

Mid-term review

Fifth open government
action plan 2023-2027

Open government is
a key resource for Finnish society.



Summary of the implementation situation

State	Measure	Brief description	Further information
●	1.1 National dialogues	Participation, shared understanding and knowledge base will be strengthened in the preparation of policy measures through dialogues.	Link
●	1.2. Democratic encounters	We support democracy by improving encounters in public services	Link
●	2.1 Information integrity	We work together to through expertise and reliable information prevent deliberate and unintentional dissemination of false information (mis - and disinformation) information.	Link
●	2.2 Civil Society Academ	We will establish the operating model of the CSO Academy in Open Government nationally and regionally in order to deepen cooperation.	Link
●	3.1 Good practices	We will enhance the sharing of good practices in open government.	Link
●	3.2 Open Democracy Network	We will launch an open democracy network.	Link

- = ongoing and proceeding well
- = launched but requires further action
- = not started or does not proceed as desired

Background and preparation process of the action plan

The fifth Action Plan for open government is for 2023-2027. Its preparation began in December 2022 and the programme was published in October 2023.

The principles of the preparation process have already been established in the preparation of previous action plans:

- The drafting process offers different types of opportunities for participation throughout the process.
- Centralised on-line democracy services open to all will be utilised in e-participation (otakantaa.fi and lausuntopalvelu.fi).
- Face-to-face meetings are organised for different groups: citizens, organisations, public officials.
- Consultation and participation opportunities will be offered at events organised by the open government team and others.
- The aim is to reach participants also outside the Helsinki Metropolitan area.

To support the preparation of the fifth open government Action Plan, the Ministry of Finance's open government team drew up a [background memorandum](#). The memorandum describes what open government work is about, why the promotion of open government is important, and what has changed in the operating environment of open government. The memorandum also includes a plan for drawing up the fifth action plan. Those who participated in the preparation of the Action Plan in spring 2023 were able to familiarise themselves with this background memorandum if they so wished. The memorandum was published on the open government website.

A wide range of people took part in the spring consultation round. Based on the consultation round, we prepared and published a memorandum called [What did we hear?](#) on the open government website. Into that report we gathered the ideas we had got for promoting open Government. They were grouped under the eight open government permanent working areas. The memorandum paved the way for drafting the action plan.

The draft fifth national Action Plan for open government was circulated for comments during summer 2023 (14.6.-25.8.2023). At that time, we also received comments from some of our European partners. The Action Plan was finalised based on the statements and comments received. A summary of the statements has been published on the open Government website. It includes a comment to each statement on how they have been taken on board into the action plan and if not the reason for that.

The fifth open Government Action Plan was published on 5th of October 2023 in Oulu as part of the Regional Civil Society Academy.

Open Government Partnership project

In 2022, the Board of Directors of the OGP (Steering Committee) approved the use of four-year action plans. Finland had already prepared the previous action plan for four years 2019-2023 and carried out an interim evaluation of it in 2021. The OGP's reasons for approving the four-year action plans were the same as those emphasized by Finland when the preparation of the first four-year action plan was launched. Longer action plan periods enable more ambitious reforms because there is enough time for implementation. Resources that would be used for drawing up a new action plan can be used for implementation.

The OGP emphasizes that the four-year Action Plan includes an update period during which countries can update their plans after the first two years of implementation. In this case, the results of the assessment carried out by the IRM (OGP independent Research Mechanism) on the preparation of the Action Plan and any changes in the operating environment can also be taken into account. As a result of the update process, countries can update, modify or add new commitments to the Action Plan. The state of implementation of the Action Plan must be discussed in the steering groups/multi stakeholder forums of open government, which in Finland are the working group on open government and the Advisory Board on Civil Society Policy KANE.

The assessment is public and must be submitted to OGP no later than six months after two years of implementation have elapsed. The evaluation does not need to lead to changes or updates in the Action Plan, but the countries must still report on the evaluation to the OGP.

Independent evaluation of OGP

The IRM of the OGP carried out an [evaluation of Finland's fifth open Government Action Plan](#) after the programme was completed in 2023. The IRM notes that the commitments of Finland's fifth open Government Action Plan mainly seek gradual improvements in administrative practices. According to the IRM, the National Dialogues that Finland initiated in the previous Action Plan can produce promising results if the government creates mechanisms for utilising them in decision-making processes. As the duration of the action plan is four years, Finland must schedule the update period at the turn of the second and third programme years, says the report. The IRM recommends that the expertise of the working group on open government and the new Open democracy network be utilised to increase the ambition of the commitments and to develop measurable performance indicators. IRM proposes that the Ministry of Finance could present the best practices of open government to citizens. This allows citizens to compare and assess how well the administrative practices they face correspond to these best examples. The report also states that the government could better involve civil society in discussions on improving the availability of open data and develop practices for monitoring the compliance of government agencies and public bodies with the ethical guidelines on artificial intelligence.

Changes in the operating environment 2023-2025

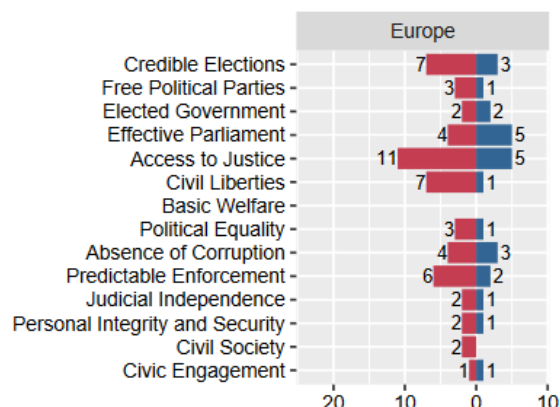
State of Democracy

- Of world's population 72% (three out of four) lives now in autocracies. This is the biggest number since 1978.
- There are less democracies in the world (88) than autocracies (91) for the first time in over 20 years.
- Liberal democracies have become the world's rarest form of governance (29).

• Source: The V-Dem Institute (University of Gothenburg)




Internationally, the state of democracy has deteriorated further. According to the 2024 report of the Institute for democracy and Electoral assistance (Institute for democracy and Electoral assistance IDEA), only 22% of European countries have seen an improvement in the state of democracy, while 44% have seen a decline in the state of democracy. The table below shows that there is a decrease in many indicators. It is good to note, however, that the great 2024 election year had been successful in many countries. This strengthened confidence in the functioning of democracy and created hope for improvements.



Geopolitical tensions have increased. Wars and, to some extent, political activities challenge people's faith in the future in many countries. This has been reflected in demonstrations and criticism of political activity. Legal systems are being challenged openly, and governments have restricted equality through their decisions. On the other hand, it has been recognised that uncertainty and war have created opportunities for public administration to demonstrate its ability to stabilise the state of society and strengthen security, and to show how open government creates space for innovation in crises¹.

In Finland, economic growth is slow. Finland's economy has started to grow, but it is slowed down by increases in US tariffs². According to Statistics Finland, 16.9 per cent of the household population were at risk of poverty or social exclusion in 2023. The number of persons at risk grew from the previous year. In particular, the share of children at risk of poverty or social exclusion grew. Experienced difficulties in making ends meet also became more common.³ In

¹The state of global democracy 2024 (Institute for democracy and Electoral assistance IDEA)

²Economic Survey summer 2025 (Ministry of Finance)

³Statistics Finland

2025, different parties have presented various estimates of the increase in the number of low-income earners in Finland in the coming years.

The economic situation affects the work of open government, as actors have to prioritise more precisely what they invest in. Finnish civil society still has good opportunities to operate, but in its Rule of law Report, the European Commission pays attention to the reduction in funding for civil society organisations.⁴ Regulation that promotes and enables civic activity, opportunities for civil society to participate in decision-making and funding must also be ensured in the future, also as part of open government activities.⁵ The development of the operating conditions of CSOs is based on the Government CSO Strategy Resolution. It strengthens the conditions for funding of CSOs and supports their capacity to apply for and utilise EU project funding.⁶ The national CSO Strategy and the European Union Civil Society Strategy under preparation will also be reflected in the implementation of the Open Government Action Plan in the next few years.⁷ The resource situation of the wellbeing services counties is challenging and the assessment procedure for the wellbeing services counties was launched for three wellbeing services counties in June 2025⁸. The Association of Finnish Local and Regional Authorities estimates that the state of local government finances will deteriorate significantly during 2025⁹.

Polarisation has increased in Finland¹⁰ even though it is difficult to determine the degree. Polarisation is a global phenomenon that also affects Finland¹¹. Polarisation occurs at the level of opinions, interaction and emotions. Polarisation is often related to certain topics, such as climate or health and social services, but attitudes towards women and minorities have also become polarised. At the same time, it should be noted that external threats may ease polarisation in society.¹² The summary of the “Together and alone” dialogues concluded that *“Digitalisation, hybrid work, various crises and the reorganisation of public services affect interaction between people and communality. Political and societal challenges lead to the division of society into different camps, and all these together challenge communality.”*¹³

According to the Ministry of Justice’s indicators for the development of Finnish democracy, the state of democracy in Finland is good and stable.¹⁴ For example, Finland is at the top of the list of European countries for 2024 of the Freedomhouse index measuring the state of political rights and civil liberties.¹⁵ However, the international state of democracy is alarming.¹⁶

Racism and discrimination undermine democracy, trust in society, and particularly the faith in the future of young people with a minority background.¹⁷ Discrimination occurs in Finland for example on the basis of gender, sexual orientation, disability or ethnic background. Combating discrimination and racism is important in order to maintain the trust capital of our society.¹⁸

⁴European Commission Rule of law Report

⁵Democracy needs to be strengthened everywhere: opportunities for strengthening democracy in Finland’s development policy and external relations

⁶Strategy for CSOs 2023-2027: Government resolution on developing the operating conditions of non-governmental organisations

⁷EU Civil Society Strategy

⁸Ministry of Finance news <https://vm.fi/-/hyvinvointialueen-arviointimenettely-kaynnistyy-kolmella-alueella>

⁹<https://vm.fi/-/hyvinvointialueen-arviointimenettely-kaynnistyy-kolmella-alueella>

¹⁰Perceiving and measuring political polarisation – Handbook and grammar

¹¹Perceiving and measuring political polarisation – Handbook and grammar

¹²Perceiving and measuring political polarisation – Handbook and grammar

¹³https://kansallisetdialogit.fi/wp-content/uploads/Yhdessa-ja-yksin_syksyn-2023-kansallisten-dialogien-yhteenvetoraportti-1.pdf

¹⁴<https://oikeusministerio.fi/demokratiaindikaattorit>

¹⁵<https://freedomhouse.org/country/finland/freedom-world/2025>

¹⁶https://freedomhouse.org/sites/default/files/2025-02/FITW_World_2025_Feb.2025.pdf

¹⁷The Prime Minister’s Office’s “We speak by deeds” umbrella commitment

¹⁸Social participation of Finns with foreign background and foreign-language speakers (UTViS) – final report of the TEAS project

Results of the OECD Trust Survey

In the international comparison published by the OECD in 2024,¹⁹ Finland appears to be a society of high trust. Compared to other OECD countries, Finns' trust in social institutions remains strong. However, trust has also decreased in Finland from just over 60 per cent to just under 50 per cent. The majority of Finns trust government officials (62%), the media (61%), municipal administration (56%) and Parliament (54%). Finns were very satisfied with the quality of the administrative services they received and the school system. Citizens are confident that information concerning them will be properly processed by the authorities. The majority of Finns consider it likely that public officials reject bribes and that Finns are not worried about corruption in central government. Compared to other OECD countries, however, Finns are sceptical about their possibilities to exert influence. Only one fifth of the respondents considered that ordinary people can influence what the Government does when the OECD average is 30%. For this reason, open government work, for example, in promoting national dialogues and other inclusion is important.

Background material for the analysis

The analysis of this interim report is based on several data sources and the open government survey carried out in spring 2025. Other background material listed in the list of sources has also been used for the assessment.

OECD monitoring report of open government

OECD published an extensive international benchmarking of open government in November 2023 ([Open Government for stronger democracies A global assessment](#)). The evaluation shows how well [the OECD Recommendation on open Government](#) has been implemented in the Member States. The monitoring report gives a few observations on the evaluation of Finland's open government work. These include emerging trends and challenges and how open government work can support the strengthening of democracy.

The results of the OECD review show that a strong focus on an open government culture can help to strengthen democracy. According to the OECD, the most advanced countries, of which Finland is one, have an open government strategy and a direction and approach that combines different work areas and promotes effectiveness.

According to the OECD, there is still insufficient information on the long-term impacts of open government. The data are still too much impact stories and not so much comparable quantitative data. It is therefore necessary to further develop impact indicators. The OECD is currently doing this work.

In the monitoring report the OECD highlights recommendations on topics that should also be strengthened in the work of Finland's open government. These include supporting civil society and promoting opportunities for action as part of open government reforms, strengthening long-term commitment to open government work and communicating about it more effectively, strengthening and ensuring inclusion through new measures, and improving the measurement, monitoring and evaluation of reforms.

The OECD also highlights the need to broaden the perspective of open government towards an open state. In practice, this would mean, for example in Finland, that the judiciary and Parliament would be involved in the work with their own open government programmes. In Finland, as an exception to almost all other countries, local and regional government are already involved in the work of open government and in the implementation of the action plan.

¹⁹OECD Trust Survey 2024: Country notes Finland https://www.oecd.org/en/publications/oecd-survey-on-drivers-of-trust-in-public-institutions-2024-results-country-notes_a8004759-en/finland_596ba5da-en.html

The OECD report points out that it is not always necessary for citizens, or even public officials to know when the work in question is specifically open government work. The most important thing is impact, not whether they have been flagged as open government actions. Nevertheless, the OECD also points out that open government is an umbrella concept. It is therefore important that there is a clear and comprehensive definition of it. Finland has used the OECD definition as the definition of open government. In Finland the work is also described through eight working areas that form the picture of Finnish open government work (the picture of the Open government circle on the from page). It may be useful to examine whether the OECD definition and its Finnish version are clear, understandable and comprehensive enough in their current form.

One of the findings of the OECD evaluation is that lack of sufficient resources is a key problem in open government work. According to the OECD, personnel's competence related to open government activities should be part of public officials' job descriptions and competence requirements.

Survey on civil service ethics

According to the Finnish survey on civil service ethics (2024) civil servants considered openness as an important core value for central government. 57% of the respondents considered it to be very important, with an increase of 10% from 2016. Based on the results, the lack of openness is visible in the transparency of how activities and decision-making explained and justified. However, the agencies discuss their shortcomings fairly openly. It was estimated that civil service ethics had developed positively due to increased openness and transparency as well as increased discussion on values and ethics.

Aalto University Design for Government

During the spring term 2025, Aalto University's Design for Government course focused on issues related to older people. Two groups worked on the challenges and opportunities of open government. The Ministry of Finance's work on open government was seen to reach civil society well, but that it could have a greater impact on decision-making. Using the results of National Dialogues and various events, such as the Civil Society Academies and the days organised for the Elderly Councils, would be an opportunity to come up with policy measures from the bottom up. This could be supported by promoting intergenerational dialogue in National Dialogues and taking the views of the elderly better into account in futures work. The Aalto University groups proposed structural changes, such as an inter-generational council and naming a parliamentary committee, which would be responsible for open government issues.

National Dialogues

Summaries of National Dialogues show how constant uncertainty and wars affect people's coping and attitudes. The National Dialogues summaries draw a picture of the need for encounters and communities.

The “together and alone” dialogues in autumn 2023 produced valuable information on communities in Finland. In addition to the family and neighborhood, education and school communities, workplaces, leisure communities and public services bring people together. Several life stages and situations where people are easily left alone were identified as risk factors for loneliness. The dialogues emphasized the need to invest in vibrant communities so that we could be a more crisis-resilient society. The dialogues called for understanding, ability and willingness to build and manage communities, also emphasizing the role of public administration.

The security and trust dialogues in spring 2024 created an overall picture that shows that insecurity has clearly increased in people' lives but the means to build security and trust are

still within our reach. The dialogues identified areas of insecurity experienced by citizens and presented their causes and consequences in the lives of different individuals. On the other hand, the different “sources of trust” strengthen people's trust in their own lives, in relation to each other and in society. In the face of increased insecurity, citizens have strong views on how to correct eroding trust and at the same time strengthen the sense of security. Trust can be built at many levels: by helping people take care of their own functional capacity, creating encounters that build communities, strengthening citizens' participation and a better understanding of government as a basis for decision-making, and by making positive images of the future visible. Decision-makers and administration were encouraged to pay attention to the availability and functioning of public services and the fairness of political decision-making.

In the dialogues that were held in autumn 2024 (topic: what brings us together), people again emphasised the need to invest in building communities and in active measures to strengthen trust. The dialogues found gaps and places that distinguish people, practices and attitudes that bring people together. Bubbles, polarisation and practices that produce discrimination were identified. They were seen to strengthen dividing lines and distancing people from each other. People hoped that public administration would actively and consciously reduce alienating people from each other by investing in inclusion and providing meeting places. The sense of togetherness can be strengthened concretely by creating a feeling that societal challenges are tackled together.

The dialogues on mental resources in spring 2025 found eight theses that crystallize how mental resources can be strengthened: 1) Talking wisely about mental health, 2) strengthening communality, 3) loosening up the pace, 4) making working life more humane, 5) securing services, 6) creating cultural wellbeing, 7) building trust in the future, and 8) supporting everyone's agency. People need a more humane society, stronger emotional skills and stronger mental crisis resilience. A humane society supports mental resources by reducing loneliness and strengthening communality, offering security and inclusion, making room for diversity and encouraging openness and creativity. The ability to meet and deal with one's own feelings and those of others creates a more humane and sustainable community life and thus contributes valuable social trust capital. A key element of mental crisis resilience is social trust, which can be strengthened with speaking in public in ways that emphasise hope and strengthens faith in the future.

National programme for the promotion of democracy and inclusion

The Prime Minister Petteri Orpo's Government's programme includes a decision to prepare a **national programme to promote democracy and inclusion**. In October 2024, a wide range of stakeholders were invited to comment on the draft programme, 117 gave feedback. One of the objectives was to ensure that public administration functions openly and interactively, which strengthens trust in public authorities. One of the goals in the programme is to support the development of models for direct civic participation and the introduction of dialogue methods in decision-making processes at different administrative levels.

The comments on the draft programme emphasized strengthening the participation of young people, increasing voting turnout and deepening understanding of the significance of democracy. Several commentators emphasized the need to develop interaction between public administration and citizens. This would mean active consultation, development of feedback channels and ensuring that citizens and especially those in a vulnerable position can participate in decision-making. Dialogues were seen as a way of creating understanding based on people's experiences. National dialogues were seen to give new opportunities for addressing socially important issues and preparing strategic decision-making. More extensive implementation of the dialogues could be supported by dissemination of good practices. Libraries and other local actors saw potential in organising dialogues and reaching people from different backgrounds.

[The Open Government Survey 2025](#)²⁰ was carried out in the spring and it provided a comprehensive overview of the state and promotion of open government in Finland's public administration. A total of 128 organisations from all over Finland responded to the survey (Figure 1).

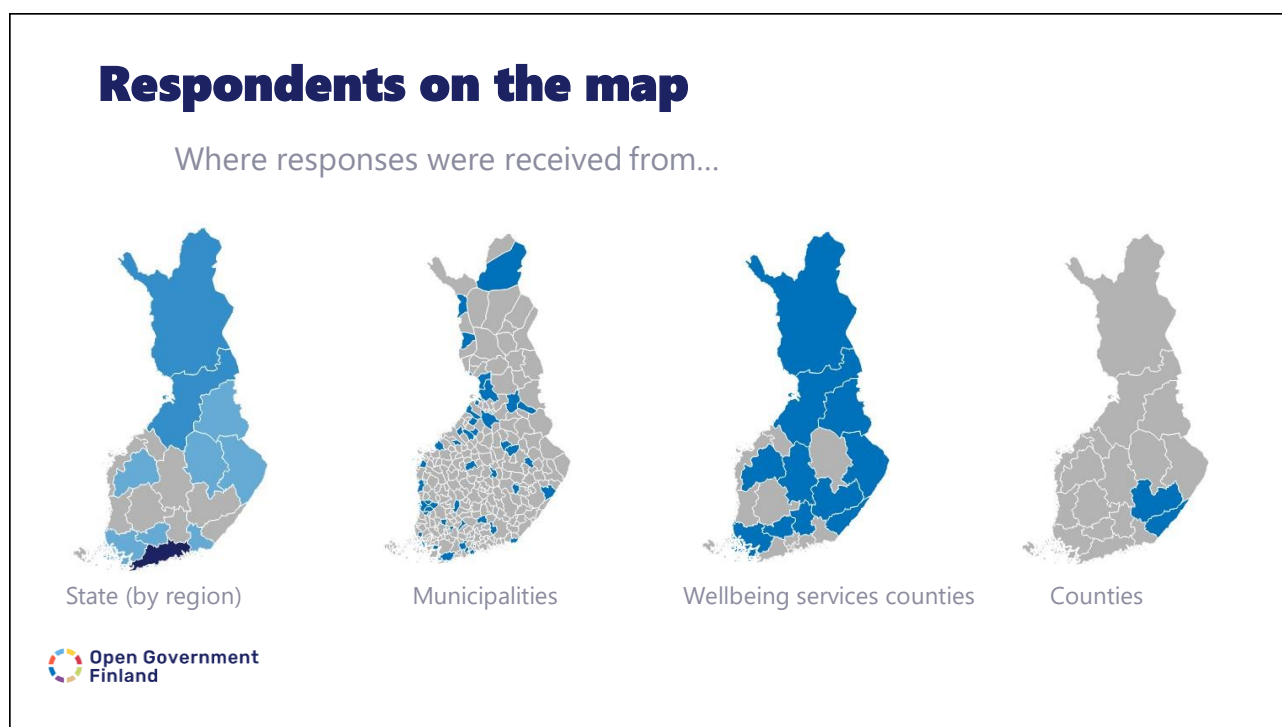


Figure 1 Open Government Survey 2025 – from which areas were responses received

The response rates of the survey were 50 per cent in central government, 22 per cent in municipalities, 55 per cent in wellbeing services counties and 17 per²¹ cent in counties. Time series data from previous surveys for 2017, 2020 and 2023 are also available for some of the questions. The numbers of responses received are presented below (Figure 2).

²⁰Open Government Survey 2025 <https://avoinhallinto.fi/wp-content/uploads/2025/09/Avoin-hallinto-2025-Kyselytulosten-esittely.pdf>

²¹In central government, the distribution of open government does not include Parliament and organisations operating in connection with it, the Office of the President of the Republic, courts of law, the prosecution service, the police (incl. the national Bureau of investigation and THE FINNISH SECURITY INTELLIGENCE SERVICE SUPO) and the missions of the Ministry for Foreign Affairs. The response rate of the survey has been calculated from this actual target population.

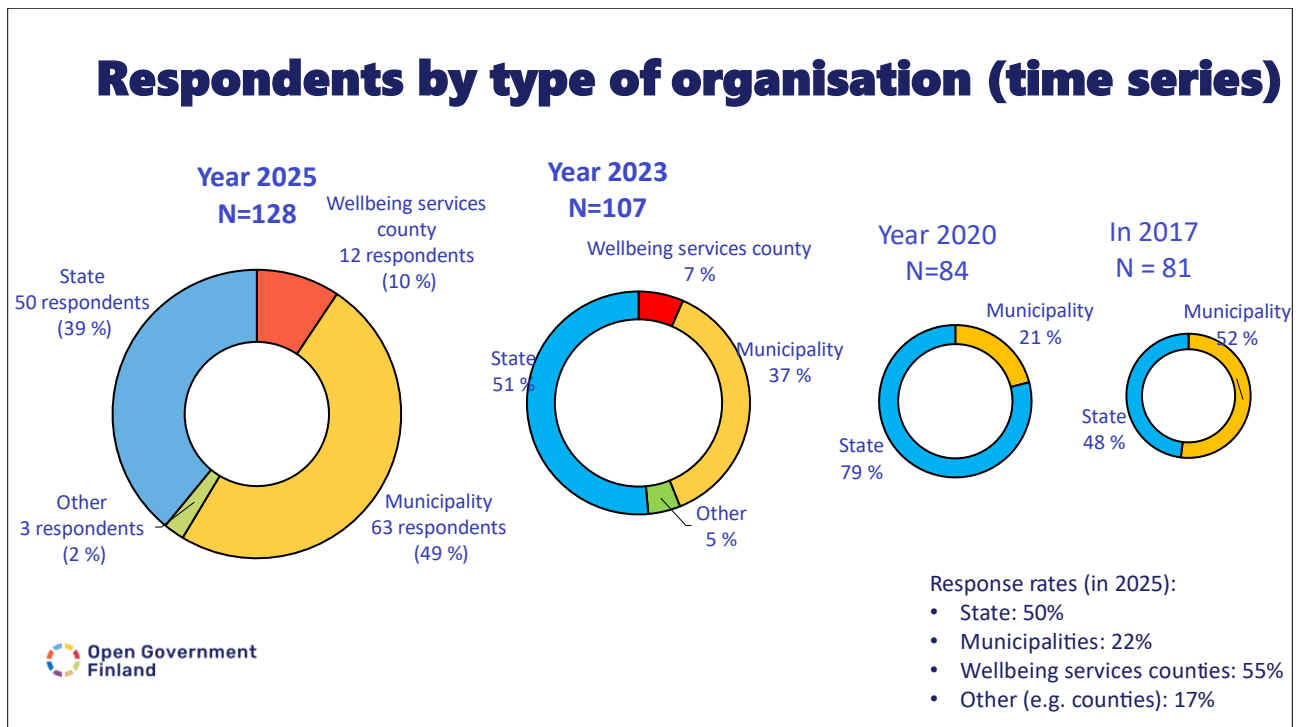


Figure 2 Open Government Survey 2025 – Respondents by type of organisation (time series)

The **SWOT** analysis of the Open government survey (2025) (Figure 3) summarises the strengths, weaknesses, opportunities and threats.

The promotion of open government is visible as a strength in organizations' strategies, communications and values, but weaker in practical measures. However, the survey also revealed several good practices and examples. A clear weakness was that only half of the ministries responded to the survey.

Promoting open government is not always easy in today's world, but not impossible either. Although changes in the operating environment, the state of democracy and taking care of trust are challenging, people need to get together and participate, despite their fears. Whether the nature of inclusion is genuine and effective and the fact that it no longer receives enough special attention but can fade in the current political climate concern the respondents. Further strengthening of the dialogue is needed. A good level and quality of consultation must be ensured, and that everyone's voice can be heard. Support is needed for the promotion of open government, and it is important to strengthen communication and campaigns. The term open government may be foreign to some and defining it in the survey will also be important in the future.

<p>Strengths</p> <ul style="list-style-type: none"> • The survey provided a comprehensive and up-to-date picture of the state of open government, and the topic has been brought to the attention of organisations through the questionnaire. • Open government is visible in strategies, communications and values – and the survey mentions numerous good examples and means. • Consultation with stakeholders and citizens is comprehensive, and municipalities invest extensively in consultation to hearing those that are in a relatively weaker position. 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Open government as a term is not self-explanatory • Open government is less visible in concrete measures than on paper. • Only half of the ministries responded to the survey.
<p>Opportunities</p> <ul style="list-style-type: none"> • Good practices are learning opportunities and help for others, also in international cooperation. Promoting open government is a matter of will. • The effectiveness and awareness of National Dialogues can be further increased. • Personnel support for the promotion of open government yields results. The need for support has been identified especially in the wellbeing services counties. At the local level, communication and campaigns could be increased (e.g. national campaign day/time?). 	<p>Threats</p> <ul style="list-style-type: none"> • Changes in the operating environment pose a challenge to democracy. People need to come together, think and participate, but there are also fears in the air. • Although open government is visible in the strategy, values and communication – are there enough practical measures? • What is promoting inclusion and open government: inclusion no longer receives special attention and structures are abandoned. Timeliness, potism and change of political leadership are challenging.

Figure 3 Open Government Survey 2025 – results as SWOT analysis

According to the analysis of the survey, there is worry about the genuineness and effectiveness of participation. Means of participation for those in a more vulnerable position are needed to ensure equal inclusion. For plain language, it is essential to have sufficient resources and competence for using plain language. According to the survey, National dialogues are more well known in central government: municipalities have utilized them less than central government and wellbeing services counties.

According to the survey, public administration organisations do not strengthen their personnel's contacts with civil society organisations as actively as before in order to promote participation. The role of civil society is challenged and activities cut back (incl. advocacy work, which is the core task of the organisations for the target groups of the organisations). On the other hand, the CSO Academy and the regional CSO Academy provide good examples of CSO cooperation. It is important to describe and share what are the best practices of consultation and engagement of CSOs in regional structures.

The findings of the survey are also supported by the dialogues held at the civil society academies.²² Organisations have knowledge and expertise. Low-threshold contacts between CSOs and the administration are needed. The authorities and CSOs should be seen as

²²Summary of the Civil Society Academy 2025: <https://avoinhallinto.fi/wp-content/uploads/2025/09/KJA-26-3-2025-YHTEENVETORAPORTTI.pdf>

colleagues. We must have the courage to get rid of the “silence of good people” in order to strengthen trust and inclusion.

It is important to receive more information about Finland's work to promote open government internationally. Good examples are needed in this time (cf. the global situation). Good practices and their sharing are also needed in Finland.

Actions and progress of the commitments of open government in 2023-2025

There are three open Government commitments for 2023-2027. Two sets of measures are listed under each commitment. The work of open government concerns the entire public sector. During the Action Plan period, cooperation and linkage with democracy and civil society policy, fundamental and human rights policy and sustainable development policy will be further intensified.

Monitoring and indicators

The sources mentioned in the previous section will be used in the mid-term review of the open Government Action Plan V and in the targeting of measures.

Commitment 1. National dialogues and encounters in public services

- **1.1. In the preparation of policy-making, we will strengthen inclusion, mutual understanding and knowledge base through dialogues.**
 - A. We will establish and expand National Dialogues together with civil society actors. The aim is to increase the number of participants and organisers.
 - The number of dialogues organised and the number of people who participated in them has increased with each round. National Dialogues have reached a significant number of different actors as organisers and participants and they are of different ages and from different parts of the country (see Figure below).
 - B. We will improve the impact of National Dialogues by producing not only a summary of the results of the dialogues but also thematic shorter summaries and highlights for the use of the ministries' management. We will also make the impact visible to the participants.
 - Short summaries of each report have been created for the ministries' intranet. Information on the extent to which the summaries are utilised and for what purpose is not yet available.
 - The website of the National dialogues contains news about good practices and the use of National dialogues.
 - C. We will develop the utilization of the results of national dialogues in cooperation with dialogue organisers. We will also strengthen the utilization of information obtained through dialogues at other levels of administration (wellbeing services counties and municipalities).
 - The Government has established a process for discussing summaries of National Dialogues.
 - The actors in the core group of national dialogues encourage different actors to use the dialogues in their own work.
 - D. We will use National Dialogues and their results as part of the Government's futures work, for example in the preparation of foresight reports.
 - National Dialogues and the preparation of the foresight report were brought together in the preparation of the first part of the foresight report.
 - Exchange of information between the foresight team of the Prime Minister's Office and the Open Government team.

- E. We will strengthen dialogue competence and the use of dialogues. We will incorporate dialogue work into the open democracy network (see commitment 3)
- Dialogues have been organised for the network members and the network has disseminated the most up-to-date information on national dialogues.
 - The dialogues have been used in several different areas of development work. The dialogues and their use have been regularly communicated, for example, in newsletters and the Open Democracy Network.

National Dialogues in 2020-2025

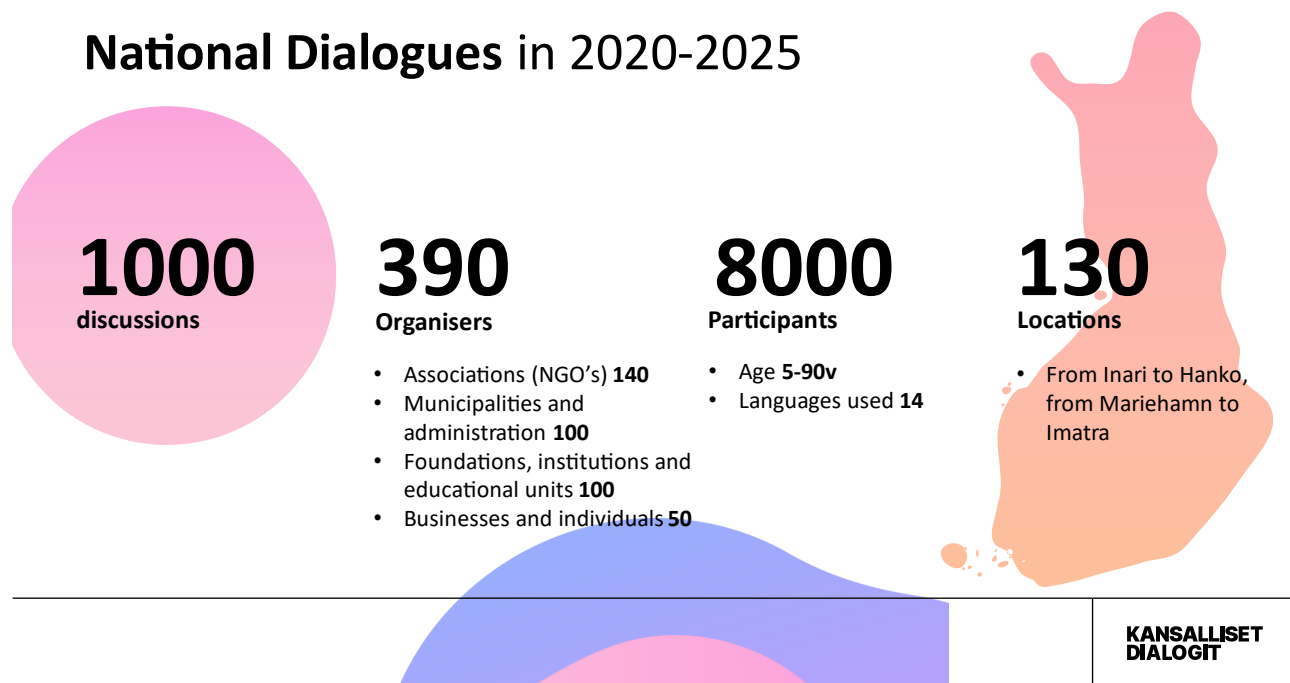


Figure 4 figures from national dialogues

1.2 We support democracy by improving encounters in public services

- A. We will strengthen democracy and inclusion by emphasizing the importance of encounters in public services. Democracy is not only a political system but also a way of life that can be strengthened in all everyday activities.
- In the Councils for the elderly day dialogues have been organised to discuss this topic from the perspective of the experiences and needs of older people.
- B. We will invest in the active introduction of a handbook drawn up on the basis of democratic defence dialogues in the development of public services. We will support democracy expertise in public services by providing training for eOppiva. The majority of people living in Finland meet the state in connection with public services. Public services must provide people with an experience of a society where everyone's interests are important and where situations are solved together, respecting and listening to all parties involved. The Community competence of those working in service situations will be strengthened by sharing good practices.
- The importance of encounters has been raised in strategy work and [training](#).
 - Dialogue on the topic has been initiated with various projects, such as the Service and Premises Network project, and at events organised by the Government's customer network.
- C. We will promote the competence and use of both plain language and clear language in public services to support equality and democracy. The authorities and citizens also meet via written language when people read the authorities' texts or are in contact with public, for example via various digital services.
- Participated in the yearly Award for Clear and Plain language and marketed the award in newsletters and on the ministries' intranet.

- Up-to-date information has been disseminated on clear language and plain language (and plain images) in the Open Democracy Network.
- D. We participate in the implementation of the plain language action plan.
- The implementation has been supported by sharing information.

Commitment 2. Reliable information and cooperation strengthen competence and inclusion

● 2.1. We prevent deliberate and unintentional dissemination of false information (mis - and disinformation) through expertise and reliable information.

- A. We work together with OECD countries to improve data sharing and to develop the data and analysis base so that mis - and disinformation can be prevented and combated as effectively as possible through cooperation between different actors in society. Reliable information is vital for trust and democracy.
- The implementation of the OECD recommendation has focused on areas requiring development, such as cooperation between authorities and well-functioning structures. At the same time, we have taken care of our strengths, such as media literacy, cooperation and exchange of information with organisations, and the commitment of key central government actors. Information on the OECD report and recommendations has been disseminated at the national level.
 - A theme event on mis- and disinformation has been organised for senior management in September 2024 (40 + persons registered) and the topic has been part of the at the Public leadership day 2025 (250 persons representing highest level leaders of all levels of public administration).
- B. Practices for opening up data must be developed at all times, and during normal times it is important to prepare for emergency conditions. We will organise intersectoral discussions on the importance of opening up data in exceptional situations. We will collect best practices on how to combine the exceptional security situation and the appropriate opening of data.
- This work has not yet started.
- C. We will also promote the opening up of public sector purchase invoice data in municipalities and wellbeing services counties.
- A national public procurement information resource will be implemented as part of the package of measures under the Procurement Finland programme. The Government proposal for the Act on public procurement data repositories is to be circulated for comments in autumn 2025. With regard to technical implementation, piloting with seven organisations started in August 2025. The results of the pilots will be taken into account in legislative work, technical implementation and change management.
- D. We will organise workshops open to the entire public administration and ensure through communication that all public administration actors are able to act in accordance with the Ministry of Finance's ethical guidelines on artificial intelligence.
- The ministries' cooperation group on the utilization of generative artificial intelligence and the extensive public administration network operating under the cooperation group have kept the theme of AI ethics high on the agenda. The Ministry of Finance has published guidelines on the utilization of generative artificial intelligence in public administration in spring 2025 and a guide on the utilization of artificial intelligence in central government in summer 2025. The guidelines describe how generative artificial intelligence can be used in public administration in an open, transparent and responsible manner. The guide provides concrete advice and examples of different uses and management models, while at the same time emphasizing adherence to the principles of responsible AI.

● **2.2. We will establish the operating model of the Civil Society Academy in open Government nationally and regionally in order to deepen cooperation**

- A. We will work together to establish the annual CSO Academy of open government. In order for public officials and civil servants to participate even more in CSO Academy events we will increase active joint communication.
- The annual national events were held in March in the lobby of Helsinki City Hall (see Table). The participation of the public administration has strengthened. In 2024, the ratio of those registered from the administration and organisations was 1:2, and in 2025 as many as one fifth more participants registered from the public administration than from CSOs.

Time	Subject	On site (people)	On line (people)	Feedback content (scale 1-3)	Feedback arrangements (scale 1-3)
03/2025	"The future, hope and security"	213	246	2,9	2,9
03/2024	"Securing a common operating environment" (CSO strategy work)	202	407	2,8	2,8

Cooperation with eight CSO partners has been excellent and active. New interested partners have also been involved. Concrete cooperation has been strengthened in the strategy work led by the Ministry of Justice.

- B. We will establish and expand regional CSO academies to build cooperation in cities, municipalities and/or regions: we will provide a ready-made model and motivate them to use it. The aim is to create regional academies in different parts of Finland.
- Regional civil society academies have already been or will be organised in Oulu, Jyväskylä and Vaasa. In addition, there is a plan to motivate more areas to participate (e.g. Tampere, Turku, Kuopio).
 - Oulu has organised/will organise events 10/2023, 11/2024 and 10/2025. The events in Oulu were mentioned when the city received the [EU's URBACT best practices award for open government work](#). Data on the events in Oulu are available in the table below.

Time	Subject	Number of persons	Feedback
10/2025	Hope, security and communality	93 (August, August)	
11/2024	Through regional cooperation, wellbeing, sustainability and inclusion: how can we develop organisations' operating conditions regionally and locally together across administrative and sectoral boundaries?	143 (present), 18 (remote)	"as a whole very useful"
10/2023	Administration and organisations to support each other after the wellbeing services county reform	90 (present), 87 (remote)	"number of grades 4" (scale 1-5)

- Jyväskylä has organised/will organise events 12/2023 and 10/2025.

- Vaasa will organise an event on 10/2025.
- C. We will implement the CSO Academy in Open Government on international and EU themes.
- Planning meetings have been held to promote the matter. Due to lack of resources, a separate event has not yet been held. However, the theme has been touched upon in other open Government events. Work with the Ministry of Justice is underway to organise the actual event.
- D. With the help of the CSO Academies, we will strengthen the expertise of civil servants in CSOs and civil society.. We will provide training on the subject to eOppiva.
- The participation of the administration in events organised by the Academy of Finnish Civil Society has been strengthened through targeted marketing. In 2024, the Government and non-governmental organisations signed up 1:2 times. In 2025, the number of participants in the administration exceeded the number of participants in organisations.
 - Training for eOppiva civil society – what should public administration know about it? A total of 174 persons have completed the training in question (129 eOppiva.fi and 45 Moodle). The need to update the content of the training and the need for marketing have been identified.

Commitment 3. Supporting open government actors in Finland and internationally

● 3.1. We will enhance the sharing of good practices in open government.

- A. We will intensify data collection on good practices in open government. We will create a more systematic form and way to share information by developing and utilising the activities of the open Government Network.
- The good practices collection form has been updated and new published good practices are described in the open Government newsletter. In addition, information briefings on the topic have been organised for the open democracy network.
- B. Developing the sharing of good practices in Finland will enable better sharing of information also internationally. We will create an English section on the avoinhallinto.fi website, the contents of which will serve as a channel for sharing Finland's best practices.
- The section has been created but does not yet have enough content.
- C. We implement [the OECD Youth Recommendation](#) (creating better opportunities for young people) on trust and inclusion. We will make use of the forthcoming OECD work to share good practices and methods, especially on strengthening the inclusion of children and young people.
- The contents of the Youth Recommendation have been communicated to the parties responsible for the contents of the Recommendation.
 - The Ministry of Justice's [national Action Plan for the promotion of democracy and participation](#) promotes the inclusion of young people by concrete means. In addition to the Democracy Programme, the inclusion and participation of children and young people has been promoted through the National Child Strategy and the National Youth Work and Youth Policy Programme, which together form the framework and entity for promoting the inclusion of children and young people at the national level.
 - The Ministry of Finance organises a topical day on the rights of the child in cooperation with the Ombudsman for children and the Mannerheim League for child Welfare annually.
- D. In the sharing of good practices, we will also place particular emphasis on practices that promote inclusion at an early stage in the preparation of policy measures and on practices that promote inclusion in cooperation between administrative levels (e.g. wellbeing services counties and municipalities together).

- In addition to collecting and sharing good practices, the importance of building participation at a sufficiently early stage of the process has been communicated. In addition, messages about virtual inclusion have always been disseminated in appropriate forums, and all good practices reported by different parties have been added to the Avoinhallinto.fi website.

● 3.2. We will launch an open democracy network.

- A. We will launch a new open democracy network that will be open to all interested parties.
- The network was launched at the end of 2023. The number of members (incl. the network of public officials in open government) has stabilised at over 800.
 - There have been 46 network meetings (mainly remotely). Feedback from the events (average from the events on a scale of 1-3, where 1 = the worst and 3 = the best) is 2.6 for the content and 2.7 for organisation of the events.
 - Information on the dates, topics and materials of the meetings is available on the Internet. TOP 5 most popular were:
 - 1) Guidelines for Generative AI for public administration (202 persons registered)
 - 2) Cyber and information influence activities (199)
 - 3) Publication of the results of the survey on civil service ethics (196)
 - 4) “Mimmi code” programme and network – technology and artificial intelligence for everyone (178)
 - 5) OECD Trust Research - results of Finland (166).
 Dozens of topical network tips have also been shared in the network (events, training or applications organised by others related to the topic, etc.).
 - A summary message on topical issues has been sent (outgoing) to the network approximately once a month and other specific messages as necessary. The open Government Team coordinates the network's activities, supported by active advisers (8 + persons). Good feedback on the necessity and content of the network has also been received verbally.
- B. We will link the activities of the network of state civil servants in open government to the open democracy network.
- Approximately 90 members have been appointed to the network of state civil servants in open government. The network has received information and material links for promoting open government specifically targeted to them and also receives all information targeted to the open democracy network (regular summary messages on upcoming events).
- C. We will focus the activities more clearly under different themes instead of as individual separate activities. The working title of the 2024 theme is “artificial intelligence and openness”. Other themes identified as important include equality, civil society, information security, data protection, accessibility, communications and building trust.
- The themes have been discussed in a variety of ways in the content of the open democracy network meetings. The topics and materials of past meetings can be found [on the Internet](#).
- D. We will work together to create new forms of operation for the network. In this way, we will strengthen the sharing of good practices and the role of the network also in promoting dialogues.
- Sparring small groups and self-organising theme groups have been planned, but implementation has remained unsuccessful (due to scarcity of demand and lack of resources).

Assessment of the updating of the action plan

Based on the analysis, it can be concluded that open government work is important. The Action Plan includes concrete measures to combat the impact of various phenomena challenging the state of democracy. Implementation is still under way, which makes it difficult to assess the effectiveness of the measures, but success can be measured by the degree of progress of the measures.

In general, it can be said that the implementation of the Action Plan has progressed well. A wide range of actors participate in the implementation and reach a wide range of different target groups. Children and young people, people with disabilities and older people will also be taken into account in other open government activities, especially in events organised separately for these target groups.

Findings arising from the OECD review

In its international benchmarking, the OECD highlighted the inclusion of the civil society perspective in open government work as a recommendation. In Finland, this is already included in the work of open government (administration as an enabler), but active work should be strengthened to increase the participation of civil servants and officeholders in the Academies of Finnish citizens' organisations, among other things. However, this does not require amending or updating the action plan, but can otherwise be implemented as part of the implementation of open government.

The OECD also highlights the need for sufficient resources (personnel, financial and technical). It is probably not possible to increase resources in the current general government situation. For this reason, more cost-effectiveness and effectiveness must be sought from more detailed prioritisation and closer content-related cooperation with other administrative development areas.

The OECD also recommends that Member States strengthen the competence of public officials in open government at all levels of government, for example by incorporating it into their competence and job descriptions. This can be implemented in Finland by intensifying cooperation with the preparation of personnel policy and personnel development work. This does not require a new commitment or entry in the Action Plan but can be implemented as part of the basic work of open government.

Need to update the action plan

Based on the evaluation, it is concluded that the Action Plan will not be updated. Although the operating environment has changed, the measures already listed in the Action Plan are fit for fighting the current challenges. In the future, implementation will focus on those measures where implementation is still more incomplete, i.e. 1.2 *encounters in public services*, 2.1 *reliable information* and 3.1 *good practices*. Investments will continue to be made in National dialogues, the CSO Academy and the activities of the Open Democracy Network in order to maintain a high level of quality in the future.

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