for considering the interests of future generations in policymaking across different Member States.

Recommendations for the national level

To complement progress at the EU level, we also suggest several ways in which the intergenerational fairness agenda could be further taken up at the national level in Lithuania.

Institutionalise long-term governance

1. The resolution adopting the Lithuania 2050 strategy already mandates progress reports and, if needed, a revision of its strategic ambitions. This can go beyond routine reporting. Lithuania could use a revision of the strategy to formally add intergenerational fairness or long-term governance as Lithuania 2050's third horizontal "connecting principle", alongside environment and technology. This could be also done through a participatory process such as a series of national intergenerational scenario workshops that integrates successful long term governance practices from the EU
2. Extend the future-assessment obligation beyond document drafting. Article 4 of the Strategic Management Law currently covers only the preparation of strategic planning documents. Its practical reach could be extended, through a scaled version of the same obligation, to cover major legislation and multi-year budget lines, with the Seimas Future Committee formally designated as the reviewing body.

Build capability and democratic legitimacy

3. Strengthen the Centre of Government coordination function with a challenge function. The OECD has already identified the Centre of Government as the natural actor for cross-government coherence. Its mandate could be extended, with dedicated analytical capacity drawn from STRATA and State Progress Council secretariat, to systematically flag policy inconsistencies as a standing part of the National Progress Plan monitoring cycle — with the transport-versus-climate and agriculture-versus-environment tensions already identified serving as concrete first test cases.
4. STRATA's foresight capacity could potentially be enabled as a standing, rolling resource for the highest-stakes policy areas — demography, fiscal sustainability, climate — updated on a fixed, multi-year schedule and feeding automatically into ministry strategic-planning units.

Table 1: ZOE Institute's Intergenerational Governance Matrix applied to Lithuania (Preliminary Assessment).

Strategic commitment				
Long-term orientation	Prevention & resilience	Experimentation & adaptability	Representation & participation	Policy coherence
This means...				
There is a high-level strategy recognising that current decisions shape outcomes in the long term and identifying strategies for ensuring positive outcomes beyond the next policy cycle.	The high-level vision anticipates future risks and trends as well as vulnerabilities and commits to preventing harm and strengthening resilience. Prevention is a guiding principle for governing certain policies.	The long-term strategies and strategic documents are regularly reviewed and can be adjusted based on new evidence, risks, or context to ensure policies remain fit for purpose for achieving the country's long-term goals. Policies innovate and adjust as evidence, risks, and contexts evolve.	The strategic vision recognises that generational representation matters and reflects the country's commitment to considering the interests and aspirations of current and future generations in policymaking.	The national vision and broad policy objectives acknowledge that progress requires managing trade-offs across time horizons, sectors and generations in a coherent manner.
Implementation in Lithuania is..				
ADVANCED. Strong long-term high-level planning. <i>Lithuania's vision for the future 'Lithuania 2050'²⁸ sets out the vision, strategy and implementation path towards a set of shared goals.</i> <i>This long-term plan is implemented through a medium-term strategic document, the National Progress Plan (NPP) 2028–2034, and national development programmes.</i> <i>National security agenda.</i> <i>The Committee for the Future in the Parliament</i>	PARTIALLY MISSING. <i>Prevention elements are less directly identifiable and is highly specialised in the areas of health²⁹, anticorruption³⁰, workers' rights and war scenarios. Resilience elements are stronger. The social resilience roadmap³¹ is built on vertical pillars of the state, community and individual.</i> Signs of progress: <i>The Lithuania 2050 strategy aims to strengthen "the crisis and emergency management and prevention system by developing national agendas for energy, digital, economic, climate, environmental, space, and epidemiological security"³².</i> <i>The National Security Strategy includes strengthening deterrence and preparedness as its core strategic goal. The strategy also addresses vulnerabilities from reliance on information and communications technologies, and demographic challenges³³</i>	ADVANCED. Regular revision of long-term plans to adjust to new contexts. <i>Revision of long-term plans: The implementation of Lithuania 2050 is regularly evaluated through evaluations of the NPP, and more sporadically with evaluations of strategic ambitions. Conclusions of these evaluations are included in the annual National Progress Report and submitted to the State Progress Council, stakeholders, and the public. The State Progress Council may recommend a revision or update of the vision or the development of a new state vision³⁴.</i>	EMERGING. Efforts towards improving participation of different groups in decision-making <i>Consultation proxies but not integrated horizontally</i> • Elderly consultation • Youth consultation • Missing—vulnerable groups <i>A strong participatory approach was implemented while developing the Lithuania 2050 strategy. Some participatory elements under the State progress council.</i>	EMERGING. Cross-cutting objectives but limited evidence of explicit trade-off analysis. <i>The Prime minister's office and its strategic planning unit work as a central body for coordinating long term planning.</i> <i>The State Progress Council oversees the implementation of Lithuania 2050 and submits to the Seimas and the Government conclusions, proposals and recommendations on the progress achieved.</i>

Institutional Capacities				
Long-term orientation	Prevention & resilience	Experimentation & adaptability	Representation & participation	Policy coherence
This means...				
The institutional setting creates capacities for paying attention to long-term, foresight, and future impacts.	Governance arrangements support anticipation, preparedness, and have systems in place to create resilience against systemic risks.	The government's organisational structure includes an area or a pocket for experimentation and innovation in policy design, data collection, modelling.	The institutional setting enables generational voices to shape decision-making.	The governance arrangements facilitate coordination across institutions and help manage trade-offs between competing objectives.
Implementation in Lithuania is..				
EMERGING – Growing long-term orientation at an institutional level. Mandate: The Strategic Management Law mandates that planning documents systematically assess future possibilities and implications. Creation of formal units and networks: The strategic foresight ecosystem in Lithuania is formed of high-level institutional players – often with dedicated units or advisors: Office of the Government (regular Future Breakfasts with policymakers and experts³⁵), STRATA, Committee for the Future, State Progress Council, Strategic Forecasting Unit at the Martynas Mažvydas National Library of Lithuania³⁶ (Discontinued), research Unit of the Office of the Seimas, science and innovation advisors in ministries (discontinued). However, the OECD finds³⁷ that foresight is still at an early stage of institutionalisation, with gaps in capacity, skills and sustained cross-government practice limiting its systematic integration into policymaking. Development of capabilities: the LIMinal project³⁸.	PARTIALLY ADVANCED – Dedicated institutions to strengthen resilience, preparedness, and prevention. The National Crisis Management Centre (NCMC) is the government's central operational-level institution for crisis prevention and management, conducting 24/7 monitoring, risk assessment and analysis to identify emerging threats and strengthen preparedness. It contributes to resilience by coordinating preparedness and prevention across government institutions, developing evidence- and analysis-based responses, and ensuring inter-institutional coordination before, during and after crises.	EMERGING - established institutional pockets for experimentation and innovation, but these are not yet embedded as a systematic, whole-of-government approach to policy design and adaptation. Govtechlab Lithuania provides a dedicated capacity for public-sector innovation, connecting government challenges with innovative teams and supporting the piloting of solutions before wider implementation; its GovTech Sandbox also provides a structured environment for public institutions to test emerging technologies. STRATA provides complementary analytical capacity through policy research, impact assessment, modelling and foresight, while the State Progress Council supports the implementation and monitoring of Lithuania 2050.	EMERGING – Progress in youth as well as elderly people participation and representation, but future generations are still overlooked. Representation of future generations currently works through proxies – with the Youth Affairs Council for the youth and the Framework Law on Policy for Older People and municipal councils for the elderly. However, these structures tend to operate in isolation from each other and focus on present-day interest. Youth issues are considered in all types of legislation (whether initiated by the government, the parliament or by the citizens)³⁹. The preparation process of the Lithuania 2050 strategy is an example of inclusive policy design.	EMERGING – Weak whole-of-government coordination although the Office of the Government acts as a central coordination body Coordination across ministries Challenges in creating an authorising environment that enable cross-government implementation of strategic priorities⁴⁰. Coordination across governance levels: In addition, according to the European Commission's 2026 Country report, while Lithuania took steps to strengthen the legal basis for intermunicipal cooperation, in practice it remains limited⁴¹. Continuity across time: According to the OECD, "ensuring continuity as governments change is a challenge. Lithuania's Ministry of Social Security and Labour provided a unique example of continuity in ministerial strategy, specifically in childcare reform"⁴². National Crisis Management Centre (NCMC) ensures inter-institutional coordination before, during and after crises. Policies such as energy independence policy, defence policy as well as European Integration and support for Ukraine policy are good examples of continuous policies that span across different governments.

Policy processes and analytical tools

Long-term orientation	Prevention & resilience	Experimentation & adaptability	Representation & participation	Policy coherence
This means...				
Polymaking processes and analytical tools help consider long-term impacts, uncertainties, and future scenarios.	There are clear mechanisms, tools, and indicators to assess prevention and resilience investments, implementation and outcomes, as well as to identify potential future risks early and consider them in policymaking.	Polymaking processes include tools for experimentation (e.g. regulatory innovation elements). Polymaking processes enable iterative learning and responsible risk-taking.	Policy tools and guidance for policymakers on how to effectively consult with external stakeholders and reach vulnerable groups. Input from citizens and consultations are integrated into policy mechanisms.	Polymaking processes enable cross-cutting policy impact considerations. The way data is collected, presented and analysed can support reducing policy siloes.
Implementation in Lithuania is...				
EMERGING – Strengthened long-term thinking capacities, although not consistently embedded in the policy cycle. Impact indicators: Lithuania 2050 sets out 28 impact indicators showing the desired changes in the social, economic and environmental situation at the national level⁴³. Longitudinal studies on societal and demography challenges. Foresight tools and long-term impact assessment: use of strategic foresight and forecasting exercises to guide policy and strategy design and planning. However, the long-term approach is not yet fully embedded in the policy cycle. For instance, impact assessments of policies remain focused on the short term. Additionally, visioning and back-casting exercises remain uncommonly used by a majority of civil servants.	EMERGING – Broadening development of risk assessment capacities. Sectoral experimentation of prevention-oriented approaches. Capacity to assess future risks at the national level, especially in the security policy area. However, tools are stronger on identifying and monitoring risk than on evaluating the outcomes of prevention and resilience investments themselves. Prevention-oriented approaches remain at the stage of sectoral experimentation rather than systemic integration: initiatives such as early intervention for at-risk youth, early childhood intervention for children with developmental needs, and preventive health screening operate as distinct sector-specific programmes.	EMERGING – Lithuania is developing capacity for experimentation and adaptive policymaking through a combination of innovative data collection and analysis, quantitative modelling, and sector-specific experimentation, including regulatory sandboxes. In the past, Lithuania's institutional setting has been characterised as being limited by a “tight culture” limiting innovation potential. However, the civil service reform aims to promote a learning culture in public management⁴⁴. This is accompanied by growing use of innovative approaches to data collection and analysis, modelling within the Ministry of Finance, and sector-specific experimentation through regulatory sandboxes.	EMERGING – Lithuania has developed a number of mechanisms to strengthen participatory and age-sensitive policymaking. Youth Policy Implementation Assessment methodology⁴⁵, which incorporates youth participation and evidence-based assessment and is conducted with young people and municipalities. The development of analytical capacity to mainstream ageing, alongside practical guidance such as the Create Lithuania Guide to Civic Participation in Public Space Projects⁴⁶, also demonstrates growing capacity to engage different groups and incorporate their needs and experience into policy and project design.	MISSING Regulatory Impact Assessments are mandatory for major (not all) primary laws, but the implementation of this obligation is sporadic. Moreover, there is no obligation for major policies to assess potential effects on other policy objectives. Demography as a problem identified but siloed solutions are offered. Strategic documents often contain multiple objectives such as economic growth competitiveness without providing a mechanism to identify where they reinforce or conflict with one another. No time-limited cross-government policy missions or taskforces for cross-cutting challenges (for example demography issues are discussed in the family commission in Social Ministry)

Policy and funding outcomes

Long-term orientation	Prevention & resilience	Experimentation & adaptability	Representation & participation	Policy coherence
This means...				
Policy and funding solutions are aligned with long-term objectives and anticipate future needs. Budgeting and investment frameworks support the creation of long-term value.	Continuous investment in strengthening the country's resilience capacities, notably in prevention efforts to limit exposure of people and core services to risks. The public finance framework assesses and minimises the impact that critical risks may have on public finances.	Policy and funding arrangements can support and incentivise experimentation and adaptability by providing sufficient flexibility, multi-year stability, feedback mechanisms, and room for iterative adjustment. In turn, experimentation and adaptability can lead to more responsive, effective, and resilient policy outcomes by enabling learning, course correction, and better alignment with changing needs and long-term objectives.	Dedicated policies and funding for participation processes can support consultations, outreach, facilitation, translation, accessibility, feedback mechanisms, and reaching vulnerable groups and under-resourced actors. Policy outcomes and funding reflect the needs outlined during participatory exercises and contribute to addressing intergenerational fairness concerns.	Policies and public investments reinforce one another, rather than solving one problem while creating another elsewhere, later, or for another generation.
Implementation in Lithuania is...				
EMERGING – Long-term strategies with implementation challenges. <i>The National Progress Plan</i> is the umbrella strategic document underpinning the formation of the state budget and ensuring coherence between the budget and EU fund allocations, and ministries strategic development programmes. <i>The National Energy Independence Strategy</i> ⁴⁷ (to 2050)- outlines the country's roadmap to a self-sufficient, climate-neutral energy system by 2050. <i>Rail Baltica</i> , a major long-term cross-border rail investment, illustrates the risk of misalignment between policy ambition and delivery capacity.	EMERGING – Targeted measures to strengthen long-term resilience, but systemic vulnerabilities remain. <i>Lithuania has made progress in reducing its GHG emissions and deploying renewable energy – exceeding most of its expansion targets. However, Lithuania's supply chains are more dependent on ecosystem services than the EU average. Nature degradation poses significant risks Lithuania's economy and competitiveness, with water resources being particularly vulnerable</i> ⁴⁸ .	EMERGING – Some flexibility in investment planning but limited widespread support for innovation. <i>Lithuania is increasing public investment in R&D – with new initiatives expanding support from innovative firms – but structural bottlenecks limit private investment and knowledge transfer</i> ⁴⁹ .	EMERGING – demographic change across key areas. <i>Lithuania has recognised demographic change as a long-term challenge. However, the approach and proposed solutions are still sectoral.</i> <i>Lithuania's approach to climate action and energy strategy relies heavily on SWOT analysis and public participation. The National Energy and Climate Plan update was prepared in close consultation with socioeconomic partners, associations and citizens (eight working groups and 62 meetings)</i> ⁵⁰ .	EMERGING strong economic indicators but poverty, social, health accessibility, environmental issues. <i>As reported in the European Semester's 2026 Spring Package, while Lithuania has a strong macroeconomic performance in terms of GDP growth and debt level, it nevertheless experiences high unemployment levels; high and increasing risk of poverty and social exclusion</i> ⁵¹ . <i>Additionally, regional inequality is increasing with lagging regions suffering from limited access to quality public services, including healthcare, education and social services</i> ⁵² .

- ¹ the Centre of Government is a term used here to describe the institutional structure of the head of government's own department or office, alongside a cabinet secretariat and strategic planning units that supports the Prime Minister or equivalent and Cabinet collectively. Its core functions are cross-government policy coordination, whole-of-government strategic planning, and monitoring policy implementation. In Lithuania it is the Government Chancellery. <https://lrv.lt/en/office-of-the-government-1/>
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