

Good Governance in Developing National Absorptive Capacity

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Abstract

The paper analyses a link between good governance and the country's capability to innovate. The institutional dimension of the national innovation system (NIS) allows to use the method of good governance as good practice: the country, building its capacity to absorb knowledge, activates all role players in the NIS. The role of public administration institutions is emphasizing in the processes of accessing, anchoring and diffusing knowledge, seeking to strengthen the country's economic and social welfare. During the research the idea that public administration institutions should actively employ the principles and techniques of the good governance idea was substantiated because their objective is to make impact on the NIS: through the formulation and implementation of national innovation, economic and social policy by creating favourable circumstances for the NIS players, developing their knowledge of absorptive capacity, strengthening regional, national and global knowledge networking, using more knowledge channels and partnership for innovations at the national level.

Keywords: good governance, absorptive capacity, national innovation system.

Introduction

Today's global, innovation-driven economy, as well as broad social and environmental concerns, related to growth, welfare distribution, etc., require countries to find new ways to promote a policy environment (circumstances) that is conducive to greater dynamism and change (Governance of Innovation Systems..., 2005). The objective of less developed countries is to reach the social and economic level of the European Union (EU) countries. A small (in many cases in Europe, developing) country must find new ways of making innovation policy work, and, in this case, it has to be emphasized that the knowledge-driven economy (economic and social wellbeing of the country) builds on its capacity to adapt, adopt best global practices, create, diffuse and transform knowledge and innovation. A country's development is based on its capacity to innovate. Innovation helps an individual, organization, region, country gain competitive advantage, strengthens their economic and social welfare. Despite of the

fact, that in the current period small countries have made a progress in innovation policy making and implementation (EU structural funds gave a real base to implement and sustain a wide range of innovation support measures, both in the public and private business domains), they still meet a lot of challenges and in many cases remain among the catching up countries (INNO-Policy Trend Chart..., 2008). One of the biggest challenges for innovation policy in a small country is to improve skills for innovation and entrepreneurial attitudes. It mainly concerns the national innovation system (NIS) and its players. The players of the NIS, creating the added value, are the source for country's innovativeness because development processes draw on the efficiency and effectiveness of NIS institutions¹.

But not all countries are capable of catching up at the same rate or to the same extent; therefore, the nature of the potential and the capacity of a country to absorb external knowledge is a function of its stage of development (Narula, 2004). So, building a successful NIS requires new methods, means and techniques. Concerning one of preconditions for successful functioning of the country's NIS – the national absorptive capacity – “the ability to learn and implement the technologies and associated practices of already developed countries” (Dahlman and Nelson, 1995). But favourable circumstances must be created for the institutional NIS success and it could be done through the appropriate implementation of innovation and economic policy in a country. The keystone exists that governmental institutions should be particularly concerned about the issue of national absorptive capacity as namely they are bodies, which coordinate and manage development processes. Public administration institutions play a very important role in this sphere – they are responsible for the implementation of national innovation policy. In many cases the strategic vision of the country's innovation development is created correctly, it is

¹ The institutional concept of NIS in this article gives the presumption for the concept of institution: *an institution* is understood as a *formal organization*, which juridically and legally operates in the area of its competence.

substantiated by various strategic documents and political guidelines. But this implementation does not gain desirable results because of a disorder of those institutions activities or unsuccessful interaction with other NIS role players.

Good governance is the concept and practice of modern Public Administration, assuming an important role in society's development processes, is influenced by globalization, economic competition and intervention of new technologies into all areas of life. In this paper, it is claimed that two ideas are closely related: 1) innovativeness (using advantages rendered by absorptive capacity) creates preconditions for economic and social welfare of a country; 2) society (country) is facing "social and economic problems because of the lack of good governance" (Pivoras and Visockyte, 2004). Therefore, the author maintains, *that good governance is connected to national absorptive capacity*. Notwithstanding this, there is still a big lack of scientific theoretical and practical research that analyzes connection between public administration institutions' activity and the organizational, regional or national absorptive capacity. According to the knowledge of the author, there is no scientific research (generalization), *how public administration institutions, using good governance practice, could contribute to building and promotion of a national absorptive capacity (scientific problem)*. Considering *the aim of the paper is to reveal aspects of public administration institutions activity, interfacing requirements of good governance and a need to develop absorptive capacity of role players involved in a national innovation system*. **The tasks** are as follows: 1) to define the concept of national absorptive capacity in the context of a national innovation system; 2) to identify the concept of good governance in the context of national innovation policy; 3) to propose the model of the connection between good governance and national absorptive capacity. **Relevance and novelty** of this paper is that national absorptive capacity has been analyzed by approaching the issue through the dimension of good governance and institutional structure of a NIS, identifying the role of public administration institutions, creating and implementing innovation policy in development processes. Literature analysis, theoretical modeling, comparison and generalization, deduction were used as **methods** for this scientific research.

National absorptive capacity in the context of a national innovation system

Analyzing national absorptive capacity, first of all, the concept of a national innovation system should be identified. A national innovation system

comprises all important economic, social, political, organizational, institutional activities that have an impact on innovation development, diffusion and exploitation (Edquist, 2004). **A national innovation system** (NIS) could be understood as a network of public and private sector institutions, which function and interact with the aim to generate, disseminate and apply new knowledge and technologies and commercialize innovations. Preconditions for its successful functioning are as follows: a) scientific and technical personnel to manage the system and coordinate its activities prepared, b) laws and regulations passed, c) financial support provided, etc. (Bergman, Usai, 2012). A NIS may be analyzed from the points of view of an institution (institutional approach), functions (functional approach), and interaction of different level authorities (hierarchical approach). According to the institutional NIS approach, the role players (institutions of public and private sector) play an important role in the model of a NIS (see Fig. 1). The model of a NIS builds on interaction among the role players and networks, joint research projects, business-public sectors partnership; in this context, the model is aimed at promoting collaboration in research, development of advanced technologies, involving all important and useful institutions in the processes. The institutional approach to a NIS can be defined as a hub of various institutions, organisations, individually or collectively involved in innovation development, management, implementation, diffusion, having impact on the system. The system links all role players that create, accumulate and disseminate knowledge, skills and new technologies. The national aspect of the system is revealed in the country's policy, language, culture, adopted laws and regulations, and results in creating environment favourable for innovation (Carlsson, 2006). In the context of good governance it is important to identify the responsibility of public administration institutions.

Attributed functions of public administration institutions in a NIS are: a) to disseminate information, knowledge, provide training in advanced technologies, new management strategies; b) to allocate resources to the development of new management methods and techniques; c) to promote business-research collaboration, learning, identify business needs; d) to develop public policy, create legal environment favourable for the development of innovation; e) to support the development of new management strategies, innovative activities of small and medium businesses (Innovation Management and..., 2009). So, a public administration institution is not only responsible for creation of favourable circumstances for innovation, but also itself can

be a subject of innovation. The heads of public administration institutions need greater freedom to adopt new technologies and innovative management principles, public-private sector cooperation at the institutional and community levels should be promoted. After all, the question whether and to what extent public administration institutions are prepared to build the knowledge-driven economy and implement innovation is relevant. Innovation that fails in a private company will ruin its image and bring loss to the owner. Innovation that fails in a public administration institution will have a negative impact on welfare of all citizens. Innovation that turns out well in a public administration institution is less conspicuous than that which fails. Innovation in public administration institutions is a sore subject; preference is given to pre-planned, pre-defined course of actions. When a public administration

institution is transiting from a learning organisation to a brain organization it seeks to function in a new and better way. In the contemporary competitive world for all institutions it is vital to develop new, innovation focused policy, identify potential failures and build absorptive capacity through networks and in collaboration with other role players. Sometimes enterprises or other institutions are trying to enter networks because it is an ability to get financing from governments (subsidies, infrastructure, etc.) (Jucevicius, Kindurys, 2011) (networking becomes one of most important forms of interaction the between public and private sectors). Therefore, public administration institutions should seek efficiency, foster democratic values and traditions, promote innovation and modernization – strengthen and implement the practice of good governance.

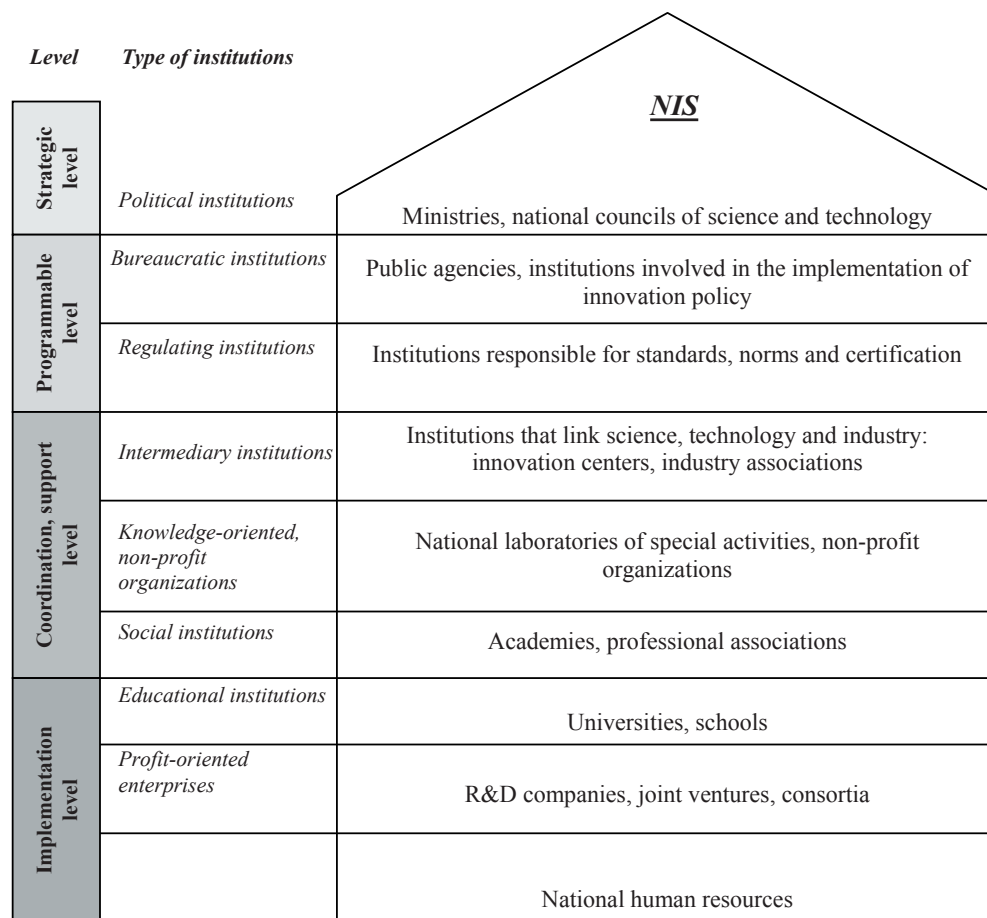


Fig. 1. Institutional structure of a national innovation system
Source: own design, based on Meeus and Oerlemans (2005)

Innovation promotion is an issue for governance it its all levels (local, national and EU), it is the priority that gives the base for various programs and financial support for firms (Kersys, 2008). In this situation, every institution (of the NIS model) has its responsibilities (for making innovation policy work),

but at the same time, every institution is characterized by its capacity to absorb knowledge.

In the context of a NIS, role players (institutions) are organizations that are capable of creating and applying knowledge, which ensures continuous organizational learning and transformation, i.e.

absorptive capacity – the main precondition for sustainable growth and gaining competitive advantage (Dixon and Day, 2007). Various authors emphasize different aspects of the concept of absorptive capacity: the ability to deploy the sources of tacit and explicit knowledge within the organization, innovative internal practices, managerial skills and corporate culture (Gray, 2006); the ability to identify, absorb and adopt information and knowledge within the organization (Welsh, Liao and Stoica, 2003); the ability to identify, assess and apply new knowledge as well as to create it (Mahroum, Huggins, Clayton, Pain and Taylor, 2008). According to this, it can be understood as the capacity to assess the value of external knowledge and technology, to make necessary investments and organizational changes to absorb and apply this in productive activities (Goldberg, Branstetter, Goddard and Kuriakose, 2008) (to create the added value). Absorptive capacity, i.e. the ability to attract and absorb innovative ideas from outside is of primary importance as this capacity enhances the prosperity, operational efficiency and effectiveness of an organization, company, region, city, country. So, three main components comprise **the modern concept of absorptive capacity**: capacity to access knowledge and innovation through global networks; capacity to anchor external knowledge from people, organisations, companies; capacity to diffuse innovation and knowledge (Mahroum et al., 2008). When absorptive capacity is analyzed at the national level it must be mentioned that:

a) **Access to knowledge** enhances creativity, promotes building of the knowledge-driven economy and includes access to human knowledge, information, intelligent goods, etc. (Access to Knowledge..., 2010). National capacity to access external knowledge depends on public and private investment into the infrastructure of the country, foreign trade, and foreign investment regulations. Countries with small scientific, economic and social potential get access to external knowledge through:

- clusters – institutions, universities, technical, research, knowledge centres, etc., which generate intellectual knowledge, accelerate learning and knowledge transfer. National capacity to access global knowledge depends on the number of big specialized, knowledge-intensive companies set up in the country, appropriately equipped universities, knowledge flows;
- local culture – the level of confidence, social cohesion, etc.;
- economic activity – international relations, collaboration, foreign trade, foreign invest-

ment, merge with multinational companies, investment into knowledge. That is particularly important for developing countries.

b) **Knowledge anchoring** is capacity to access external knowledge, absorb and apply it (Halkier, Dahlström, James, Manniche and Olsen, 2010). At the national level, knowledge can be anchored from the internal environment at the individual, organizational and national levels, through local clusters, networks as well as through interpersonal, organizational relations, global clusters, networks.

c) **Knowledge diffusion** is the process of knowledge transfer when knowledge is absorbed and transmitted to national role players (groups, innovators, followers). In this process, new knowledge complements old one. NIS role players, involved in this process, should be motivated, provided with resources and have necessary abilities (Zhuang and Chen, 2011). Knowledge diffusion results in improved, innovative activities, what adds value to innovation.

To sum up, an innovation system must be characterized by two main capacities: *absorptive capacity* (AC) (to be able to attract good ideas from elsewhere) and *development capacity* (DC) (to be able to exploit them and develop new products or services). Development capacity is the ability to create new knowledge and exploit it (innovation creation process), but in this context it is not analyzed (this approach needs deeper analysis and requires other analysis methods).

Scientific literature study showed that researchers identify 2 levels of absorptive capacity – individual and organizational; 3 (individual, organizational and national) levels of absorptive capacity were found in more recent studies. In the context of the national level, all those levels of absorptive capacity should be mentioned:

1. **Individual absorptive capacity**. Individuals have the ability to absorb, share and exploit information and knowledge (Soo, Devinley and Midgley, 2009). In the case of national innovation system analysis, it is following a presumption that individual involvement in the processes of value creation is integrated in organizational absorptive capacity because persons are acting as members of groups and institutions (King and Lakhani, 2011).

2. **Organizational absorptive capacity** is policy and means of an organisation aimed at promoting the development of absorptive capacity of individuals (Soo et al., 2009). It is the ability to augment knowledge, innovate by learning, using external sources of knowledge (Tsai, 2001). Studies prove

that the role of organisations in developing a national innovation system is very important.

3. **National absorptive capacity** is policy of the country aimed at promoting learning, innovative technologies and practices in all activity spheres of the country (Narula, 2004). It is not merely aggregate capacity of local entities or industries, it shows the ability of the country to create the added value and gain competitive advantage in the global market.

The author of this paper proposes vertical (by organizations) and horizontal (by areas) analysis of national absorptive capacity: a) capacity to absorb knowledge from a particular industry; b) capacity to absorb knowledge from several industries; c) capacity to absorb knowledge from universities, research institutions (Abreu, Grinevich, Kitson and Savona, 2009); d) capacity to absorb knowledge from public policy and public administration institutions (they are responsible for a national innovation system, ensure its viability); e) capacity to absorb knowledge from role players that provide support to businesses as well as other stakeholders of the innovation system; f) capacity to absorb knowledge from formal and informal education. All these types of national absorptive capacity are important for building a NIS; they differ by scale, intensity, speed, strength.

Good governance in the context of national innovation policy

Good governance has become one of the most important research topics because public institutions, predicating their activities on the principles of good governance, must not only carry out their functions but seek together improvement of the quality of public services. A lot of attention is given to implementation of the country's policy with a perspective of public administration. In many developed countries good governance has become the engine for public management development, which empowers institutions to achieve a higher level of public services and satisfaction of the citizens.

The key features of good governance are as follows: openness, accessibility, accountability, predictability and transparency (Sachiko and Durwood, 2011). Seeking to successfully implement national innovation policy that enables good governance, it is necessary to choose the right policy form, which could be implemented in a transparent and open manner. But at the same time innovation policy should be consistent with the macroeconomic situation of the country, its regulatory, education, ICT policies, values, culture, market needs. National innovation policy should ensure favourable conditions for innovation.

In a contemporary world new types of *policies* are needed to be created, addressed to the identification of systemic failures, particularly policies, *directed to networking and improvement of absorptive capacity* because networking schemes put emphasis on improving the interaction of actors and the interplay of institutions within a NIS. According to the Organization of Economic Co-operation and Development (OECD):

- Such policies stress the role of joint research activities and other technical collaboration among enterprises and with public sector institutions (including public administration institutions). Schemes to promote research and advanced technology partnerships with government are valuable in this context.
- These policies give prominence to high levels of co-patenting, co-publication and personnel mobility, and implement intellectual property rules, labour market policies and exchange programmes to facilitate such collaboration.
- These policies recognize the importance of informal flows of knowledge and access to technical networks; supportive information technology policies and infrastructures are thereby implemented.
- Such policies see the value of encouraging the development of innovative clusters and close producer-user relations among firms, and thus establish appropriate competition policy frameworks.
- In general, these policies seek to augment innovation networks and to design these flows, linkages and partnerships in the most efficient manner (National Innovation Systems, 1997).

Public administration institutions are important role players in a development process of national absorptive capacity. Social indicators such as law and public order, judicial independence, property rights protection, business regulations, anti-corruption measures, degree of democracy and autocracy, stability of the political system, competition, separation of legislative and executive powers, political rights and civil liberties (Fagerberg and Srholec, 2007) also play an important role. According to literature, innovation policy, methods and techniques of knowledge access, anchoring and diffusion are of vital importance because that facilitates knowledge absorption of local and global knowledge, technologies (Autant-Bernard, Padairo and Massard, 2013). Public administration institutions, following the principles of good governance, must create following preconditions: firstly, access to relevant national and international sources, new ideas, knowledge and innovation should be ensured in organizations, regions and the

country, motivation and support provided; secondly, knowledge that organizations and universities acquire from outside should be used effectively, knowledge sources identified, working relationships with external sources built and maintained; thirdly, investment into organizations that disseminate relevant knowledge should be increased, open exchange of knowledge among various institutions from various sectors and industries promoted; finally, innovation strategy should build on the strengths and weaknesses of the country (Mahroum et al., 2008). Therefore, public administration institutions, seeking to implement national innovation policy and to enable good governance principles, should focus on:

- Commercialization of technological innovation. It is a long process, needs a stable political and legal environment and builds on the principles of good governance, justice, fairness, etc.;
- Dissemination of new knowledge, technologies and innovation through networks;
- Creation of a favourable business and research environment, setting up efficiently functioning innovation centres, science and technology parks;
- Promotion of and support for government-administration-business-research collaboration to develop innovation;
- Knowledge generation and production of innovative goods competitive in the global market, innovation resulting from public private partnership (Jakubavicius, Jucevicius, Jucevicius, Kriaucioniene and Kersys, 2009).

In summary, national innovation policy based on good governance is revealed by the following aspects. First of all, the objectives and procedures of its implementation must be identified, retained and coordinated. Secondly, the coordinating institutions must understand and apply the principles of good governance for the policies financial mechanisms. Thirdly, a creative society should have information and tools, necessary for controlling the functioning of the institutional system for absorptive capacity development. Fourthly, creative society members and individuals should become more closely related to knowledge absorbing mechanisms and get more information on possibilities to be involved in innovation processes.

The model of the connection between good governance and the national absorptive capacity

The theoretical model of the connection between good governance and the national absorptive

capacity (its development) is based on the deduction method. According to all previously submitted information, the model can be visualized as shown below (see Fig. 2). In the model, four levels of institutions (role players) compose a NIS. Each of them is responsible for own functions when creating the environment favourable for innovativeness.

Good governance is the main basis for institutions at strategic and programmable levels – they seek not only effectiveness and efficiency of the activity (policy and its implementation) but to involve all citizens (individually or organizationally) in decision making processes as well. This means that using the good governance practice (through discussions, interactions, networking and public-private partnership), governmental institutions (political, bureaucratic and regulating ones) are creating national innovation policy and they are implementing it successfully.

The coordination and support level (intermediary, knowledge-oriented, non-profit organizations, social institutions) is responsible to intermediate between governmental institutions (strategic and programmable levels), the private sector and science institutions (innovation implementation level). They help enterprises and educational institutions through networking, clustering, interactions, consultations, etc. On the other hand, they play the role of the “watcher” – if the national innovation policy and its implementation do not meet existing (knowledge, technology, environment, regulations, etc.) needs in the NIS, they can inform the governmental and implementing institutions about the situation, seeking new decisions and corrections in the national innovation policy.

All formal organizations have their organizational absorptive capacity; because all organizations are composed on the basis of their human resources (each individual has his/her individual absorptive capacity). Despite of this fact, the implementation level (educational institutions and profit oriented enterprises) is the main source of innovations. According to this, in this model it is emphasized that those organizations are actively involved in the process of using organizational absorptive capacity (OAC) for knowledge access, anchoring and diffusion. But at the same time OAC is supported and power-assisted by individual absorptive capacity (IAC). If the national innovation policy creates preconditions and favourable circumstances for innovativeness, the development of OAC and IAC is getting progress in the country.

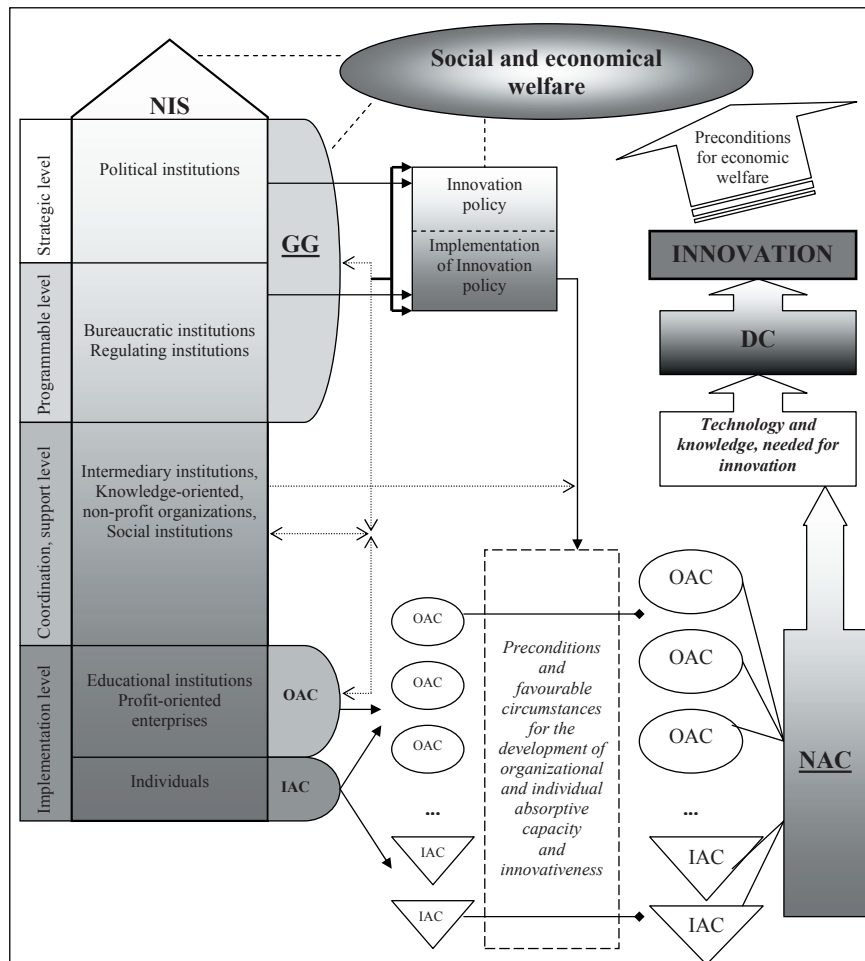


Fig. 2. Model of the connection between good governance and the national absorptive capacity
Source: own design

Considering the opportune environment, educational institutions, enterprises and individuals can increase their channels for knowledge access, enable learning processes for better knowledge anchoring and more actively use networking and mobility for knowledge diffusion. When positive changes proceed at the organizational and individual levels, the national absorptive capacity (NAC) is strengthening. A stronger NAC gives more opportunities to get and anchor needed knowledge, to introduce and assimilate new technologies, which are needed to enable organizational or individual development capacity (DC). Usually, the result of DC is an innovation. As it was mentioned, innovations are considering instruments, creating presumptions or preconditions for economic development, which lead to a better economical situation in the country (creates social and economic welfare).

Social and economic welfare in the country lets other development processes: strengthening of NIS, realization of good governance (bad governance leads to social and economic problems, otherwise wellbeing of citizens proclaims about good policy and its implementation (public administration institutions are implementing the principles of good governance

and have trust in society). Similarly, good economic and social conditions encourage innovation processes, motivate individual development (improving the level of IAC), stimulate enterprises to cooperate and look for new ways of thinking (OAC), such is individual, organizational and national absorptive capacity (knowledge access, anchoring and diffusion).

According to this theoretical model, it can be highlighted that innovative activities in the country are greatly influenced by public administration institutions: innovation draws on the principles of good governance, collaboration, networking and support. Various strategies should be used to promote public-private partnership. Favourable conditions for economy development should be created because that, in turn, will ensure rapid anchoring of knowledge, new technologies and will finally add competitive advantage. Competitive advantage is gained by strengthening absorptive capacity. It is important to encourage public administration institutions to interact through networks, knowledge sharing, collaboration with other role players in NIS, international organizations, foreign partners, the business sector, non-governmental organizations, citizen associations, etc. Similarly, research institutions and international

organizations play an important role because they model changes in public administration, conduct research and public findings.

At the same time, public administration institutions should become innovative and flexible and seek flexibility and innovativeness in order to fulfill their mission in the most effective way. They should be able to create new and adopt the existing ideas in order to meet the needs of the public. For all that proper environment and conditions for good governance should be created, what could promote the development of national absorptive capacity.

Conclusions

1. National absorptive capacity as the country's policy, aimed at promoting learning, innovative technologies and practices in all activity spheres, creates preconditions for role players of the national innovation system to attract good ideas from elsewhere, enabling the creation and development of new improvement provisions for NIS performance. National absorptive capacity is influenced by organizational and individual absorptive capacity. In this context, the role of all NIS institutions (even public administration institutions) is very important because each of them implements its function, supporting development processes.
2. Public administration institutions, seeking implementation of good governance, must create presumptions for good implementation of national innovation policy. National innovation policy, based on good governance, identifies and coordinates all objectives and procedures of its implementation; institutions apply the principles of good governance for policy financial mechanisms. Finally, all instruments (strategies, programmes, procedures, laws, etc.) of national innovational policy and its implementation should be based on cooperation between governance, public administration institutions, enterprises, science and education system, research and development agencies and other NIS role players.
3. During research it was found that national absorptive capacity is influenced by the public administration institutions that implement good governance in various forms, in specific activities and options of realizing tactics. The theoretical model revealed that good governance is the main precondition for favourable environment, promotion of knowledge access, anchoring and diffusion processes. Good governance lets the country seek social and economical welfare, which could be impossible without economic and social changes, influenced by innovations. It is described like a theoretical circle, where the role

players of NIS can use innovation policy for the development of national absorptive capacity and, on the other hand, the development of absorptive capacity can lead to innovations, creating basis for social and economic welfare of the country.

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Juknevičienė, V.

Geras valdymas vystant nacionalinį absorbcinį gebėjimą

Santrauka

Globali žiniomis ir inovacijomis grįsta ekonomika, socialiniai ir aplinkosauginiai iššūkiai, gerovės užtikrinimas ir kiti veiksniai lemia valstybių poreikį ieškoti naujų dinamiškos ir gebančios keistis politinės aplinkos užtikrinimo būdų. Tai ypač aktualu ne tokioms išsivysčiusioms Europos valstybėms, siekiančioms pasiekti socialinį ir ekonominį Europos Sąjungos (ES) šalių išsivystymo lygį. Kadangi žiniomis grįsta ekonomika paremta šalies gebėjimu adaptuoti, įsisavinti gerąją pasaulinę praktiką, kurti, skleisti, transformuoti žinias ir inovacijas, o vystymasis tiesiogiai priklauso nuo šalies gebėjimo inovuoti, besivystančioms šalims būtina surasti naujų būdų, kaip įgalinti nacionalinę inovacijų politiką veikti tinkamai. Inovacijos padeda ne tik organizacijoms ar regionams, bet ir šalims įgyti konkurencinį pranašumą, sustiprina ekonominę ir socialinę gerovę. Nors mažos (besivystančios) valstybės progresuoja inovacijų politikos įgyvendinimo srityje (prie to daug prisideda ES struktūriniai fondai per inovacijų para-

mos instrumentus, skirtus tiek viešajam, tiek ir privačiam sektoriui), tačiau kol kas susiduriama su daugybe iššūkių, o šalys vis dar išlaiko besivejančiųjų statusą (INNO-Policy Trend Chart..., 2008). Vienas iš tokių uždavinių mažoms šalims – pagerinti inovacinius gebėjimus ir sustiprinti verslininkiskumą. Visa tai turėtų būti orientuojama į nacionalinės inovacijų sistemos (NIS) valdymo ir jos dalyvių veiklos tobulinimą. NIS dalyviai, kuriantys valstybėje pridėtinę vertę, yra pagrindinis šalies inovatyvumo šaltinis, nes vystymosi procesai paremti NIS institucijų veiklos efektyvumu ir veiksmingumu.

Ne visos valstybės yra pasirengusios prisivyti išsivysčiusias šalis vienu metu ir mastu, todėl valstybės potencialas ir gebėjimas įsisavinti išorines žinias yra pagrindinė jos vystymosi funkcija (Narula, 2004). Siekiant sėkmingos NIS veiklos, būtina ieškoti naujų būdų, metodų ir technikų, iš kurių vienas yra vystyti nacionalinį absorbcinį gebėjimą – gebėjimą mokytis ir naudoti išsivysčiusių valstybių

technologijas bei gerąsias praktikas (Dahlman, Nelson, 1995). Sėkmingai NIS veiklai taip pat būtinos palankios sąlygos, kurios gali būti sukurtos per tinkamą inovacijų ir ekonomikos politiką šalyje. Būtent už šios politikos formavimą ir įgyvendinimą atsako valstybės valdymo ir administravimo institucijos, koordinuojančios ir valdančios vystymo procesus. Šioje srityje ypač svarbios viešojo administravimo institucijos, atsakingos už inovacijų politikos įgyvendinimą, kadangi dažnai šalyse yra sukurta tinkama strateginė šalies inovacijų plėtros vizija, paremta strateginiais dokumentais ir politikos gairėmis, tačiau įgyvendinant politiką nėra pasiekiami norimų rezultatų dėl tam tikrų institucijų veiklos ir jų sąveikos su kitais NIS dalyviais trikdžių. Todėl būtina siekti realizuoti gero valdymo praktiką ir užtikrinti jo principų įgyvendinimą. Straipsnyje laikomasi dviejų prielaidų: pirmiausia, kad šalies inovatyvumas (pagrįstas nacionalinio absorbcinio gebėjimo realizavimu) kuria prielaidas šalies ekonominei ir socialinei gerovei, antra, visuomenė (šalis) susiduria su „socialinėmis ir ekonominėmis problemomis dėl gero valdymo stokos“ (Pivoras and Visockytė, 2004). Siekiama įrodyti, kad geras valdymas yra susijęs su nacionaliniu absorbciniu gebėjimu.

Vis dar trūksta mokslinių teorinių ir praktinių tyrimų, kuriuose būtų analizuojamos sąsajos tarp viešojo administravimo institucijų veiklos ir organizacinio, regioninio ar nacionalinio absorbcinio gebėjimo. Kol kas nėra generalizuojančių tyrimų, atskleidžiančių, kaip viešojo administravimo institucijos, įgalindamos gero valdymo praktiką, galėtų prisidėti prie nacionalinio absorbcinio gebėjimo kūrimo ir stiprinimo (**mokslinė problema**). Todėl šio **straipsnio tikslas** yra atskleisti viešojo administravimo institucijų veiklos, susiduriant su gero valdymo reikalavimais ir NIS dalyvių absorbcinio gebėjimo vystymo poreikiu, aspektus. Tikslui realizuoti pasitelkiami šie uždaviniai: 1) apibrėžti nacionalinio absorbcinio gebėjimo sampratą nacionalinės inovacijų sistemos kontekste; 2) identifikuoti gero valdymo sąvoką nacionalinės inovacijų politikos kontekste; 3) pateikti sąsajų tarp gero valdymo ir nacionalinio absorbcinio gebėjimo modelį. Straipsnio *aktualumą ir naujumą* atskleidžia nacionalinio absorbcinio gebėjimo analizė, kuri grindžiama gero valdymo dimensija ir institucinės NIS struktūros požiūriu. Identifikuojamas viešojo administravimo institucijų vaidmuo kuriant ir įgyvendinant nacionalinę inovacijų politiką vystymo procesuose. Tyrimui naudoti literatūros analizės, teorinio modeliavimo, lyginimo ir apibendrinimo, dedukcijos metodai.

Tyrimo metu nustatyta, kad nacionalinis absorbcinis gebėjimas, kaip tam tikra valstybės politikos, orientuotos į mokymosi, inovatyvių technologijų ir praktikų diegimo vietoje srityse skatinimą, sritis, kuria prielaidas nacionalinės inovacijų sistemos dalyviams pritraukti gerų idėjų iš kitur (t. y. skatina organizacinį absorbcinį gebėjimą), motyvuoja naujų NIS veiklos tobulinimo sąlygų kūrimą ir vystymą. Straipsnyje yra pateikiamas visiškai naujas teorinis sąsajų tarp gero valdymo (kaip viešojo administravimo institucijų veiklos praktikos) ir nacionalinio absorbcinio gebėjimo modelis.

Šiame modelyje identifikuojami ryšiai tarp trijų absorbcinio gebėjimo lygių (individualaus, organizacinio ir nacionalinio), valstybės valdymo ir administravimo sistemos, kurios veikla ir turėtų būti pagrįsta gero valdymo koncepcija. Nacionalinėje inovacijų sistemoje veikiančios

organizacijos (formalios institucijos) pasižymi organizaciniu absorbciniu gebėjimu. Visų organizacijų pagrindas – jų žmogiškieji ištekliai (kiekvienas individas įneša indėlį per savo turimą potencialą, įgalindamas individualų absorbcinį gebėjimą). NIS įgyvendinimo lygmuo, kuriam priskiriamos mokslo institucijos ir į pilną orientuotos organizacijos, laikomas esminiu inovacijų šaltiniu. Mokslo institucijos ir į pilną orientuotos organizacijos labiausiai išnaudoja savo organizacinį absorbcinį gebėjimą žinių prieigai, įsisavinimui ir sklaidai. Tuo pat metu organizacinį absorbcinį gebėjimą nuolatos palaiko ir stiprina individualus absorbcinis gebėjimas. Jeigu nacionalinė inovacijų politika kuria palankias sąlygas inovatyvumui skatinti ir augti, tiek individualus, tiek ir organizacinis absorbcinis gebėjimas šalyje progresuoja. Jei aplinka palanki, mokslo institucijos, verslo organizacijos ir individai prisijungia prie naujų kanalų žinių prieigai, įgalina mokymosi procesus geresniam žinių įsisavinimui, aktyviau naudojasi tinklaveikos ir mobilumo suteikiamomis galimybėmis žinių sklaidai sustiprinti. Kai pajuntama tam tikrų teigiamų pokyčių individualiu ir organizaciniu lygmeniu, stiprėja ir nacionalinis absorbcinis gebėjimas, kuris sudaro prielaidas geresniam reikiamų žinių gavimui ir įsisavinimui, naujų technologijų, reikalingų stiprinant individualų ar organizacinį vystymosi gebėjimą, diegimui ir asimiliavimui. Kai kuriama ir naudojama daugiau žinių bei inovacijų, susidaro prielaidos ekonominiam vystymuisi, pagerinančiam situaciją šalyje (kuriančiam socialinę ir ekonominę gerovę šalyje). Kai gerovės idėja pasiekama šalyje, tai taip pat skatina kitus vystymosi procesus, pavyzdžiui, NIS stiprinimą, gero valdymo koncepcijos realizavimą (blogas valdymas yra lydimas socialinių ir ekonominių problemų). Kita vertus, piliečių gerovė liudija, kad politika yra gera ir tinkamai įgyvendinama (viešojo administravimo institucijos realizuoja gero valdymo principus savo veikloje, sulaukia visuomenės pasitikėjimo). Be to, geros ekonominės ir socialinės sąlygos stiprina inovacinius procesus, motyvuoja individų tobulėjimą (gerėja individualus absorbcinis gebėjimas), skatina verslo organizacijas bendradarbiauti ir ieškoti naujų mąstymo būdų (stimuliuojamas organizacinis absorbcinis gebėjimas). Realizavus gero valdymo praktiką, vystosi individualus, organizacinis ir nacionalinis absorbciniai gebėjimai (žinių prieiga, įsisavinimas ir sklaida). Viešojo administravimo institucijų vaidmuo svarbus nagrinėjamoje problematikoje. Jis atskleidžiamas tuo, kad institucijos, įgalindamos gero valdymo principų realizavimą savo veikloje, gali paskatinti geresnį nacionalinės inovacijų politikos realizavimą per paprastesnes ir aiškesnes procedūras, bendradarbiavimo tarp įvairių NIS dalyvių skatinimą, finansinės paramos inovacinei veiklai mechanizmų supaprastinimą.

Remiantis teorinio modelio išvalgomis, akcentuojama, kad geras valdymas būtinas siekiant sukurti palankią aplinką, skatinančią NIS dalyvių veiklą žinių prieigos, įsisavinimo ir sklaidos srityse, o nacionalinio absorbcinio gebėjimo vystymo procesai padeda NIS dalyviams sukurti inovacijas, panaudoti jas šalies socialinei ir ekonominei gerovei (kuri ir yra esminis gero valdymo siekis) užtikrinti.

Pagrindiniai žodžiai: geras valdymas, absorbcinis gebėjimas, nacionalinė inovacijų sistema.

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