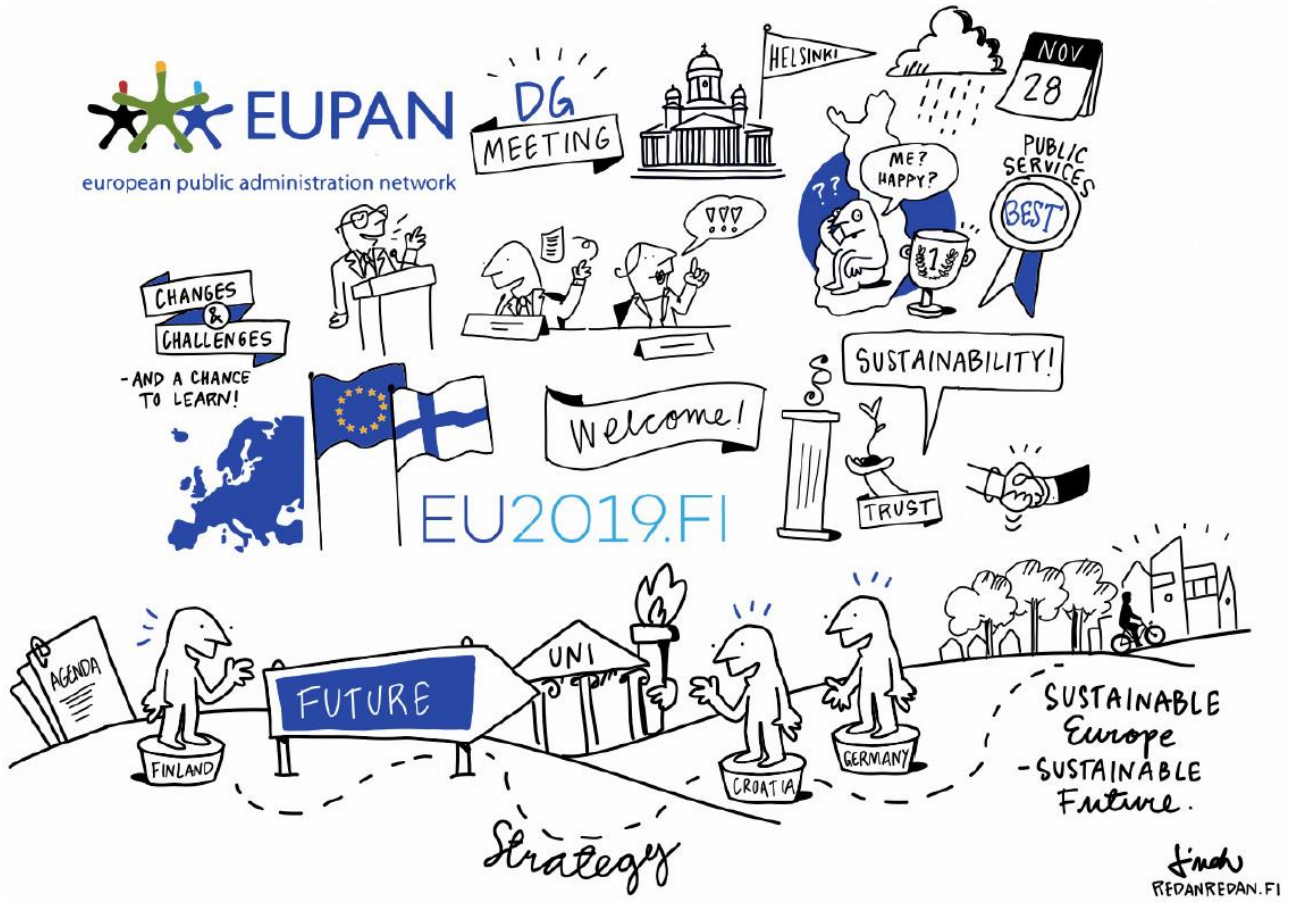
EUPAN

Presidency Report

Finland

1 July – 31 December 2019

"Making trust sustainable"



Summary

This report offers an overview of the Finnish EUPAN Presidency from 1 July to 31 December 2019 and its main results and conclusions. The activities of the EUPAN focused on two main themes: the meaning of trust and the ways we can strengthen it, and the possibilities that digitalisation offers for public governance development. These main themes were examined by taking a closer look at the workshop topics: horizontal cooperation in data-driven decision-making, the use of artificial intelligence (AI) and robotics in public services, building a culture of integrity and trust, and life-long learning in public administration.

The EUPAN meetings highlighted the crucial importance of trust for contemporary societies and for the development of public administration, and the need to further develop ways to understand and measure trust. The meetings examined concrete ways and practices to build and restore trust and to prevent and reduce distrust. The meeting participants emphasised that there are no one-size-fits-all solutions to building trust in different contexts, but that we can recognise the tools to use and principles to follow and can learn from each other's experiences and good practices.

The EUPAN meetings emphasised that the basis for trust is citizens' satisfaction with the delivery and quality of public services. Public administrations should listen to citizens, make use of their knowledge and respond to their feedback by showing the concrete results of their engagement. The meetings examined the ways in which different groups in society can have better access to decision-making and service design. Consultation should not be a box-ticking exercise. Public administrations need to think carefully about *who*, *when* and *how* to consult, and do it on matters that citizens care about. Trust is a two-way street: public administrations also need to trust citizens and be willing to listen to them.

The EUPAN meetings underlined that there is a lot of potential in digitalisation and AI, but public administrations need to pay extra attention to the safe and ethical use of data and AI. There is a real risk that citizens will lose trust if governments cannot handle digitalisation properly. It is equally important to formulate sufficient ethical principles on AI, and to share and discuss good national practices. It is also crucial to raise awareness on ethics regulation within the Member States, and within the EC, focusing particularly on the legal and societal implications of AI usage. There is also a need to create better common understanding of the main concepts used.

The EUPAN meetings emphasised the crucial importance of leadership and ethics in building trust and making it sustainable. Leadership is becoming increasingly important as new requirements are changing the expectations and perceptions of good leadership. The competencies and skills of managers to lead ethically and to act trustworthy should be strengthened. Public administrations should create awareness of the need to maintain high ethical standards in today's context of conflicting values and objectives.

Finland was the first Presidency to implement the new EUPAN Strategy Paper July 2019 – June 2022. The CAF2020 was launched and a Memorandum of Understanding between EUPAN and EGPA was signed at the EUPAN DG Meeting in Helsinki. The EUPAN DG Meeting approved Serbia and Montenegro as observers in the EUPAN network.

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Part 1: Thematic conclusions

Finland implementing the new EUPAN Strategy Paper

Finland was the first Presidency to implement the new EUPAN Strategy Paper 7/2019-6/2022 approved under the lead of Romania at the DG Meeting in Bucharest. The aim of the Finnish Presidency was to lay foundations for further work on the main themes of the Strategy Paper.

The slogan of the Finnish EUPAN Presidency was "Making trust sustainable". The two main themes reflecting the slogan were the meaning of trust and the ways we can strengthen it, and the possibilities that digitalisation offers for public governance development. These themes were further studied with a focus on data-driven decision-making, artificial intelligence and robotics, ethics, and life-long learning.

In order to facilitate this, the Finnish Presidency experimented with some new ways of working. In the spirit of the EUPAN Strategy Paper, the Presidency wanted to increase the visibility and accessibility of EUPAN's work by streaming parts of the Working Level and DG Meetings and making the recorded webcasts available online. In addition, the Finnish Presidency published a series of policy briefs, the online presentation Glances at Public Governance in Finland, and the development tool Game of Trust.

The EUPAN Strategy Paper also highlights the importance of strengthening communication and partnerships with relevant stakeholders and universities. The Finnish Presidency cooperated closely with the Organisation for Economic Co-operation and Development (OECD), the European Group for Public Administration (EGPA) and the Open Government Partnership (OGP), which shares common interests with EUPAN. Finland invited speakers from these organizations to the meetings. In addition, the Finnish Presidency worked closely with universities and researchers. The Finnish Presidency did not conduct any surveys, but cooperated with academic research in the preparation of the EUPAN activities. University professors and scholars also had a visible role in the agendas of the EUPAN Meetings. The idea of bringing together practitioners and scholars of public administration was also followed in the pairing of the workshop facilitators and in inviting a younger generation of university students to help out as note-takers in the workshops.

Making trust sustainable – conclusions of the Finnish EUPAN Presidency

Diving into the concept of trust

The panel discussion and keynote of the WL Meeting emphasised the crucial importance of trust for contemporary societies and the need to further develop ways to understand and measure it. Panelist Professor Elina Kestilä-Kekkonen emphasised that we should pay more attention to what we mean by trust and how we measure it. She presented a textbook definition of trust: *citizens' evaluation that the government responds to their normative expectations*.[1]

WL Meeting panelist Daniel Gerson (OECD) noted that the OECD has tried to 'de-complexify' the concept of trust by focusing on the *trustworthiness* of institutions rather

[1] Elina Kestilä-Kekkonen and Maria Bäck (University of Helsinki) edited a Finnish-language volume on political and social trust, whose key findings are available online in English.

than on trust as an attitude or perception of individuals. In the keynote of the DG Meeting, Marcos Bonturi (OECD) presented the recently published OECD's Government at a Glance 2019 and gave an overview of drivers of trust and the comprehensive methodology created by the OECD to understand the reasons for citizens' trust and distrust in government.[2]

Professor Kestilä-Kekkonen noted in the WL Meeting panel that the normative expectations of citizens vary, and trust can mean a variety of things to citizens. We do not know exactly what people evaluate when they are asked about their 'trust in government'. Thus, we would need conceptual clarification, carefully designed methodology, and context sensitive analysis.

Mr Bonturi was not fully satisfied with the perception index on which the OECD grounds its trust analysis, but said that it gives a view of a general trend. The OECD, in line with international studies, has detected a decline in citizens' trust in government since the onset of the financial crisis in 2007 and the ensuing recession. Mr Bonturi argued that governments are increasingly operating in a very complex global environment. There seems to be widespread dissatisfaction with the lack of ability of governments to address a number of serious societal challenges (e.g. climate change, increasing inequality, mass migration flows) coupled with more traditional challenges (e.g. corruption, scandals, tax evasion, regulatory capture). This has major consequences for how citizens perceive government institutions, and has led to a gradual decline of trust during the past ten years.

However, in the latest Government at a Glance, the OECD has detected a turn. Trust levels have turned upwards again after a long decline, but Mr Bonturi noted that "we are not out of the woods yet". Governments are learning to do things right, but there is still much to do. In addition, there are some specific concerns. For example, trust levels of young people between 15 and 29 years old are way below average in almost all countries.

What can we do to build and restore trust?

The EUPAN Strategy Paper (p. 3) states:

> Trust plays an important role in the ability of governments and public administrations to respond to the new challenges, and it is a necessary ingredient of successful and sustainable reform, as well as in the promotion of good governance. It arises from ethically sustainable activities, integrity, accountability, openness, transparency and from an inclusive policy-making in which all parties concerned are involved and contribute.

The panelists and keynotes of the EUPAN meetings agreed that building trust is a time-consuming exercise, which is based on mutual respect and understanding. There are no one-size-fits-all solutions to building trust in different contexts, but we can recognise general tools and principles and learn from each other's experiences and good practices.

DG Meeting panelist Paul Maassen (OGP) highlighted five things that public administrations can do better in order to build and restore trust. According to Mr Maassen,

[2] Government at a Glance offers a series of cross-country indicators on a number of governance issues carried out over many years, showing how things are evolving over time.

public administrations should *communicate better* (e.g. setting the right tone), *consult better* (e.g. in the right questions, at the right moment), *contract better* (e.g. spending wisely with the help of citizens and their expertise), *code better* (e.g. in creating accessible services and equal opportunities for participation for citizens), and *control better* (e.g. the risks of digitalisation). Mr Maassen emphasised that trust is a two-way street: public administrations should also trust citizens.

Mr Bonturi explained that the OECD has found explanations for the recent recovery of citizens' trust in government in the Government at a Glance 2019. Reasons for the recovery can be found, for example in public sector integrity, in enhancing the capabilities of the civil servants, in generating opportunities for meaningful citizen engagement, and in delivering public services. Governments have improved the access and quality of public services, are spending on social protection and health, have gradually improved in gender equality, are allowing greater participation by different groups in society, are becoming more open and better in citizen consultation, are using procurement strategically, and are more aware of the policy tools they have at their disposal, for example in budget processes (e.g. green budgeting, gender budgeting). Citizens' satisfaction in the delivery and quality of public services is the basis for trust.

The OECD highlights drivers of trust linked to competences and values. *Competence* refers to the ability of governments to deliver services to citizens at the quality levels they expect and in a responsible and reliable way. *Values* are the drivers and principles that can guide, and should shape, the actions of governments. Those values are *openness*, *integrity* and *fairness*. Mr Bonturi invited countries to follow Finland's example and to consider working on country-specific reviews on how drivers of trust are operating in country-specific, national contexts.[3]

Overcoming the challenges and stumbling blocks of citizen consultation

The WL and DG panel discussions examined how different groups in society could have better access to the decision-making process, policy-making and service design. Panel chair Professor Hanna Wass phrased an underlining assumption of the EUPAN Strategy Paper that citizens want to be more actively involved in policy-making and public service delivery, and thus there is a need to develop better citizen engagement in service design. Civil society has such an enormous amount of knowledge on various types of 'wicked problems' that public administrations simply cannot afford to underutilise it.

However, in reality, it seems that new forms of participation, such as online hearings and crowdsourcing, have failed to make a decisive breakthrough. According to studies, civil servants are reluctant to use online discussions or surveys as input for public consultations, and organisations have not shown much interest in participating online. In addition, there seem to be various mechanisms that cause biases. Public administration is

[3] For more details see Government at a Glance 2019. Also see Political and Social Trust: Pathways, Trends and Gaps. Some Key Findings and Policy brief: The Role of Public Governance in Strengthening Trust (Ministry of Finance, Finland).

more receptive to proposals that come from organised groups or are perceived as most feasible and easy to implement.[4]

In the WL panel, Professor Kestilä-Kekkonen felt that the crucial question is *for whom* and *why* we develop the systems of consultation and participation. They should not be developed merely to (falsely) foster the legitimacy of the democratic system or current decision-making. Professor Kestilä-Kekkonen emphasised that it is not enough that administrations manage to activate people; citizens should also have real influence. The most disastrous thing, and a disservice to democracy and political trust, is to give hope to people, but then disappoint them by ignoring their input.

Professor Kestilä-Kekkonen noted that individuals have different expectations concerning participation, and preferences vary, too. These may depend on, for example, education and political orientation. Furthermore, citizens do not necessarily have organised preferences. Governments also vary in what kind of input they want and expect from citizens. It is typical that governments want to hear the views of *informed* citizens. However, if governments only listen to informed citizens, this will create huge inequality gaps. A central challenge that all administrations in Europe have to tackle is how best to respond to the multitude of varying expectations and preferences of citizens. How should governments identify and decide who to listen to, and when and how to do this, without creating inequality gaps and distrust? This is one of the biggest challenges that all administrations in Europe have to tackle. DG Juha Sarkio emphasised in the WL panel that the issue comes down to the central question "For whom are we creating society?" The answer should always be "for its citizens". While some citizens do not want to have their views heard at all or might be happy to rely on expert knowledge, others need alternative forums and ways of being heard.

DG Meeting panelist Mr Maassen (OGP) gave tips on how to improve consultation. He emphasised that the most important lesson in *consulting better* is that this does not mean consulting more or consulting always; rather, it means thinking carefully *when* and *how* you want to or have to consult, and doing it for the right reasons. Consultation should not be a box-ticking exercise; governments should consult when, for example, they need the expertise of civil society to figure out how to do something. Governments also need to be willing to listen to citizens. Mr Maassen's advice was to consult less, but do it on issues that citizens care about. If you invite citizens to participate on the right issues, they will probably be very interested, but you still need to design and plan it well.

According to Mr Maassen, if we want to tackle the decline in trust or are worried about the health of democracy, we have to involve citizens in the process of government every single day and not just once every four years. In this way, we can create resilient government and a public administration that builds on what citizens want. Mr Maassen noted that we are smart enough to know what works and that different countries have tried things, but that it takes time for the lessons and knowledge to seep into the culture of how we do things.

[4] E.g. a study on Finland: Vesa, Juho and Kantola, Anu 2016. Kuka pääsee mukaan? Miten järjestöjen ääni kuuluu lakien valmistelussa. URL: http://urn.fi/URN:ISBN:978-952-287-321-7 (In Finnish, includes an abstract in English.)

The plenary asked the panel of the DG Meeting for comments on the argument that too much openness creates distrust. Professor Kestilä-Kekkonen linked the argument to different perceptions of democracy. Some think that once citizens have given the government a mandate to make decisions, the government should be competent enough to do its job and not ask questions about how to do it. While some citizens want to engage, others might become suspicious of the government's openness. Mr Maassen explained that the Open Government Partnership (OGP) has three core values: *openness*, *participation* and *accountability*. The OGP has noticed that if governments focus only on openness, they can be the object of suspicion and distrust, especially at the beginning, when all kinds of dirt can emerge. But, if governments combine openness smartly with opportunities for participation and with accountability, the dynamic changes: it becomes a conversation where citizens realise that the government is really listening.

DG Meeting panelist Dr Jenni Airaksinen (Tampere University) emphasised that it is crucial for administrations not to put themselves in a bubble, and that administrations should recognise their own bubbles. According to Dr Airaksinen, bureaucracy often just wants to 'keep itself alive', and we have to fight against this tendency by cherishing disagreement and disruption. Thus, it is important that we also listen to citizens who do not agree with us or do not act how we want them to; in short, we must listen to citizens who make us feel uneasy. Otherwise, administrations end up in a bubble, which can endanger the legitimacy of the whole system. If we want to ensure public administration keeps up with the world around it, we have to listen to different voices, and it is the task of researchers and other experts to find practical solutions for taking these voices into consideration.

Digitalisation, AI and trust

The panelists and keynotes agreed that there is a lot of potential in digitalisation and artificial intelligence (AI), but public administrations need to pay greater attention to the safe and ethical development and use of these. There is a real risk that citizens will lose trust in government if they cannot trust public administrations to handle digitalisation properly.

The DG Meeting's keynote speaker Mr Bonturi (OECD) explained that data and AI have significant potential in improving public services. Countries are recognizing that data forms a key foundation and that the way we handle data is critical to citizens' trust in government. Nevertheless, we are still far from having real data-driven government. We need more consistent and long-term investment in government data strategies and data management capabilities. The challenge is to build an overall environment within the public sector that enables and creates the right incentives for the use and reuse of data and for opening up data resources.

The workshops *Horizontal cooperation in data-driven decision-making* and *The use of artificial intelligence and robotics in public services* emphasised that high quality data is an essential prerequisite for these. Improving public data improves services, and without high quality data, automated analysis cannot be trusted. Opening data for horizontal cooperation takes time. When building cooperation in terms of systems or culture, the transitional period may be very inefficient. Thus, leadership is required if we wish to fix our sights on the long-term goals rather than the problems of today's cooperation, and if

we wish to create continuity of cooperation irrespective of policy cycles. Again, discussing national strategies and practices in international forums is essential.

Mr Bonturi noted that we already have concrete applications of AI around the world. The OECD has detected 50 countries that have launched or are planning to launch national AI strategies. Nearly all strategies have the issue of trust and ethics as a core theme, and 36 countries have a dedicated focus on public sector use of AI.

The workshop *The use of artificial intelligence and robotics in public services* emphasised that it is equally important to formulate sufficient ethical principles on AI and to share and discuss good national practices. In addition, it is crucial to raise awareness on ethics regulation within the Member States, and within the European Commission, containing legal and societal implications of AI usage. The workshop noted that we need to create a common understanding of the central concepts of AI.

WL panelist Jussi Mäkinen (Technology Industries of Finland) highlighted the openness of government and openness of data as key components in serving all citizens and in building trust. He also noted that another key component is effectiveness. It is necessary that governments have the capacity to use the data they have, and to use the most effective methods for offering public services based on the data.[5] We need open and critical data policies to detect and correct biases in the data. According to Mäkinen, we should develop AI systems of a high standard that allow everything to be logged properly and to be reversed as necessary. These quality issues contribute to the trustworthiness of AI solutions.

When it comes to citizen consultation and access to decision-making, Mr Mäkinen argued that digital platforms have the capacity to break through the electoral cycle, instead of merely enhancing it. Data can empower citizens. Gathering and crunching of data do not replace other forms of civic engagement, however, but they can offer equal and high quality knowledge for discussion. Governments should ensure that citizens have the skills needed for understanding, using and accessing digital participation platforms and services. Digital services must be designed so that they are easy to use by different kinds of people. In addition, we need to prepare and upskill people to live with social media. Media literacy is the key for working and surviving with fake news, which poses a threat to citizens' trust in public administration.

Professor Kestilä-Kekkonen noted that people often argue that as young people grow up in a digital environment, the gaps in digital knowledge will eventually narrow. However, there is evidence that the gaps in participation do not necessarily disappear. There are still gaps in understanding political processes, even among young people. It seems that the generational shift does not actually resolve the situation. Thus, it is important to reflect on who digital systems are developed for and who is able to use them. Professor Kestilä-Kekkonen argued that the more we have systems in digital form, the more removed we are from the real people making the decisions and offering the services. Chair DG Sarkio

[5] Mr Mäkinen highlighted the Finnish tax authorities as a good example. The tax authorities have successfully automated their services, and most people are happy to use them.

noted that this de-personification of services, and especially its effects on trust, requires more research and analysis.

The DG Meeting panel emphasised that many countries are struggling with the new topics of algorithms and automated decision-making. Opening the code is not enough for citizens; we have to make the logic understandable and be aware of the biases built into the systems. This requires more eyes looking into the issues.

The workshop *Life-long learning in public administration* emphasised that digital skills and competences should not only be required from citizens but from public servants as well. Public administrations face the challenge of recruiting and building digital competence. There is a lack of ICT personnel across Europe, and the lack of shared understanding between management developers and ICT developers causes problems. Managers should encourage staff to use digital solutions in improving their own work and to benefit from the use of electronic learning tools.[6] Because change is constant in the field of digitalisation and AI, we need to learn as we go. We might focus on learning for the next five years, but the competencies might have changed by then. So, to respond to the challenges, public administrations should introduce life-long learning by default, making learning a part of everyday life. According to the workshop, we should establish a framework for a culture that makes room for learning and failing, and make sustainable learning culture a part of management objectives.

The importance of leadership

The panels and keynotes of the EUPAN meetings emphasised the crucial importance of leadership in building trust and making it sustainable. Mr Bonturi (OECD) noted that public sector leaders are increasingly aware of the complexity of their environment and feel that they need to be many things to many different people. Public sector leaders need to be trusted political advisers, transformational leaders, effective societal partners and so on, which requires new and different sets of skills and competencies.

In the DG Meeting panel, Dr Airaksinen (Tampere University) emphasised the importance of acknowledging different contexts of leadership. Some leaders work and function well in certain contexts but may fail drastically in others. A system that turns good experts into leaders is not necessarily an ideal solution, though this depends on the context.

In his WL Meeting keynote, Professor Christoph Demmke (University of Vaasa) highlighted the connection between trust and perceptions of justice and fairness. According to Demmke, if people feel respected and feel that they can count on the fairness of public actions, and of public servants, politicians and leaders, then they will have high trust levels. In other words, the perception of fair treatment by authorities increases the likelihood of complying with political decisions and of trusting the authorities. In contrast, the perception of unfair treatment by the authorities decreases the likelihood of complying with political decisions and of trusting the authorities.[7]

[6] See e.g. the Finnish eOppiva.fi service for Finnish public servants.
[7] See also: Marien, S. & Werner, H. 2019. Fair treatment, fair play? The relationship between fair treatment perceptions, political trust and compliant and cooperative attitude cross-nationally, in *European Journal of Political Research*, No. 58, pp. 72-95.

Professor Demmke emphasised processes of de-standardisation and individualisation, which have created new challenges for public administrations, HRM and leadership. According to Demmke, if we look back 20 years, HR policies were highly top-down, bureaucratic and standardised. For example, policies on working hours, pay, recruitment procedures, performance assessments and retirement were standardised. Since then, these have been rendered more flexible, de-standardised and individualised. The focus is now more on individuals. Fairness was previously considered standardised treatment, but today values have changed and people want more individualised treatment. As a result, what people consider to be fair has also changed and we face new and more complex challenges regarding trust. De-standardisation and individualisation in the field of HRM have resulted in the delegation of decision-making powers, giving more responsibility to managers and especially line managers. As a result, justice and fairness perceptions depend increasingly on the skills and competences of managers to carry out their responsibilities in a professional and ethical way.

In the DG Meeting panel, Dr Airaksinen noted that the basic function of leadership is to create opportunities for achieving something. A central challenge in leadership today is that all too often there is insufficient time to build trust. We should ask ourselves what it is we are doing that takes so much time away from this most efficient way of creating public value. Another central problem in leadership is negative interaction. Leaders do not communicate when things are going well, only when they are going wrong. We need to nurture a climate of positive interaction.

The WL workshop *Building a culture of integrity and trust* emphasised that achieving trustworthiness is one of the greatest leadership challenges of our time. Because of growing complexities, leaders find it difficult to act in a fair, ethical, professional and competent manner while balancing conflicting objectives. In daily life, management, fairness and moral issues are too easily put aside and managers act as amoral (or neutral) managers under high pressure and conflicting objectives. Thus, the competencies and skills of managers to lead ethically and to act trustworthy should be strengthened. Middle and top management need to be trained to support the move from control to a culture of enabling. They should use dialogue, communication and participation when developing common ways of doing work. It is important to enable negative feedback from the bottom upwards, and to create and support communication channels for it.

The DG workshop emphasised that we should avoid being too simplistic in terms of asking leaders to be ethical. Instead, we should create awareness of the need to maintain high ethical standards in a context of conflicting objectives and polarised politics. The workshop felt that ethical leadership is important and should be supported, but everyday leadership is rarely 'one-dimensionally ethical'. In most situations, leaders face pressures and priorities and must make decisions under time pressure and on an ad hoc basis. Leadership is always in a context of conflicting values and objectives. Ethical leadership should be integrated with – not separated from – other leadership styles. The workshop emphasised the need to develop tools for measuring the effectiveness of measures to enhance trust and integrity.

Other topics of discussion

Diversity and trust

The plenary discussion of the WL Meeting addressed the theme of diversity and its implications for trust. Delegates considered it problematic that public administrations are very homogenous in relation to education and social background. Several countries felt that this is a topic requiring further discussion. How do you manage trust in diverse societies? What kind of consequences are there for trust if public services do not take into account the diverse needs and backgrounds of citizens? Should the civil service and the social backgrounds of civil servants reflect and better represent the wider population? What could public administrations do in order to be more representative of the diversity?[8]

WL plenary speakers noted that there is evidence that conflicts are easier to handle and resolve when public authorities reflect the demography of the country. In addition, it was noted that the idea of how you want to be treated as a human being has increasingly expanded into working life. This raises questions of how this idea should be visible in working practices and how, for example, management should respond. The workshop *Life-long learning in public administration* emphasised that we need diversity in terms of demographics and in terms of educational background and behaviour. Organisations within public administration also need greater diversity when it comes to *thinking*, *listening and talking.*

While societies are becoming more pluralistic and diverse, it is often argued that trust requires some kind of common norms or values, and that these values should be put into practice.[9] The question then is: where do these values come from and who defines them and how? Furthermore, how should the values be implemented within the organisational cultures of public administrations? The creation of these values have to be inclusive. It seems that 'one size fits all' is outdated and we need more sensitivity to different contexts and nuances.

Overregulation

The EUPAN meetings discussed overregulation as a bureaucratic by-product of trust building, especially in integrity and ethics work. In the WL panel discussion, DG Sarkio noted that overregulation might happen despite the fact that rules are often made with good intentions for the good of citizens. One reason for overregulation is that the issues which the rules are trying to resolve are so complex.

Mr Gerson (OECD) argued that overregulation exists partly because we are distrusting of civil servants. Sometimes overregulation is a result of a crisis and the efforts to avoid its repetition at all cost. Mr Gerson emphasised that overregulation often exists because there is a fear of breaking the rules and because of the uncertainty related to interpretation of

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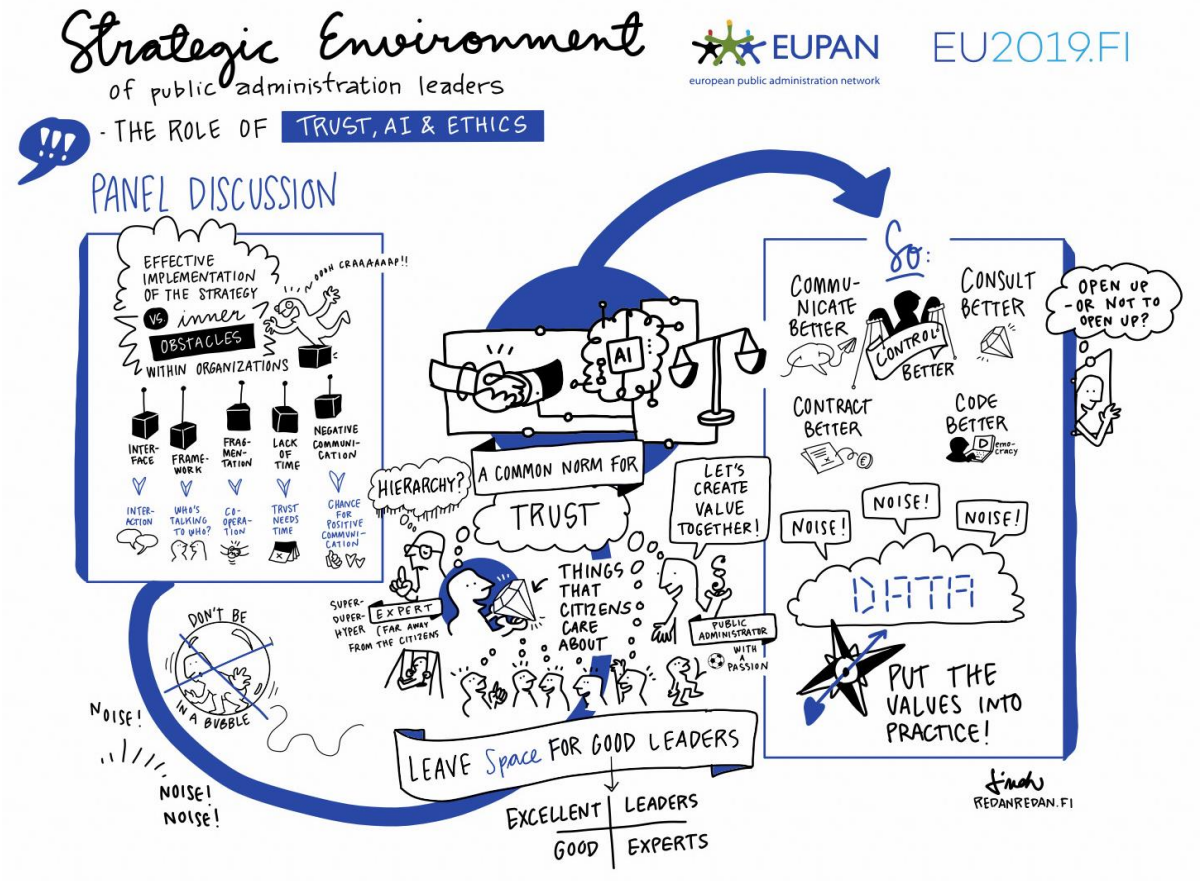
[8] Plenary speakers referred to two publications, namely a forthcoming diversity and inclusion working paper by the OECD and Robert D. Putnam's article 'E Pluribus Unum: Diversity and Community in the Twenty-first Century. The 2006 Johan Skytte Prize Lecture', published in *Scandinavian Political Studies* in 2007 (https://doi.org/10.1111/j.1467-9477.2007.00176.x).

[9] For a comparison of values of central government employees and citizens in Finland, see Timo Moilanen 2017. State of Civil-service Ethics in Finland – a Survey of the Ethical Values and Principles of Central Government Employees. Ministry of Finance publications 30/2017 and Ministry of Finance 2017. The State of Civil Servants' Ethics and Morals – Citizens' Survey Results. Ministry of Finance publications – 2c/2017.

the rules. According to Gerson, this attitude of paralysis is embedded in many public services, especially those structured by lawyers. Suffering from this particularly are the heads of organisations.

Mr Gerson highlighted the OECD Recommendation on Public Service Leadership and Capability and the OECD Recommendation on Public Integrity. Gerson argued that we can draw a pendulum between a very legalistic form of structuring an organisation, which is based on rules, and a values-driven organisation, where there are less rules, but whose members trust each other to be working towards the right outcomes in an open way that can be contested and discussed. This values-driven approach is what the OECD aims to support. DG Meeting panelist Dr Airaksinen called for better research-based understanding of different contexts and interactions. She reminded us that we also need rules, laws and hierarchies, but that we cannot expect to create a general mould for public administration that is suitable for all contexts.

In the WL plenary discussion, it was noted that one reason behind overregulation is the fear of failure. It is a product of a society that judges failures hard. It leads to a situation, in which no one wants or has the courage to take responsibility. A culture of failure that encourages learning through experimentation and unsuccessful endeavours should be supported more.



Graphic recorder Linda Saukko-Rauta's (redanredan.fi) sketch of the DG panel

Workshop highlights and outcomes

The Finnish EUPAN Presidency aimed to ensure a consistent flow of discussions and exchange of ideas between the EUPAN meetings. The discussions of the Working Level Meeting formed a basis for the Directors General Meeting, but there was a shift of perspective. Instead of just continuing the discussions of the WL, the DGs examined the same themes from the point of view of leadership and goal setting.

The themes of the workshops were chosen in accordance with the EUPAN Strategy Paper 2019-2022 and the priorities of the Finnish EUPAN Presidency. In contrast to the recent EUPAN practice, each meeting participant chose only one workshop and participated in the same workshop on both meeting days.

Workshop 1: Horizontal cooperation in data-driven decision-making

The workshop aimed to find answers to the following questions: How to ensure horizontal cooperation in data-driven decision-making? What kind of leadership and goal setting is needed?

Highlights of the WL workshop

Two main themes:

1) Data management and platforms

- Horizontality is not just about working together, but also building platforms where data is shared. Managing data itself is important if we wish to make it usable for others.
- Legacy cost: Systems get out-of-date - for example, in Sweden there is data used in the budget process but systems do not allow the modelling of data. How to build systems that we will be able to update when there are better technologies available and when we need to analyse data in a new way?
- Open coding and crowdsourcing may be one solution when building platforms for data sharing.

2) Horizontal cooperation and data usage

- Using and collecting data horizontally needs strategic or top level management decision-making. Horizontal cooperation does not *just happen* but requires purposeful effort. These processes require change management and leadership.
- Sharing information is cooperation. It helps to manage complex problems and improves productivity and service delivery in the public sector.
- Value cycle of data: the more the data is used, the more the value of the data grows.
- Efficiency assessment should examine cooperation as one aspect. Horizontal cooperation increases efficiency in the long run, hence cooperation should be one of the efficiency criteria.
- There are differences between the Member States on what data is/will be collected; who decides what data is collected, stored and used; how data is collected, is it standardised and usable across agencies. There are also differences in culture, administrative structures etc.

The importance of management and leadership

- Resistance to horizontal cooperation may be solved with financial reasoning.

- At the same time, there may be change resistance in organisations regarding cooperation, due to the fear of losing power, because owning and having exclusive data is power. This is why enabling cooperation needs leadership.
- When building cooperation in terms of systems or culture, the change period may be very inefficient. Leadership is required if we wish to have our eyes on the long-term goals, not on the problems occurring in the cooperation today.

What can I do right now in my own work?

- Competence development/building to understand better and to be able to communicate with technical ICT experts
- Finding clever ways to purchase well-functioning ICT systems

Where should we be by the end of the EUPAN strategy period 2019-2022?

- Provision and sharing of information on open source solutions for others to use
- Discuss principles of horizontal coordination in Member State strategies
- Benchmarking examples for others to learn, sharing stories behind them (Why? How?)

What should we do at the EUPAN level?

- Encourage and support research on implementation of information systems and forms of cooperation: what things imply success, what are the usual problems throughout the Member States?
- Promoting open-source solutions that can be referenced internationally.

Messages to the EUPAN DG Meeting

- Have your eyes on the long-term goals, not on the problems occurring in cooperation today.
- Create continuity of cooperation irrespective of policy cycles.
- Discuss your own national strategies in international forums.
- Help to create a data system which is able to portray government information in a visual and easy-to-understand format for civil servants, politicians and citizens.

Highlights of the DG workshop

- Data is not 'the new oil' because of its value cycle, meaning that using data makes it more valuable.
- Data itself is not good or bad, the usage and value we put on it makes it good or bad.
- It is crucial to pre-audit and make a feasibility & process analysis before implementing new data management tools or deciding to use concrete data.
- The importance of data in formulating policy assessments (e.g. environmental impact assessment).
- Before we can use data across countries or sectors, we have to understand the data in the same way (e.g. consider differences in writing a street address). Consider also levels such as technical, semantic, processes and legal.
- Public data can be used by the private sector, but the private sector can also fall behind in digitalisation, which can be seen in a lack of economic growth.
- Observation: in general, there is a low level of coordination between public agencies. Shared service centres have been seen as one key solution in data coordination. Combination of HR and financial data is the most common practice in service centres.
- Central problems within horizontal data integration: 1) availability of technical expertise, 2) independence/autonomy of local government.
- Controlling data is power – there may be an incentive not to cooperate. Also, high specialisation makes it harder to cooperate and provides less incentive for it.
- We should consider management information needs when building IT solutions.

DG workshop: Which were the most crucial findings of the WL? How can they be taken into account in the EUPAN Member States? How can EUPAN support this?

- Having a common framework for data management at the EUPAN level (like CAF).
- Focus on public administration & management data.
- Develop ideas on how to use better public administration HR data (and other data that are not included in EU Commission programme).
- Harmonising data among the countries, e.g. unite definitions.
- What data we want to monitor, key performance indicator (KPI) to focus on the national level.
- Share case examples from countries in order to learn and follow progress (e.g. Finland's case presentations in the workshop).

What kind of leadership and goal setting is needed?

- We need inspirational leadership (e.g. data agency), not only for record keeping but also for innovative use of the knowledge.
- Provide united methodology for data collection & analyses (e.g. from statistical office experts).
- Ensure experimental culture, e.g. flexible funds, place, platform and allocate individual time for experiments with data analytics allowing long-term perspective.
- Meeting platform on challenges and solution providers (also for operational problems, not only innovations are needed).
- Prioritise issues to allocate time and other resources.
- Combine data and use it for strategic personnel planning to forecast job changes due to digitalisation.
- **Leadership should strive for…**
    - **Openness:** datasets and resources should be as open as possible. This increases efficiency in data collection and analysis when the same datasets may be used in different forums, hence increasing the value of the data due to the value cycle principle. Openness also increases the chance of innovation in data analysis and usage, when multiple parties can use the same datasets in different applications for their own needs.
      There are challenges in encouraging openness. Data management and analysis should be made more interesting in order to attract more resources and people. There should be more inspirational leadership, for example in state statistical agencies, which would increase innovation in data management and analysis. In addition, agencies responsible for data collection and management should push digitalisation and data usage to other parties in the public and private sector, hence again increasing the data value.
    - **Flexibility:** there are great challenges in overcoming the bureaucratic culture when it comes to experimentation. One way to overcome this bureaucracy is to advocate more flexibility in resources to allow experimentation in the field of data management and analysis. This allocation of resources is the responsibility of the leaders.
    - **Resemblances:** there is a need for a common data management framework (like the Common Assessment Framework CAF) in the context of EUPAN. Cooperation and framework-building should not overlap with the European Commission's work. EUPAN could focus on other areas, like sharing experiences of shared service centres and HR data sharing.

Workshop facilitators:
Professor Jan-Erik Johanson, Tampere University, Finland
Maija Dobele, Consultant, State Chancellery, Latvia

Case presentations:
'Information policy as a new policy area in Finland'
Olli-Pekka Rissanen, Chief Senior Specialist, Ministry of Finance, Finland

WL: 'Utilising data to transform government: a case presentation of Tietokiri project'
DG: 'Utilising data to manage government: a case presentation of Tietokiri project'
Markus Siltanen, Financial Counsellor, Ministry of Finance, Finland
Pauliina Pussinen, Specialist, Ministry of Finance, Finland

Notetakers:
Anu Nousiainen, Head of Unit, Ministry of Finance, Finland;
Reima Kuukka, Student, Tampere University, Finland

Workshop 2: The use of artificial intelligence and robotics in public services

The workshop aimed to find answers to the following questions: What kind of opportunities, threats and ethical questions are linked to the use of artificial intelligence (AI) and robotics in public services? What kind of leadership and goal setting is needed? How can we promote the ethically sustainable utilisation of AI in terms of/through leadership?

Opportunities in the use of AI and robotics highlighted in the WL workshop

- Non-discrimination: sometimes there is a smaller chance for discrimination if processed by machine.
- Can simplify bureaucratic language and make it simpler and easier to understand for the user.
- Good regulation: EU directives aim to answer challenges in accessibility and try to create digitally inclusive services.

Threats in the use of AI and robotics highlighted in the WL workshop

- Lack of high-quality data – without it, automated analysed data cannot be trusted.
- The problem of defining a sufficient degree of transparency, while maintaining security.
- **AI threats to human rights:**

Public value	Description	Risk
Non-discrimination principle	People should be treated equally in the same cases, and should not be unjustly excluded on the basis of certain characteristics.	- Bias in underlying data, leading to discriminatory patterns - Bias in an algorithm, leading to discriminatory patterns - Margins of error leading to incorrect classification
Privacy	People must be able to be 'themselves' and do whatever they want, without the interference of third parties.	- Large amount of data required for proper outcomes of AI systems - Sensitive data generated by AI systems
Freedom of expression	Everyone has the right to express and share beliefs, feelings and opinions with others. This includes the right of access to (balanced) information.	- Restricted access to and pluralism of information - Inaccurate algorithms that remove content too quickly

Human dignity	The mere 'being' of human beings is accompanied by a certain dignity, which guarantees a level of protection vis-à-vis the government and third parties.	- Decrease of interpersonal (and therefore quality of) contact when AI takes over interaction
Personal autonomy	A person must be able to make free choices and largely decide for himself how he organises his life.	- Undetected influence by steering AI
Right to a fair trial	Everyone must have access to the law; to information, advice, negotiating assistance, legal aid and the possibility of a decision by a neutral (judicial) body.	- Non-transparent algorithms that make it more difficult for individuals to stand up for their rights.

Source: John Kootstra's presentation 'Human centric digital government'.

Problems in the use of AI and robotics highlighted in the WL workshop

- The need for better coordination at the European level.
- Lack of a common understanding between the Member States when standardising AI services and legal frameworks.
- Different understandings of ethics in the Member States.
- The need to collect more high quality (open) data.
- Regulation/overregulation – for example the GDPR and data processing can slow down automatic data processing.

What can we do right now in our work?

- Be careful not to 'go too far' with AI.
- Set limits for AI self-learning.
- Stay informed and learn.

What should we do at the EUPAN level?

- Joint pilot projects on AI to share best practices between the Member States – states are at different levels with the development of AI.
- We need to teach each other both good practices and downsides learned from (national) pilot projects.
- Raise awareness about how AI transforms HRM – what are the new skills required and how to teach them to the right people; create new jobs and improve competences in public administration.

Messages to the EUPAN DG Meeting

- Recognise the need for a common European policy on the use of AI.
- Improving public data improves services – act on necessary measures on how to improve the quality of public data. These acts may be related to the reliability, information value, accessibility and accuracy of data, and may include factors such as a common, well-grounded framework for metadata, discussion on the responsibility issues etc.
- Common framework/guidelines as a baseline should be made for adapting regulation on AI.
- It is necessary to always have a human supervisor that can overrule the decision of AI.
- We need to set limits for AI self-learning.
- Enable stakeholders to play a role:
    - Empowering citizens: improving technological citizenship; strengthening understanding and awareness among citizens and offering information (see e.g. the Dutch DigiDuck); creating new technologies through dialogue.
    - Government organisations: improving coherence, exchanging knowledge, providing guidelines for responsible innovation, close cooperation and

connection with the academic world (evidence-based knowledge), toolbox and ethical impact assessment; development of system principles starting with non-discrimination.
    - Businesses: encouraging forms of self-regulation such as codes of conduct; developing ethical guidelines.
- Supervision: search the blind spots in the system.
- We need international agenda setting: Council of Europe, EU.

DG workshop: Which were the most crucial findings of the WL? How can they be taken into account in the EUPAN Member States? How can EUPAN support this?

- The need to share, learn and teach good practices.
- The need to improve data in order to deliver better services.
- The need to raise awareness on the importance of the AI.
- The need to educate citizens and ensure that AI is used on responsible way, following the constitutional principles and human rights.
- Collaborate with the EC and raise awareness on ethics regulation.

DG Workshop: How can we support the ethical use of AI in the public sector through leadership?

- It is important to focus on **the question of ethical guidelines**, because…
    - We need 'basic rules', but at the same time we need discussion on the right 'grain size' of regulation, e.g. framework or detailed regulation? Hard regulation or soft control mechanisms?
    - Proposal: share and discuss good national practices (e.g. Denmark: ethical council; Germany: national strategy).
    - We need clarity and common understanding on the central concepts and principles.
- It is important to focus on **the question of practices**, because…
    - We need to recognise and differentiate the functions/processes in governance/public sector that could/should be done by AI, and find ways to support their ethical use (e.g. the case presentations of Finland's Kela and Palkeet in the workshop).
    - We need to ground the ethical principles in a correct way.
- It is important to focus on **the question of knowledge**, because…
    - It provides a solid grounding for understanding the questions of ethical guidelines and practices.
    - We do not have sufficient understanding on the socio-technical development related to AI.
    - We need more interdisciplinary education for the personnel working in public governance and ways of promoting it.

➔ Obviously, there is a growing need for ICT experts. However, this is not only a technological matter but also a matter of human-machine interaction, with wide legal and societal implications.

What kind of leadership and goal setting is needed?

The leaders and leadership should:

- "Fight" for shared services.
- Think about and discuss the transformation and new needs of HRM in public administration.
- Make plans within governments on how to attract IT experts.
- Raise awareness on **ethics regulation** within the Member States, and towards the European Commission, focusing particularly on the legal and societal implications.

Workshop facilitators:
Anna-Mari Rusanen, Senior Specialist, Ministry of Finance, Finland
Zoran Luša, Head of Sector, Ministry of Public Administration, Croatia

Case presentations in the EUPAN WL Meeting:
'Customer chatbot to support immigrants'
Harriet Mallenius, Head of Customer Experience, Finnish Immigration Service, Migri

'Human centric digital government'
John Kootstra, Policy Advisor, Ministry of the Interior and Kingdom Relations, The Netherlands

'Service development in Palkeet'
Mikael Mantila, Service Director, The Finnish Government Shared Services Centre for Finance and HR (Palkeet)

Case presentations in the EUPAN DG Meeting:
'Leading of service development in Palkeet'
Mikael Mantila, Service Director, The Finnish Government Shared Services Centre for Finance and HR (Palkeet)

'How to lead and support ethical AI development? –The Social Insurance Institution of Finland's AI ethics journey so far'
Janne Pulkkinen, Chief Innovation Officer, The Social Insurance Institution of Finland

Notetakers:
Tero Meltti, Head of Unit, Ministry of Finance, Finland
Matias Penttinen, Student, Tampere University, Finland

Workshop 3: Building a culture of integrity and trust

The workshop aimed to find answers to the following questions: Which factors strengthen and weaken trust in various aspects of public administration? What is the role of integrity and fairness when it comes to trust? What solutions and approaches build the culture of trust and integrity? What kind of leadership and goal setting is needed?

The WL workshop highlighted the following aspects in building a culture of integrity and trust:

- Importance of line managers – training, competence, ethical risks.
- Importance of communication – enabling negative feedback from bottom up, enabling communication channels from bottom up.
- Ethos and professionalisation of civil servants – important factor is behaviour of top officials – tone from the top.
- Effectiveness of trust and integrity measures – the need to develop tools for measuring it.
- Countries differ a lot. The most important thing is to think how to build trust, not to compare countries with each other.
- Trust in public administration is linked to general social trust and political trust in the society, but public administration can and should do its part in building trust.
- Delivery of public services is the key to maintaining trust between citizens and public administration. If people do not feel that agencies can adapt to a changing environment and requirements, this can lead to mistrust.
- There seems to be more polarisation between different groups in the societies: there are people who do trust governments but also more people who distrust governments.
- Most people are critical and think that governments have good intentions, but not enough competencies to make a change.

- The aim should be not just to gain trust, but to act worthy of trust and to develop trustworthy institutions.
- Clear transparent rules are an important factor creating trust inside administration.
- Ethics is too easily put aside in bad times. Detailed rules in the public administration are not enough: they do not automatically create corruption-free practices or strengthen trust.
- A common understanding of ethicalness is central. People with different cultural backgrounds can have different views of what constitutes ethical behaviour by civil servants.

Teleworking as a case of trust

- New ways of working can increase trust, but they can also in some cases decrease trust inside the administration.
- New ways of working give more freedom to employees, which is a desirable goal. However, more freedom can lead to more uncertainty, which can lead to mistrust in some cases.
- Teleworking requires trust. Especially, the mindset of the manager has an effect on whether there is trust in the relationship between the employee and the manager to utilise new ways of working. For example, the manager has to have a certain amount of trust before giving permission to work from home.
- Managers should not lead by the example of mistrust. The competencies and skills of managers to lead ethically should be strengthened.
- Middle and top management need to be trained to move from controlling to the new culture of enabling, because then trust can bring effectiveness to the work of administration.
- Control is also needed of course, but more in the sense of control of the quality of work.
- Teleworking and leadership that are not tied to time and place emphasise the importance of good leadership. They are a risk especially if leadership is otherwise already poor.
- In order to move to the new culture, management needs to be given new capacities.
- Hierarchy inside the organisation is also something to think about: if teleworking is only allowed to some people inside the organisation, this can lead to mistrust between different groups.
- Dialogue, communication and participation are needed when developing common ways of doing work.

Where should we be by the end of the EUPAN strategy period 2019-2022?

- There is a great interest in continuing the discussions on trust and integrity in EUPAN.
- Trust is also on the agenda of the Croatian and German presidencies.

Messages to the EUPAN DG Meeting

- Overall, trust in public administration is a multidimensional concept, which is composed of organisational trust, interpersonal trust, trust in politico-administrative relations and trust in leadership. The latter element is gaining in importance. Poor leadership easily creates distrust. On the other hand, repairing trust is a complex undertaking.
- Trustworthy leadership has important positive effects on organisational and individual performance. Contrary to this, poor and unethical leadership can have many negative effects.
- Trust in *leadership* depends on perceptions of the trustworthiness of *leaders*. Trustworthiness is the perception that someone will behave with fairness, integrity, professionalism and competence.

- Achieving trustworthiness is one of the greatest leadership challenges of our times. Because of growing complexities, leaders find it difficult to act in a fair, ethical, professional and competent manner while balancing conflicting objectives.
- Factors crucial for achieving and maintaining trust in leadership: professional and fair behaviour, competences and criteria for leaders; how leaders use these for recruitment, promotion, dismissal, career and skill development; the quality of interpersonal relationships (communication styles, motivation and feedback); (ethical) role modelling; keeping promises and commitments; the way leaders deal with challenges (e.g. digitalisation, AI), etc.
- In daily management, fairness and moral issues are too easily put aside and leaders act as amoral managers (or neutral managers) under high pressure and with conflicting objectives.
- Often, important differences exist between leaders' self-perceptions and followers' perceptions of trustworthy leadership. Overall, ethical leadership should be a part of other leadership styles and not be separated from them.
- Overall, the competencies and skills of managers to lead ethically and to act trustworthy should be strengthened.
- It is increasingly difficult to create trust in leadership.
- Ethos and professionalisation of civil servants – a very important factor is the behaviour of top officials – the tone is set at the top.
- There must be more awareness of the importance of trustworthy and ethical leadership, since positive effects and outcomes are well known and established.
- Overall, the support of top leaders and managers is crucial in fighting unethical behaviour and maintaining high levels of trust in public administration.
- We suggest that trust should be discussed as concretely as possible (e.g. regarding telework), with a future orientation (e.g. digitalisation) and in connection with personal situations.
- Middle and top management need to be trained to support the move from control to a culture of enabling.
- Importance of communication – enabling negative feedback from the bottom up, creating and supporting communication channels from the bottom up.
- Dialogue, communication and participation are needed when developing common ways of doing work.
- We need to develop tools for measuring the effectiveness of trust and integrity measures.
- Delivery of public services is the key to maintaining trust between citizens and public administration. If people do not feel that agencies can adapt to a changing environment and requirements, this can lead to mistrust.
- Clear, transparent rules are an important factor creating trust inside administration.

Highlights of the DG Workshop

- Ethics and ethical conduct are fundamental preconditions for creating trust.
- Trust is a result of our actions, behaviour and communication. You have to work for it continuously.
- Leading does not mean being the best expert in every field; it is about enabling the right environment and empowering your employees to do their very best.
- Leadership is and has been changing. It is facing new challenges such as: decentralisation of responsibilities and breaking of hierarchies; flexibility and individualisation of different practices; digitalisation; time pressures and pace of new working life realities; and complexity of the context. This does not mean that being a trustworthy leader would necessarily be harder, but the new requirements are changing the expectations and perceptions of leadership.
- Ethical leaders are aware of their own values that guide their actions, and have the integrity to stand behind them and their decisions. Ethical leaders consider their employees, talk about their values, and challenge their own ideas. Ethical leaders need to have empathy towards other people.
- Ethical leadership has a mission – for example, not just to produce public services, but also to create wellbeing for society.
- In an organisation, it is important to have a common understanding about values, because people do not always have time to discuss what is ethical or not. Things work out in everyday life because of a shared, common understanding and values.
- Inclusiveness within the organisation is important. It is necessary to create a culture that is open and where it is possible to express thoughts and feelings, and where everyone has the chance to speak up.

DG workshop: Which were the most crucial findings of the WL? How can they be taken into account in the EUPAN Member States? How can EUPAN support this?

- Importance of line managers and leaders in creating trust and an ethical organisational culture.
- Overall, the competencies and skills of managers to lead ethically and to act trustworthy should be strengthened.
- All participants agreed that ethical leadership is important and should be supported, but everyday leadership is rarely "one-dimensionally ethical". In most situations, leaders face pressures and priorities and must make decisions under time pressure and on an ad hoc basis. Thus, leadership is always in a context of conflicting values and conflicting objectives, such as the need to be fair while implementing organisational objectives such as saving resources.
- EUPAN Member States should avoid being simplistic in terms of asking their leaders to be ethical. Instead, they should create awareness of the need to maintain high ethical standards in a context of conflicting objectives and an ever 'polarised' political context.
- Thus, EUPAN members concluded in the workshop that trust is important, but leaders also have other important things to do in daily life. However, although other things may also be important, ethics and trust are more important than any other issue.

What kind of leadership and goal setting is needed?

- Leadership theory is complex, and experts distinguish various leadership styles, such as transformational leadership, transactional leadership, ethical leadership, leader-follower leadership, etc. The workshop agreed that ethical leadership should be integrated with other leadership styles and not separated from them. Thus, ethical leadership should not be seen as a distinct leadership style but an integrative form of all others.

Workshop facilitators:
Professor Christoph Demmke, University of Vaasa, Finland
Maroš Paulini, Expert, Office of the Civil Service Council, Slovakia

Case presentations in the EUPAN WL Meeting:
'State of civil service ethics in Finland'
Anna Gau, Senior Specialist, Ministry of Finance, Finland

'Building trust: update on the project on ethics in the Romanian public administration'
Cristina Paladeanu, Advisor, Ministry of Regional Development and Public Administration, Romania

'What is social trust, and why do we need it?'
Maria Bäck, University Lecturer, University of Helsinki, Finland

'Ethical initiatives of Civil Service Council of the Slovak Republic'
Maroš Paulini, Expert, Office of Civil Service Council, Slovakia

Case presentations in the EUPAN DG Meeting:
'The Finnish Advisory Board for Civil Service Ethics - a short overview'
Pekka Vihervuori, Chair of the Finnish Advisory Board for Civil Service Ethics

'Good leadership – ethics in practice'
Ari Holopainen, Financial Counsellor, Ministry of Finance

Notetakers:
Ari Holopainen, Financial Counsellor, Ministry of Finance, Finland
Anniina Helminen, Student, Tampere University, Finland

Workshop 4: Life-long learning in public administration

The workshop aimed to find answers to the following questions: How can we ensure life-long learning in public administration? What kind of leadership and goal setting is needed?

The WL workshop highlighted the need for a new learning culture:

- Learning is a never-ending process.
- Learning is a responsibility of the individual in a long career.
- Learning is about dealing with change, and change is about doing things differently from yesterday.
- Learning starts with the right attitude.
- The role of managers should move from 'getting-the-work-done' to 'people developer'.
- Organisational and HR development needs are imperative due to social, demographic and technological changes.
- Development of digital competencies is essential.
- 70-20-10 structure of learning: on the job learning 70%, peer learning 20% and training courses 10%.
- Each individual is unique --> the way of learning is unique as well.

Do we need learning culture when everything is digitalised and AI is doing the work?

- We should consider AI and computerised systems as an opportunity, rather than a threat.
- Challenge: how to get digital competence in an organisation? There is a lack of ICT personnel in all Europe. The lack of shared understanding between management developers and ICT developers cause problems.
- Old school management tends to recruit the same type of managers as they are. This needs renewal.
- The challenge of the organisational culture is to provide an environment for change (meaningful and not opposed).

Recruitment dilemmas

- Choosing from between a perfect candidate for the competencies and a 'good curious type' who can cover the lack of competence quickly.
- Labour markets are not offering perfect candidates, but instead it is important to look for 'curious types.'
- How to find these people? What questions to ask? --> One possible method for interviews: people will reveal themselves eventually. The candidate tells about how he/she feels about the future and the job. After some time the interviewer may get the picture that this person is the one.
- Leadership requires spending time with your employees. Sustainable management: Taking care of the people who work for/with you makes them even better in the labour markets.
- Changing top managers interorganisationally.

Messages to the EUPAN DG Meeting

- The role of the manager is crucial
- Learning culture:
    - Introduce life-long learning by default (learning is a part of everyday life).
    - Make a framework for a culture that makes room for learning and failing.
    - Sustainable learning culture should be a part of management objectives (ensure management skills and continuity).
    - Be open to experimenting/piloting, cynicism is poisonous.
- Management/leadership:
    - Personnel development should be every manager's priority.
    - Role of top management is to create conditions for learning.
    - Role of middle management in stimulating and supporting the team is essential.
    - Managers should encourage staff to use digitalisation in improving their own work.
    - Recruit people that have the right attitude.
- Create a positive and inspiring atmosphere for employees. Everyone has a right to think that something good will happen to them. In other words, if they do their work well, something positive will come out of it. If this idea of fairness does not materialise or is not supported, the organisational culture becomes demanding.

Highlights of the DG workshop

- Drivers for life-long learning in public administration
    - Rapid change in the working environment: digitalisation, complex societal challenges, more dynamic job markets and demographic change (e.g. inter-generational culture), individualism.
- Leadership and the interest in learning for the employees:
    - Challenge for leaders: possible conflict/discrepancy between mandatory requirements (control) and the provision of opportunities for learning.
- Learning culture integrated with competency review / personal career planning / HR policies of life-long learning
    - Separation: salary discussion and discussion on competency development.
    - Pay is important, but opportunities for learning could and should also be used to attract talent.
    - Are public servants motivated enough to learn? How to motivate and encourage learning?
- Challenge: the impact of learning on an organisation – how to measure it?
- Curiosity as a founding assumption in life-long learning, emphasis on attitude, in addition to skills, knowledge and ability.
- Change is constant; we need to learn as we go. We might need to plan learning for next five years, but the competencies might have changed by then.

- Opportunities for using electronic learning tools, such as the eOppiva.fi service for Finnish public servants.
- Recommended quick read on learning culture: OECD Recommendation on Public Service Leadership and Capability.
- The challenge of transferring competencies, skills and tacit knowledge from one generation to another.
- **Passing of knowledge from retiring managers to their successors**; how to motivate leaders to pass on their knowledge to their successors?
    - The OECD has observed that some senior managers tend not to pass on all the knowledge they have because they want to stay in contact and offer their services and know-how even when retired (mostly as voluntary experts).
    - When appointing a senior manager, why not also appoint a mentor for this senior position? The transition would be smoother.
    - How decision-making processes go from one generation of managers to another: junior public servants come to public adminstration with new, often better ideas. Every senior manager has once been a younger public servant, and over time, they tend to grow to defend the ideas they had when they were younger, and become, in a sense, conservative. This highlights the importance of life-long learning and readiness to change. We need 'leader learners'; curiosity is at the core of learning.
- Leaders are going to have to change from being a 'sage-on-the-stage' to a 'guide-on-the-side'
- Public services perspective: self-regulating public administration or a new public management trend with professional managers? In the long term, there might be bigger changes between professional managers vs. professions and traditional PA self-regulating their work.
- What is the role of middle managers? Do we need mid-level bosses 'bossing around'? Can technology replace aspects of this role? Or self-organizing teams?
- Learning in management on a larger scale: using experiments to test societal change on a smaller scale and enabling opportunities to learning, instead of changing the whole system at the society level with unpredicted results.
- We need diversity not only in terms of demographics, but also in terms of educational background, and behaviour. Diversity is also needed in *thinking*, *listening and talking.*
- We need to speak a language we understand.
- Organisations should promote learning culture.

DG workshop: Which were the most crucial findings of the WL? How can they be taken into account in the EUPAN Member States? How can EUPAN support this?

- The emphasis on learning culture
    - Introduce life-long learning by default (learning is a part of everyday life).
    - Make a framework for a culture that makes room for learning and failing.
    - Sustainable learning culture should be a part of management objectives (ensure management skills and continuity).

What kind of leadership and goal setting is needed?

- **Risk taking:** courage to take risks combined with long-term/medium-term goal setting. If you only focus on the short term, staff will not have time for learning. Learning is a long-term investment. Investing in people is a risk worth taking.
- **Experimenting to learn**
- **Transformational leadership and flexibility:** leadership requires transformation. We need to 'walk with people' and engage with them, be role models for them and be flexible. A transformative leader knows the importance of changing and adapting according to needs.
- **Co-creation and empowerment combined with responsibility**

- **Openness and curiosity, having the mindset of a guide** (inspiring vision)
- **Participatory/inclusive leadership, dialogue and shared goals:** inclusive leadership means that you are at the top, but all co-workers work with you. Not from the top down but together and bottom up. The leader still has the responsibility.
- **Accountability and liability** in relation to the need to delegate.

Workshop facilitators:
Ari Sihvola, Senior Adviser, HAUS Finnish Institute of Public Management Ltd
Daniel Gerson, Manager of the Public Employment and Management Project, Public Governance Directorate, OECD

Case presentations in the EUPAN WL Meeting:
'Personnel Planning ensuring life-long learning'
Pirta Karlsson, HR Director, Finnish Tax Administration

'Building a learning culture in the public service: what role for leadership and strategic HRM?', Daniel Gerson, Project Manager, OECDkmm

Case presentations in the EUPAN DG Meeting:
'The role of digital learning platform eOppiva.fi in the HRD of state administration'
Petteri Kallio, Chief Digital Officer, HAUS Finnish Institute of Public Management
Marjaana Laine, Ministerial Adviser, Ministry of Finance, Public Governance Department

'Personnel Planning ensuring life-long learning'
Juha Madetoja, HR Director, Finnish Customs

Notetakers:
WL: Mari Näätsaari, Head of Unit, Ministry of Finance, Finland
DG: Eeva Kaunismaa, Senior Specialist, Ministry of Finance, Finland
Jari-Pekka Kanniainen, PhD Student, Tampere University, Finland

Background reading for the workshops

Policy briefs of the Ministry of Finance, Finland:
- A long tradition of dialogue between research and public governance development
- Clear language is inclusive and prevents exclusion; How to write good texts in the workplace; How you can improve administrative texts
- Information and information policy at the core of digitalisation
- Long-term development and future prospects of civil-service ethics in Finland
- The role of public governance in strengthening trust

Others:
- Political and Social Trust: Pathways, Trends and Gaps, some key findings
- OECD, Trust and Public Policy - How Better Governance Can Help Rebuild Public Trust
- Edelman 2019 Trust barometer
- Government report on information policy and artificial intelligence (Finland)
- Ethics guidelines for trustworthy AI (EC)
- Digital inclusion – Everyone must be able to participate (The Netherlands)
- Glances at Public Governance in Finland (presentation at eOppiva.fi)
- EUPAN Strategy Paper

For further reading: Demmke, Christoph 2019. Governance Reforms, Individualization of Human Resource Management (HRM), and Impact on Workplace Behavior—A Black Box?, *Public Integrity*

Part 2: Other proceedings

CAF2020 launched at the DG Meeting

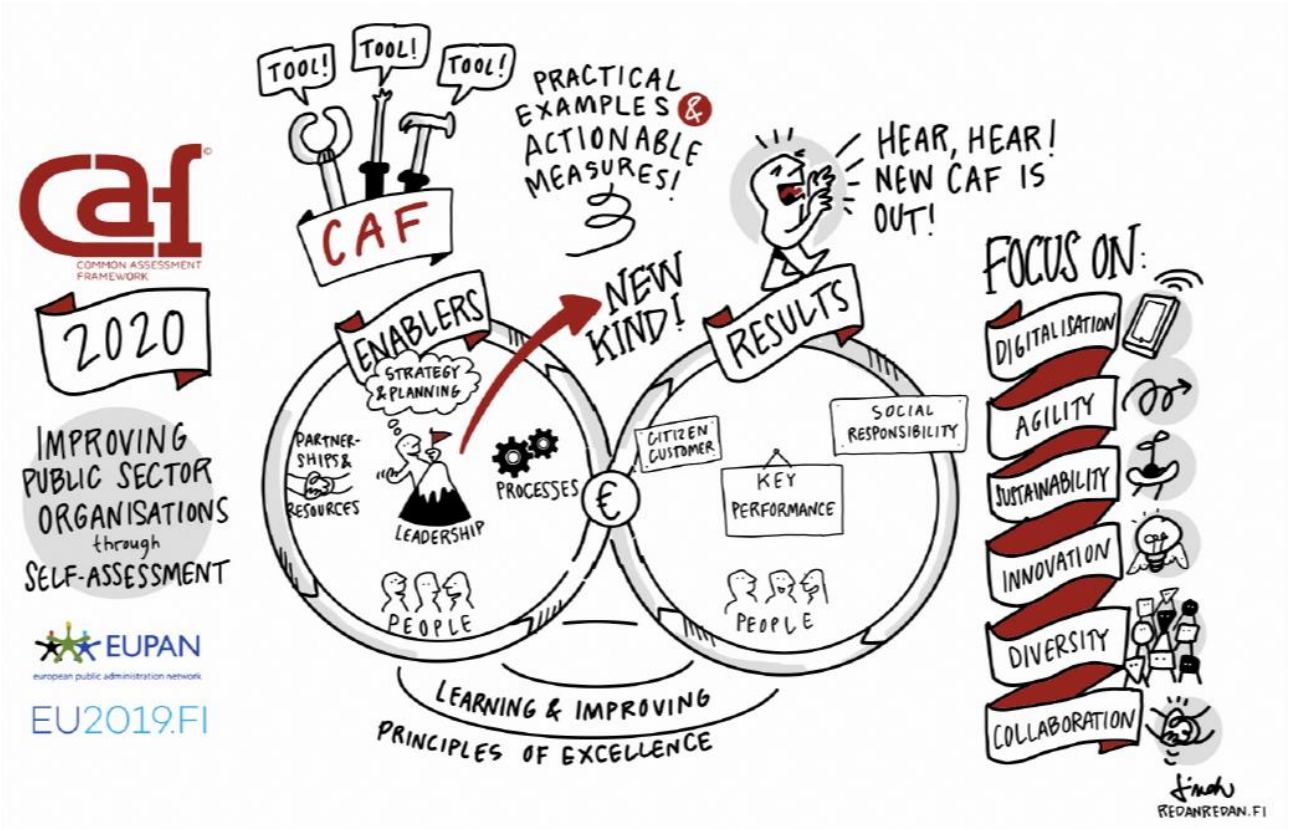
After an interactive two-year updating process the CAF2020 was launched at the EUPAN Directors General Meeting in Helsinki on 28 November 2019.

The basic structure with 9 criteria and 28 subcriteria has been preserved. The language has been simplified, shortened and is now more concise. CAF2020 reinforces the focus on digitalisation, agility, sustainability, innovation, collaboration (participation) and diversity. As a result, there have been significant changes in each individual subcriterion and examples.

Chair DG Sarkio noted that the CAF is the most visible product of the EUPAN network and it has a clear impact on how we assess and improve the quality of public administrations in Europe. The current EUPAN 5 Secretariat signed the foreword of the new CAF2020 to highlight its support and commitment to promoting the new CAF model.

The DGs warmly and fully supported and welcomed the CAF2020 and congratulated the CAF network. The DGs agreed to promote the CAF2020 and hoped it will be translated to as many languages as possible. The CAF2020 is now unanimously approved by the DGs.

CAF2020 was developed by the European CAF Correspondents Network and the European Institute of Public Administration (EIPA).



Graphic recorder Linda Saukko-Rauta's (redanredan.fi) sketch of the launch of the CAF2020

Memorandum of Understanding signed between EUPAN and EGPA

On behalf of the EUPAN network, Chair DG Juha Sarkio signed the Memorandum of Understanding (MoU) between EUPAN and EGPA (The European Group for Public Administration) at the Directors General meeting in Helsinki in November 2019. The document was signed prior to the meeting by EGPA President Jean-Michel Eymeri-Douzans and IIAS Director General Sofiane Sahraoui. The immediate past president of EGPA, Professor Edoardo Ongaro from The Open University, UK, represented EGPA at the signing.

The signing of the MoU was approved based on consensus by the DGs. Chair DG Sarkio emphasized that the purpose of the MoU for EUPAN is to ensure the best possible opportunities for interaction with European public administration research. The MoU ensures scientific support for EUPAN and helps to benefit from the competent academic community.

The MoU is also in line with the EUPAN Strategy Paper's aim to strengthen communication and partnerships with relevant stakeholders such as universities. Professor Ongaro highlighted the signing of the MoU as a very important milestone, a point of departure, rather than a point of arrival, in connecting the resources of the profession and the academy. The MoU is of mutual benefit.

Both EUPAN and EGPA remain free to choose how active they want the relationship to be at different times. The MoU does not exclude any forms of cooperation or MoUs with other stakeholders.

Montenegro and Serbia became observers of the EUPAN network

The EUPAN DG Meeting in Helsinki made a unanimous decision to give Montenegro and Serbia observer status in the EUPAN network. Observer countries may access the meetings, conferences and other events within the framework of EUPAN.[10] The EUPAN DG Meeting agreed, in accordance with the interpretation of the EUPAN 5, that all countries that have been given observer status must be invited to the meetings. Only the observers themselves have the right to decide whether they want to participate in the meetings or not. The observer countries of the EUPAN after the DG Meeting in Helsinki are Iceland, Montenegro, North Macedonia, Norway, Serbia, Switzerland and Turkey.

Progress report on social dialogue

The European Sectoral Social Dialogue Committee for Central Government Administrations (SDC CGA) offers a forum for social dialogue between the employees (Trade Unions' National and European Administration Delegation TUNED, European Public Services Union EPSU and European Confederation of Independent Trade Unions CESI) and the employers (European Public administration Employers EUPAE). The Finnish EUPAN Presidency invited Ms Nadja Salson (TUNED coordinator) and Mr Héctor Casado López (Chairman of EUPAE and SDC CGA) to give a presentation of the committee's achievements and future work at the DG Meeting. The main achievements in 2019 as well as planned activities for 2020

[10] See the EUPAN Handbook, p. 15.

have to do with three topics: 1) follow-ups and monitoring of adopted texts (e.g. work life balance and equal pay between women and men), 2) well-being at work – prevention of psychosocial risks and third-party violence, and 3) modernisation of administrations in the context of the European Semester.

Additional information: Sectoral social dialogue - Central government administrations

Game of Trust – an innovative tool for development

The Finnish EUPAN Team presented and distributed the Game of Trust at the EUPAN Meetings. The game is designed for innovating, planning and highlighting actions to improve open government and for making personal commitments for these improvements. The game is intended to be a concrete tool for communities and organisations to further develop open government.

The materials for playing the Game of Trust can be downloaded at https://avoinhallinto.fi/en/game-of-trust/

Voluntary visits before the EUPAN WL Meeting

The Finnish EUPAN Team organised voluntary visits to government shared service providers prior to the EUPAN WL Meeting on 18 September. Over 30 delegates participated. Delegates visited the government's training centre HAUS Finnish Institute of Public Management Ltd , The Finnish Government Shared Services Centre for Finance and HR (Palkeet), and the government's work environment partner and specialist Senate Properties.

Communicating the Finnish EUPAN Presidency

The Ministry of Finance along with many of its stakeholders actively engaged in communication about and around the topics of the Finnish EUPAN Presidency. The core values in central government communications in Finland are openness, reliability, impartiality, intelligibility, interactivity and service-mindedness – these also served as the guidelines for the execution of EUPAN communications. Information was communicated to a wider audience about the Finnish Presidency main themes and about the work done by the EUPAN network. Clear, concise and approachable language and different forms of communication were used in order to clarify some of the more challenging themes discussed and to arouse more general interest in the work of EUPAN.

The Finnish EUPAN Team and the Ministry of Finance used various platforms and forms of communication to ensure everyone interested in the topics would have the chance to follow and get involved in the discussions. The main channels used in communications were the EUPAN website eupan.eu, the Ministry website www.vm.fi, the website of Finland's Presidency of the Council of the European Union www.eu2019.fi and the Ministry's Twitter account @VMuutiset. Most communications were available in both Finnish and English, and all key information in Swedish as well. The Finnish EUPAN Team

published columns and news items in Finnish newsletters dedicated to good governance and public governance development.

The visual identity of the communications utilises elements from both the Ministry of Finance and Finland's Presidency of the Council of the European Union.

Figures on the communications produced are presented below.

Communications July – December 2019

Type of communications	Amount	Platforms	Views
Tweets Mentioning either EUPAN or EUPANFI Note that many more messages were published around the same topic but without the aforementioned words	345	Social media	24 000 unique views
Videos	1	Social media	600 unique views
Columns	2	Ministry website, social media, newsletter	200 unique views
Press releases	1	Ministry website, social media	100 unique views

Online streams and recorded webcasts of the EUPAN meetings

The online webcast of the panel and the keynote of the EUPAN WL Meeting was watched live in 14 countries. The recorded webcast was viewed 118 times. The online webcast of the panel and the keynote of the EUPAN DG Meeting was viewed from 54 different IP-addresses. The recorded webcasts were available online for 30 days after the meetings.[11]

Social media as the main channel of communications during EUPAN meetings

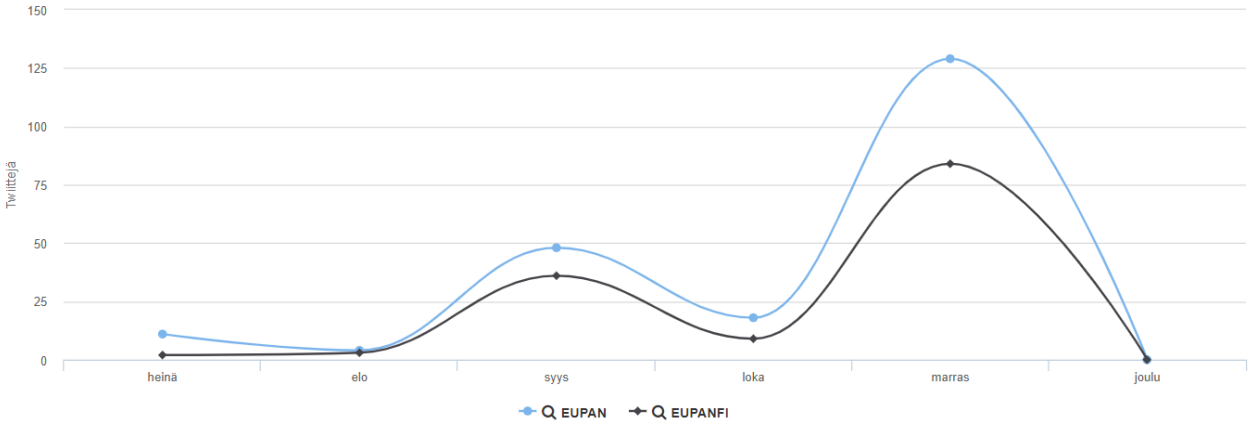
Social media was the most actively used communications platform during the Finnish EUPAN Presidency.

The Ministry of Finance used its Twitter account to communicate on a myriad of things, such as

- Distributing columns and press releases already published elsewhere
- Voicing civil servants' and other experts' ideas and thoughts by publishing quotes
- Event live-tweeting
- Marketing the materials and live webcasts
- Arousing discussion

[11] The recorded webcast of the DG Meeting can be viewed online until 3 January 2020.

Most of the communications during July-December 2019 took place around or during the meetings. The two EUPAN meetings – Working Level 19-20 August and Directors General 28-29 November – can be easily detected in the social media visibility figure below.



The Ministry produced the official communications regarding the Presidency and the meetings. It is noteworthy that it was not the official communications that generated the most attention but the unofficial ones – fascinating discussions ensued following informal messages from civil servants and other public administration developers active on social media. Participation in social media is increasingly a part of a civil servant's work in the information society and many appear to have seized the opportunity to communicate about EUPAN during the autumn.

Some examples of both official and unofficial communications are presented below.

Visual examples of official communications on social media

Visual examples of discussion on social media

Katju Holkeri @HoKatju · 28. marrask.
CAF- veteraanina sydäntä lämmittää kun uusi päivitetty versio julkaistaan. #EupanFI kokouksessa toisen CAF- veteraanin @JohannaMNurmi kanssa
@VMuutiset #CAF2020 @HAUSfi
Common Assessment Framework
The European model for improving public organisations through self-assessment
Ari Holopainen @HolopainenAri · 28. marrask.
Julkisen johtamisen haasteena on löytää tasapaino avoimuuden, osallisu
ja vastuullisuuden välille. #maasssenpaul. #EupanFi
Marjaana Laine @MarjaanaWave · 29. marrask.
Thank you @petterikallio for the co-lecture. You and the whole @eoppivaFi team, together with HR-colleagues from so many agencies, do such a great job. Daily! #EU2019FI #EupanFI
VM @VMuutiset · 29. marrask.
The world of work is changing, and our capabilities will need to rise to the challenge. Life-long #learning is one of the themes examined in the #EUPAN DG Meeting's workshops today.
Discover the learning environment of the state of Finland @eOppivaFi
eoppiva.fi
Näytä tämä ketju
All of Finland's public administration has worked together for a common go
order to ensure its entire p
has a chance to learn.
Our eOppiva learning platf
raised a great deal of inter
EUPAN Directors-General
EU20
Timo Kuntsi @timokuntsi · 28. marrask.
Vastauksena käyttäjille @thomasprorok ja @CAFEipa
Congratulations @thomasprorok and @FabrizioRossi_ @eu_eipa @CAFEipa and all the CAF-colleagues for this achievement! #CAF2020 #EUPANFI #EU2019FI @eupan @EU2019FI @HAUSfi
Marika Paavilainen @MPaavilainen · 28. marrask.
#EU2019FI #EUPAN #EUPANFI @VMuutiset the european public administration leaders talking today in Helsinki on the role of trust and ethics in connection of artificial intelligence solutions. Good!
EU-jäsenmaiden ja komission pääjohtajat
Kokouksessa 28.–29. marraskuuta käsitellä
ajankohtaisia hallinnon kehittämisen kysy
Katju Holkeri @HoKatju · 28. marrask.
Two meetings today in Helsinki around #Trust. Greetings also from #EupanFI DG-meeting on Making Trust Sustainable @VMuutiset
Tytti Yli-Viikari @tyttiyv · 28. marrask.
Governor @ollirehn highlighted the importance of the predictability of fiscal policy for democratic accountability. #BuildingTrust2019
FISCAL STATISTICS and FISCAL RULES: BUILDING TRUST
TOOLS
IF FISCAL DATA WORLD HAVE BEEN RELIABLE
GREECE STILL HEALING
CRISIS
TRUST
CONTROL
POWERS OF EUROSTAT
FISCAL RULES
EXPENDITURE RULE (OPERATIONAL)
DEMOCRACY & WELL-BEING
We need rules that reinforce countercyclical policy & fiscal sustainability
Jenni Airaksinen @AiraksinenJenni · 28. marrask.
Käytiin yliopistonaisten porukalla @hanna_wass @elina_kestila paneloimassa luottamuksesta julkisessa hallinnossa.
#EUPAN
Oli meillä yksi mieskin mukana, mutta hän ehti livahtaa ennen selfietä.
#yliopistohommat
Kyosti Vakevainen @KVakevainen · 28. marrask.
Minister @sirpa_paatero opens #EUPAN meeting. #EU2019FI

Part 3: Appendices

EUPAN meetings during the Finnish Presidency of the Council of the European Union, July-December 2019

EUPAN 5 Working Level Secretariat Meeting in Helsinki, 15 August 2019

EUPAN Working Level Meeting in Helsinki, 19-20 September 2019
Please see the Report of the EUPAN WL Meeting.

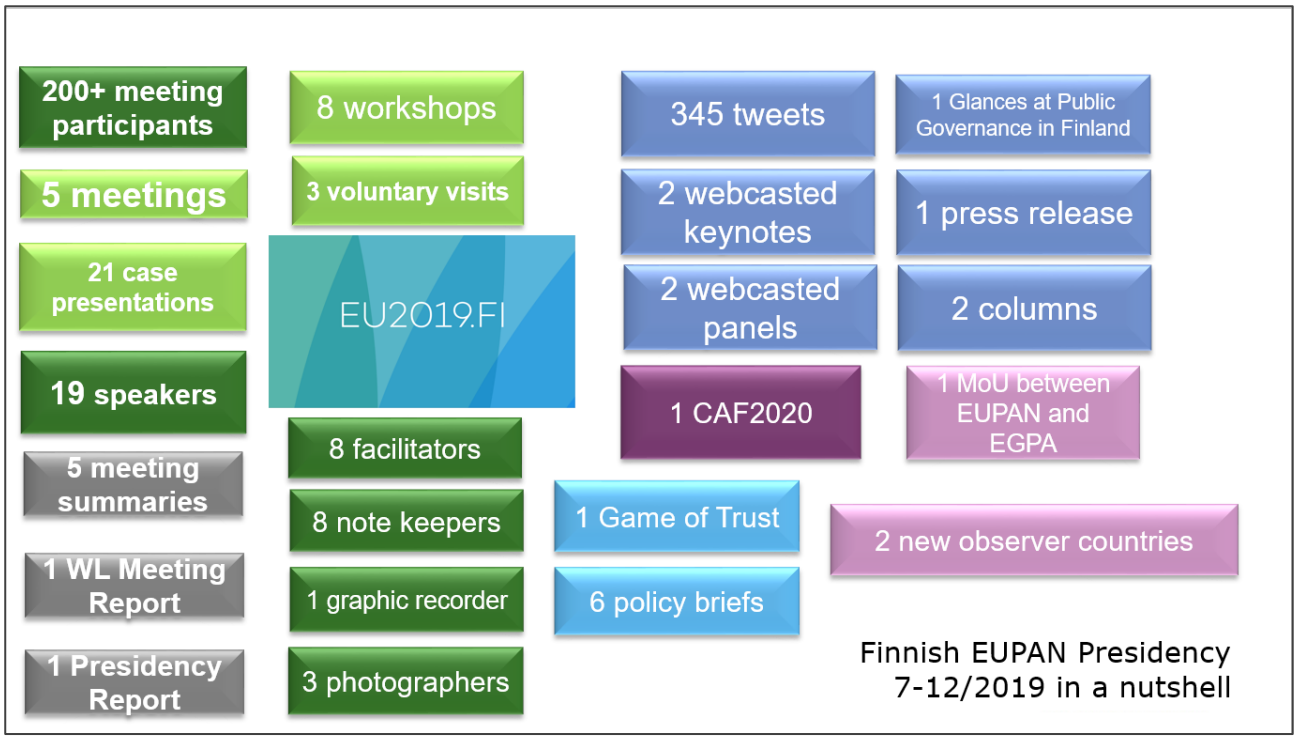
EUPAN 5 Directors General Secretariat Meeting in Helsinki, 10 October 2019

EUPAN Directors General Meeting in Helsinki, 28-29 November 2019
Please see the Summary of the EUPAN DG Meeting.

CAF NC WG Meeting in Helsinki, 1–2 October 2019
Organised by HAUS Finnish Institute of Public Management

+ DISPA Meeting in Helsinki, 7–8 November 2019
Organised by HAUS Finnish Institute of Public Management

Finnish EUPAN Presidency in a nutshell



Agendas of the EUPAN Meetings

EUPAN Working Level Meeting in Helsinki
19-20 September 2019

Venues: The House of the Estates and Finlandia Hall

Wednesday 18 September

14:00–16:00	Voluntary visits to providers of government shared services: HAUS, Palkeet, and Senate Properties

Thursday 19 September

09:00	*Registration and welcome coffee*
09:30	Welcome and introduction Director General Juha Sarkio Ministerial Adviser Johanna Nurmi
10:00	Panel discussion: Strategic environment of public administration – the role of trust, artificial intelligence and ethics Chair: Professor Hanna Wass, University of Helsinki, Finland Panelists: Professor Elina Kestilä-Kekkonen, University of Turku, Finland Project Manager Daniel Gerson, OECD Director General Juha Sarkio, Ministry of Finance, Finland Head of Digital Regulation Jussi Mäkinen, Technology Industries of Finland
11:15	*Coffee break*
11:45	Keynote: Trust as basis for good governance, service innovations and effective HRM Professor Christoph Demmke, University of Vaasa, Finland
12:15	Discussion
12:45	*Family photo and lunch*
14:15	Introduction and transition to the workshops Ministerial Adviser Marjaana Laine
14:45	Workshops 1. Horizontal cooperation in data-driven decision-making 2. The use of artificial intelligence and robotics in public services 3. Building a culture of integrity and trust 4. Life-long learning in public administration
16:15	*Return to the plenary hall*
16:30	Presentation of the CAF2020 Timo Kuntsi, CAF National Correspondent, HAUS Finnish Institute of Public Management
17:00	Closing of the first meeting day

Social programme

17:15	Tram sightseeing ride to Musiikkitalo
18:00	Arrival at Musiikkitalo - dinner
21:00	End of social programme

Friday 20 September

09:00	*Welcome coffee*
09:30	Update on current EUPAN affairs Proposal for Memorandum of Understanding with EGPA Report on social dialogue at the DG Meeting Observer status in EUPAN
10:00	Workshops continue
11:30	*Return to the plenary hall*
11:45	Presentation of the workshop conclusions by facilitators
12:30	Presentation of the priorities of the Croatian Presidency
12:45	Any other business Closing of the meeting and outlook on the future EUPAN work
13:00	*Lunch*

EUPAN Directors General Meeting

Helsinki

28–29 November 2019

Venue: Finlandia Hall

Wednesday 27 November

18:00 – 20:00	Registration desk open at Sokos Hotel Presidentti lobby
19:00 – 21:00	Optional get-together at Sokos Hotel Presidentti

Thursday 28 November

09:00	*Registration and welcome coffee*
09:30	Welcome and introduction Sirpa Paatero, Minister of Local Government and Ownership Steering Juha Sarkio, Director General, Ministry of Finance
10:00	Panel discussion: Strategic environment of public administration leaders – the role of trust, artificial intelligence and ethics Panel chair: Professor Hanna Wass, University of Helsinki Panelists: Jenni Airaksinen, Senior Lecturer, Tampere University Professor Elina Kestilä-Kekkonen, University of Turku Paul Maassen, Chief of Country Support, Open Government Partnership
10:45	Discussion
11:00	Keynote: The importance of leadership in building trust – good governance, service innovations and effective HRM Marcos Bonturi, Director for Public Governance, OECD
11:30	Discussion
11:45	*Coffee break*
12:15	Presentation of ECA's Special report: The ethical frameworks of the audited EU institutions, Mihails Kozlovs, Member of the European Court of Auditors
12:45	Launch of the CAF2020 Timo Kuntsi, CAF National Correspondent, Finland Thomas Prorok, EIPA CAF Expert
13:15	*Family photo and lunch*
14:15	Introduction and transition to the workshops
14:45	Workshops 1. Horizontal cooperation in data-driven decision-making 2. The use of artificial intelligence and robotics in public services 3. Building a culture of integrity and trust 4. Life-long learning in public administration
16:15	*Return to the plenary hall*

16:30	Signing of the Memorandum of Understanding between EUPAN and EGPA
	Forms of knowledge for the practice of public administration Professor Edoardo Ongaro, The Open University, UK
17:00	Closing of the first meeting day

Social programme

Five-minute walk together from Finlandia Hall to Musiikkitalo (Helsinki Music Centre)

17:15	*Welcoming drinks and "Swinging Leadership"*
18:30	*From Musiikkitalo to Helsinki Central Library Oodi* *Short guided tour followed by dinner at 19:15*
21:30	*The end of social programme*

Friday 29 November

09:00	*Welcome coffee*
09:30	Current EUPAN network affairs - Clarification of the observer status (list of observers, ReSPA) - Decision on Montenegro's observer status - Decision on Serbia's observer status - Updating the Rolling Programme - EUPAN website
10:00	Workshops continue 1. Horizontal cooperation in data-driven decision-making 2. The use of AI and robotics in public services 3. Building a culture of integrity and trust 4. Life-long learning in public administration
11:30	Coffee break
12:00	Presentation of the workshop conclusions: Leading digitalisation, ethics and strategic HRM
13:00	Presentation of the priorities of the Croatian Presidency Josip Osmann, Head of Service, Ministry of Public Administration, Croatia
13:15	Progress report on social dialogue Nadja Salson, TUNED coordinator and Héctor Casado López, EUPAE and EU Social Dialogue Committee for Central Government Administrations Chair
14:15	Closing of the meeting
14:30	*Lunch*

Summary of the implementation of the chosen topics (RP) during the Finnish EUPAN Presidency

EU2019.FI

During the Finnish EUPAN Presidency we aimed at a better understanding of:

1. the meaning of trust in the ways we can develop public administration
2. the possibilities digitalisation and artificial intelligence provide for developing public administration

Expected results (Rolling Programme, RP): policy briefs, workshop conclusions. Results and activities are summarized in the Presidency Report (eupan.eu)

	Implementation / Chosen strategy-based topics	Policy briefs	WL visits to government shared service providers	WL Meeting -> Report of the WL Meeting	DG Meeting -> Summary of the DG Meeting	Other
I Strategic Domain: Digitalisation and innovation	**Trust as basis for service innovations** Innovations and horizontal co-operation in data-driven decision making, evidence based policy-making and digital, customer-focused service delivery require trust between different actors. The use of artificial intelligence (AI) and robotics in customer service	• Information and Information Policy at the Core of Digitalisation • The Role of Public Governance in Strengthening Trust	• Senaatti • Palkeet	• Panel discussion: Strategic environment of public administration – the role of trust, artificial intelligence and ethics • Keynote: Trust as basis for good governance, service innovations and effective HRM • WS 1. Horizontal cooperation in data-driven decision making • WS 2. The use of AI and robotics in customer service	• Panel discussion: Strategic environment of public administration leaders – the role of trust, artificial intelligence and ethics • WS 1. Horizontal cooperation in data-driven decision making • WS 2. The use of AI and robotics in customer service	• Launching of CAF2020 • Game of Trust development tool • *Glances at Public Governance in Finland* has parts that cover this topic, e.g. Hansel's service *Explore Government Spending* (*Glances at Public Governance in Finland* is an online presentation, open for everyone on eOppiva.fi, and was produced for the Finnish EUPAN Presidency)
II Strategic Domain: Ethics and organizational culture	**Trust as basis for good governance** Towards an ethically sound, courageous and value driven leadership for trust Ethics in the workplace: building a culture of integrity and trust	• The Role of Public Governance in Strengthening Trust • Long-term development and future prospects of civil-service ethics in Finland • Clear Language is Inclusive and Prevents Exclusion • A Long Tradition of Dialogue between Research and Public Governance Development	• Senaatti • Palkeet • HAUS	• Panel discussion: Strategic environment of public administration – the role of trust, artificial intelligence and ethics • Keynote: Trust as basis for good governance, service innovations and effective HRM • WS 3. Building a culture of integrity and trust	• Panel discussion: Strategic environment of public administration leaders – the role of trust, artificial intelligence and ethics • Keynote: The importance of leadership in building trust – good governance, service innovations and effective HRM • WS 3. Building a culture of integrity and trust	• *Political and Social Trust: Pathways, Trends and Gaps* report, published in Finnish (MoF 2019). See presentation of some key findings in English • *Glances at Public Governance in Finland*, some parts cover this topic • Game of Trust development tool • TRUST – a great big feeling (video with Espoo International School pupils) • Strengthening people's trust in the public sector needs action from all of us (column by DG Juha Sarkio)
III Strategic Domain: Future-oriented strategic, efficient and effective HRM in PA	**Trust as basis for effective HRM** The use of artificial intelligence and robotics in HR and in internal service delivery in government E-learning/digital learning in government	• Information and Information Policy at the Core of Digitalisation	• Palkeet • HAUS (eOppiva)	• Key note: Trust as basis for good governance, service innovations and effective HRM • WS 4. Leading of life-long learning in public administration	• WS 4. Leading of life-long learning in public administration • Cases of WS 2: The use of AI and robotics in customer service	• DISPA –podcast (eOppiva.fi) with Marian O'Sullivan (DG, the Institute of Public Administration, Ireland) and Heidi Lempinen (Director, HAUS International, Finland) • *Glances at Public Governance in Finland* acts as an example of e-learning material on eOppiva.fi platform
	Other outcomes:	**Memorandum of Understanding between EUPAN and EGPA**				

Photos of the EUPAN Meetings

Panel discussion at the WL plenary hall

Professor Christoph Demmke at the WL

At the plenary of the EUPAN WL Meeting at the House of the Estates

WL workshop in action

Chair DG Juha Sarkio welcoming the participants to the EUPAN DG Meeting

Panel discussion of the EUPAN DG Meeting

Family photo at the EUPAN DG Meeting

Signing of the Memorandum of Understanding between EUPAN and EGPA

Croatia presenting the priorities of the Croatian Presidency

Photo credits: Minna Koivisto, Ministry of Finance, Finland

For any questions, please contact eupan@vm.fi.