Social Media Policy for Transparency
A Case Study of the Ministry of Finance of Finland

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Abstract

Trend in governing has changed since the inception of the 21st century. New media technologies have forced governments to alter their attitudes on communication, transparency and the public sphere. While ideas of transparency and open government have spread in modern societies, there remains a burgeoning fear of losing control and privacy. The possibilities that new media present for misuse militate against creating more transparency.

In this research, the transparency proposals of the Finnish government will be explored by studying the process of a new social media policy. The Ministry of Finance in Finland will serve as a case study.

This paper raises and evaluates the following research question; what are the biggest obstacles hindering the process of open governance in Finland?

The process of forming a policy report will be examined through a mix-method approach. Mixed method approach is applied in order to find out the greatest challenges on implementing the goals of open governance. The research will scrutinize the policy-making process, when a brand new social media policy paper of the Ministry of Finance is being launched. First, by conducting an interview (Attachment 1) with a program leader Ms. Katju Holkeri the progress and challenges of the Open Government Partnership Initiative will be examined. The study shows how the policy-making process starts from international level.

Second, the attitudes of civil servants towards social media are being explored by sending out a questionnaire to civil servants of the Ministry of Finance (Attachment 2). Out of the 400 employees 114 took part in the questionnaire, so the received answers show comprehensively on what level the social media skills of the civil servants are. It will then be discussed if it has an effect on transparency. Finally a social media policy paper will be analysed to see if it outlines the ideologies of open governance.

The study shows what kind of policy the Finnish authority has on the use of social media and open governance and whether individual civil servants are in support of this development. The Degree Project is thus going to be a policy research with a case study. It will describe the ideological perceptions on transparency on three levels: national, organizational and personal.

The most significant findings of the study is that transparency is much more than advertising the activity of the officials, but the Finnish government does not have a clear strategy for it. In year 2015 the government is only about to launch the first social media plan for governmental use. True open governance would however offer insight into the decision-making processes and furnish opportunities for the public to participate. Despite recent criticism on transparency hype the research highlights the urge for open governance and an overall change in attitudes towards social media.

Keywords: transparency, policy, social media, open governance
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1 Introduction

In prior to parliament elections in spring 2015, on April the 10th, the Finnish Ministry of Finance requested a police investigation into a possible information leakage inside the organization. On the previous morning, Helsingin Sanomat, a Finnish national newspaper, published an article with the heading 'Ministry warns of economic collapse in Greece', which according to the newspaper was based on a secret memo of the Ministry of Finance.\(^1\) In the aftermath of the leak, the Ministry of Finance issued the following statement:

"There is a reason to believe that a document that was subject to non-disclosure under the Publicity Act was released. Leaking information contained in the memo may have an adverse effect on the markets and jeopardise Finland's position as a reliable partner in the euro crisis negotiations. The Ministry takes information leakages very seriously. The purpose of the confidentiality markings in government documents is to ensure that matters are prepared in confidence by senior public officials."\(^2\)

The above-mentioned situation is a dilemma in today's governing. Citizens' right to information is subjected to market reliability and international relations. The ubiquitous demand for transparency has led to information leakages and affected on policy-makers' behaviour (Furedi 2011). A confidential document was leaked to media only ten days prior to parliament elections, where the public was supposed to select their representatives for domestic and foreign affairs for the next four years. During election-campaigns journalists endeavoured to elicit answers from party-leaders on their stance on the so called “Greek-loans”. No answer was given. Not a single political statement was made on the matter, although it was internationally common knowledge that Greece is in trouble paying its loans by June 2015, and Finnish tax-payers unwilling to grand any more of them. Moreover, some experts on economy said that the topic was ‘irrelevant at the moment’. Thus, the public needed to make their voting choice with insufficient information on what was going to be negotiated on their behalf in the near future, possibly already in two months. Instead of offering open discussion to citizens, the police got involved. The matter with Greek-loans was a “hot potato” especially since four years before the populist right-wing conservatives, The Finns-party, refused to join the government, despite their overwhelming success in elections, precisely because of Finland's commitments on funding Greece's debts.

At the same time, Finland is marketing itself among other Scandinavian countries to be the world’s least corrupted country where the level of transparency is high. Two weeks after the leakage – and a week after the elections – on April 24th, the Ministry of Finance announced a new goal: to open up all significant data resources maintained by the public administration by 2020, so that the data therein will be available and usable in machine-readable format, free of charge and under clear terms of use.\(^3\) A preliminary study had been made on the economic impacts, social impacts were briefly addressed.

\(^1\) http://www.hs.fi/talous/a1428469822763
\(^2\) http://vm.fi/en/article/-/asset_publisher/valtiovarainministerio-teki-tutkintapyynnon-tietovuodosta
\(^3\) http://vm.fi/en/article/-/asset_publisher/tiedon-avaamisesta-sen-vaikuttavuuden-arviointiin
In the 1990’s, the European people felt powerless and didn't have tools to participate to public life (Shore and Wright 1997). Now in a modern society communication is enabled through various media technologies and public sphere exists also online. Many have placed their hopes on social media and to the opportunities it offers for citizens' participation. This, however, is often only possible due the policies launched by governments. Social media is the set of online platforms enabled by new media technologies – the internet software and mobile devices – where anyone can create a profile and share information with others in digital format.

Social media, and new media as a whole, has both benefits and challenges. The public can use it to their liking – to revolutions and leakages as well. It has created threats to governments in forms of revealed corruption and terrorist networking. Those factors have become arguments for governments to increase online data surveillance and reduce citizens' privacy (Shirky 2010, Aday et all. 2010).

There is no doubt that access to and use of social media has facilitated, and in some cases even fomented, revolutions in the 21st century. In this research, however, a focus will be in social media use on a stable country; how and why social media can become part of an everyday practise of a contemporary government and whether or not it will respond to citizens' demand on transparency – discussion raised from the field of development. Hence, the main research question is; what are the biggest obstacles hindering the process of open governance in Finland? What a policy-making process can reveal?

First, in the introduction section, a baseline for the research is being presented through themes of modern society, development, and new media. Second, in a literature review existing research on transparency and the role of social media is being discussed. Here terms of open governance and new media technologies are scrutinised critically. The research sets its position to that discussion. Third chapter explains methods used for this research. A mix-method approach and a case study are introduced. In the fourth chapter results are analysed, and in the discussion chapter they are integrated to the topic. Finally there are conclusions that will tie up the results to a wider context.

1.1 Government in a Modern society

Due to immigration and globalization, the idea of nation-state is in crisis and a new post-national political world is emerging (Appadurai 1997, Mouffe 2002, Castells 2009). Globalization and development of media technologies does not and most certainly has not led to a homogenization of people and culture, but highly fragmented audiences and identities (Appadurai 1997). In the modern world it would be erroneous to assume that everybody shares same values and interests, notwithstanding the numerous opportunities people have at their disposal to learn of each other’s collective social realities online. Besides, recent study shows that established social media sites and the diverse use of communication platforms actually create so called social bubbles where people merely interact with like-minded individuals (Nikolov et al. 2015). By doing so, people have varied perceptions of the common world.
In this ever-changing world government of a nation-state needs redefining. To Foucault, “a government is a kind of comprehensive management that arises from and is responsible for the civil society” (Dean 2010:242). The international space, or the global sphere, we now live in, can be understood with regards to international relations that are characterised by Hobbesian thoughts of friend–foe relations (Koskenniemi 2002 in Dean 2010). Government in this research is however understood as a national governing body that operates in an international scope along with international non-governmental organizations, INGO’s, as a part of a transnational global civil society. ‘Governance’, in a nutshell, is the exercise of power to manage nation’s affairs (Mkandawire in Cornwall and Eade 2010).

Ministry of Finance (henceforth also MoF) has great power in any modern society. It prepares government’s economic and financial policy as well as the budget, and acts as a tax policy expert. It is responsible for preparing financial market policy, state’s employer and personnel policy, and developing public administration. The Ministry of Finance of Finland – the focus of this study – participates in the activities of the European Union and other international organisations and financial institutions. Due to its role as an internal policy-making body it is an adequate research object when studying transparency in Finland. Finland has been a member state of the European Union since 1995 and the monetary alliance; the Eurozone, since 2002. The GDP of the country is roughly 200 billion euros, the yearly budget is 54 billion and it spends circa 1 billion euros on development co-operation. Hence, Finland is not a big player in development cooperation, but is barely carrying its responsibility on global justice. Finland went through a civil war in 1918 and fought against Russia during the World War II. In this respect the country has gone through major developed within past 70 years. According to Transparency International, Finland was the third least corrupted country in 2014. Moreover, Finland has for many years stood on the top of the ranking. Recently exposed cronyism however shows that the country may not be as free of corruption as thought.

While transparency has been discussed ad infinitum in myriad studies on social change, there is not so much empirical data on how attitudes effect on policy-making processes and what are the current perceptions of civil servants on this topic; how are transparency policies formed and on what ideologies. By addressing these questions, this research paper shall contribute to the discussion of transparency through a case study focus on an organization which is not only responsible for dealing with the national economy but also assigns the funds that Finland contributes to international development co-operation. Furthermore, this paper will describe how a policy is formulated in the contemporary world.

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5 http://www.transparency.org/cpi2014/results
8 Transparency International: https://blog.transparency.org/2012/12/04/finlands-hidden-corruption/
1.2 Need for open governance

A few years ago, in 2011, the European Commission stated that a lack of awareness among public organizations and a widespread fear of losing control prevent modern governments on using the potential of open data. The European Commission also stated that changing the mind-set in administrations requires strong political commitment at the highest level and a dynamic dialogue between administrations, public data holders, businesses and the academic community. However, some concerns were seen justified: privacy protection, national security and the need to protect the intellectual property rights of third parties were commonly accepted as challenges of open governance and open data. Any other arguments were viewed by the European Commission to be excuses for inaction. The benefits of open data were seen mainly economical; while governments collect various data on for example climate, traffic and people, it offers opportunities for businesses and thus creating new jobs.

Many countries are nonetheless working towards more open administration, also called as e-government and e-transparency (Bannister and Connolly 2011). According to the Ministry of Finance in Finland the global Open Government Partnership Initiative aims at promoting more transparent, effective and accountable public administration. Once the project has been implemented by 2016 it should provide concrete commitments to fight corruption, to citizen participation and to the use of new media technologies. Several other institutions, like G20 and UN for example, are also launching anti-corruption and transparency programs.

The characteristic of new media is the integration of telecommunication, data communication and mass communication in a single medium. The new media is both integrated, interactive and use digital code (Van Dijk 2006:9). Social perspective of new media is not just a replacement of local face-to-face communication by online mediated communication, but potentially fruitful interplay between them (ibid.). ICT, Information and Communication Technologies, is in this research defined as net based technologies, although it could be understood even more widely (Nixon and Johansson 1999 in Sachs).

ICTs offer avenues for openness by providing access to social media. Social media can be used to refer to both the enabling tools and to the content that is generated by them. Social media include blogs, wikis (e.g. Wikipedia), social networking sites (e.g. Facebook, LinkedIn), micro-blogging services (e.g. Twitter), and multimedia sharing services (e.g. Flickr, YouTube, Instagram). Social media are often associated with such concepts as user-generated content, crowd sourcing, and Web 2.0. (Bertot, Jaeger and Grimes 2010:266).

According to the official statistic agency of Finland the majority of Finns, 54 percent of people between ages 16–74 and 93 percent of people aged 16 to 24, use social media sites. A social media company Facebook has recently announced that it alone has

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10 http://www.opengovpartnership.org/
million users in Finland, where there are 5.4 million citizens.\textsuperscript{14} Hence it is an important communication channel and cannot be disregarded by those in power.

The roots of international transparency movement lie in development co-operation and there are widespread public demands on transparency and accountability. Organizations like World Bank, IMF, European Commission and United Nations have all been criticized on lack of transparency. New media technologies and social media have enabled new kinds of citizen activism and shown the need for more open decision-making processes. Now national governments are working together with the United Nations to decide on Post 2015 Development Agenda. Aim is to integrate eleven issues into the agenda; among those there are issues that concern also Western societies; inequalities, health, education, growth and employment, environmental sustainability, governance, conflict and fragility, population dynamics, hunger, food and nutrition security, energy and water.\textsuperscript{15}

Consequently, even if the discussion on transparency originated from development co-operation, the field of development is no longer seen only as North to South approach. Instead, there is an ongoing global development process and, due to digitalization also Western governments develop perpetually (Rettberg 2014, Pieterse 2010, Appadurai 1997, Castells 2009, Sachs 1992).

2 Literature review and theory


2.1 New public sphere

The ways we communicate today has changed enormously within the past 15 years. While in year 2000 only a quarter of stored information was in digital form, in 2013 already 98 percent of all stored information was stored digitally (Mayer-Schönberger and Cukier 2013:9). That means that the amount of information is exploding. Social media has ‘datafied’ our relationships: Facebook keeps record of our moods, Twitter of our thoughts and LinkedIn on our past professional experiences (ibid. 2013:91). All this data, once analysed, gives information on social dynamics at all levels. Unlike traditional media, social media relies on user-generated content as opposed to professionals. Also, social media itself produce new information and data all the time.

\textsuperscript{14} http://www.itviikko.fi/uutiset/2015/04/15/facebook-paljasti-suomi-lukuja/20154707/7

\textsuperscript{15} http://www.undp.org/content/undp/en/home/mdgoverview/post-2015-development-agenda.html
Despite attempts at censorship social media has shown early promises as a tool for transparency (Mäkinen & Kuira 2008 in Bertot, Jaeger and Grimes 2010). The use of social media in combination with open government data has been promoted as a new way of enabling and facilitating transparency. This approach is applied by the European Commission as well as the Obama administration in the United States. These types of transparency initiatives are directed towards the more technically inclined citizens: researchers, technologists, and civic-minded geeks, but new media is available for anyone to use (Bertot, Jaeger and Grimes 2010). New media have a tremendous impact on nearly all aspects of both political and private lives (Mayer-Schönberger and Cukier 2013, Mandiberg 2012, Dutton and Graham 2014). The possession of knowledge, which once meant an understanding of the past, is coming to mean an ability to predict the future, and crux of the value may go to those who hold the data (Mayer-Schönberger and Cukier 2013). This is the justification for governments to offer information as much as they can. It creates credibility and accountability. Consequently, the division of power is one of the most important social aspects in the use of communication networks, and ICT enables both the spread and centralization of power (Van Dijk 2006:95). Technology has the potential to centralize and decentralize control of information, and those in power struggle for centralized control of information release (Grimmelikhuijsen 2012:300).

The meaning of phrase 'knowledge is power' is changing; at this time in history people who do not have access to the new communication networks or the skills to use them, are powerless (Van Dijk 2006, Semple 2012). It has been argued that the greatest challenges are access and exclusion when the public sphere shifts to the information networks. In Western societies those who are left out are the elderly, handicapped and others without technical abilities.

A trend in governing today is to work towards openness and engage with citizens' participation (Parmlee and Bichard 2013, Semple 2012, Aday et al. 2010). This definition of policy has already led to some concrete actions and programs in many – but not only – Western countries (Shore & Wright 1997, Shirky 2010). According to scholars (Shirky 2010, Habermas 1964) positive changes of a country follow the development of a strong public sphere. At the same time when there are hopes on ICT to strengthen democracy others see it as means of control and surveillance, and some are scared of losing privacy. This applies both their personal and professional lives. Governments’ co-operation with social media corporations has also led to some surveillance controversies, such as the NSA-scandal of 2014. That occurred when the public became aware of that the United States National Security Agency (NSA) has access to all information on social media sites. Similar international snooping scandal is currently shaking Germany.16

The classical Western view on democracy divides power on three basic principles: legislative, executive and the judiciary (Van Dijk 2006:102). Already in the 1990s there were claims that the so called ‘digital democracy’ will eventually take place and e-government will improve exchange of political information, support public debate and enhance participation in politics (ibid. 2006:104). However, studies have shown that the potential interactivity of the internet is hardly used on government and political websites. New media networks have mainly changed the management structure within

16 http://uk.reuters.com/article/2015/05/07/uk-germany-spying-idUKKBN0NS12C20150507
organizations (Van Dijk 2006, Semple 2012). Most societies are going through a major technological, economic, political and social shift (Nixon and Johansson in Sachs 1992). The key here is that social change means that democratic institutions need to match with the public perception of democracy and participation (ibid.).

Also, the right to information is increasingly recognised as a fundamental democratic right and it has been stated in Article 19 of the United Nations Universal Declaration of Human Rights (Fox 2010:245 in Cornwall and Eade 2010). “Transparency and the right to access government information are now internationally regarded as essential to democratic participation, trust in government, prevention of corruption, informed decision-making, accuracy of government information, and provision of information to the public, companies, and journalists, among other essential functions in society” (Bertot, Jaeger and Grimes 2010:264).

A definition of transparency is yet ambivalent and poses a question of who is supposed to be transparent to whom. For example civil society activists have for long demanded the World Bank to be more transparent in its operations. Recently the World Bank itself started to require more transparency from the national governments (Fox 2010 in Cornwall and Eade). Transparency’s impact on accountability is not self-evident, and does not necessarily have influence over the most shameless in power. If transparency policies are going to meet their goals of transforming institutional behaviour, then they must be explicit in terms of who does what, and who gets what (ibid.). When studying the social media policy process this study is trying to answer this question. Bannister and Connolly (2011) also suggest that in certain cases the cost of e-transparency may be more than what it saves, and also the fact that it may create defensive thinking of the authorities and misunderstandings of the released information by the public are possible negative outcomes of transparency policies.

Lately there have started to be more critical tones in the transparency hype. Some academics argue that especially e-government actions and ICT work for accountability only in countries where the level of transparency is comparably low. Heeks (2015) for example claims that “[a]pplied in corrupt, opaque, self-serving environments, ICTs have been shown to reduce corruption and improve the efficiency and equity of practice. But applied further in democratic environments where a reasonable degree of e-transparency and openness already exists, ICTs can make things worse rather than better.” Heeks points out that due to the demands on complete transparency modern governments, and their civil servants, have ended up behaving overly cautious and trying to avoid any negative public reactions. Also possible negative news enabled by transparent operations are likely to diminish people’s trust to authorities. He further defines that “[a]ccountability – at least when properly designed – fosters reasoned, considered checks and balances against abuse of power”, when transparency as such only lead to gossip and voyeurism (Furedi 2011 in Heeks 2015). Other scholars claim that in countries where the corruption “is the modus operandi, transparency may instead give rise to resignation and a withdrawal from political life... [...] where corruption is endemic, transparency reforms alone cannot be expected to ignite a broad and general process of public or societal accountability, in which the general public axiomatically rises to the challenge of monitoring government offices and sounding fire alarms if irregularities are detected.” (Bauhr and Grimes 2014:310). Furthermore “[e]ngendering public trust is an
objective of all governments, and a particular hope attached to e-transparency (and to e-participation) is that it will help to restore a perceived loss of trust in government” (Bannister and Connolly 2011:20).

However, earlier research has identified a number of ways in which culture affects openness and anti-corruption efforts: the types of leaders typically chosen, structure of government, level of political action and engagement by citizens, nature of social interactions and group formations, acceptance of legal change, and emphasis on creating the cultural impression that corruption is unacceptable (Bertot, Jaeger and Grimes 2010:264). On the other hand a widely accepted definition of corruption nowadays is ‘the abuse of trusted authority for private gain’ (Harrison 2010 in Cornwall and Eade 2010). In addition corruption has nuances like bribery, nepotism, graft and extortion, that are often forgotten as the statements on corruption becomes simplified. There is also widespread criticism towards the Corruption Perception Index as it is limited to perceptions of corruption and not so much on structural or hidden corruption. The latter is basically what exists in Finland.

Moreover, the focus on corruption as an economic issue has been part of an overall rise in global interest in transparency (i.e. Mauro 1995 in Costa 2012). Some critics declare that the whole word of development is just a euphemism for American hegemony and that the basic values of United Nations echo the constitution of the United States (Esteva in Sachs 1992). If this view is accepted, Finland’s efforts in joining the Open Government Partnership Initiative led by the United States gets a whole new meaning. Especially in the light of recent data surveillance scandals one could ask, who are the ones eventually benefitting the governmental transparency. Is it the people, markets or security forces?

Although there are recent criticism on transparency’s role in building accountability and trust in institutions (Bannister and Connolly 2011, Heeks 2015, Bauhr and Grimes 2014), there are also plenty of studies that show how the level of transparency and control of corruption correlate strongly with one another (Bauhr and Grimes 2014).

### 2.2 Possibilities of social media

It is claimed that ICTs can reduce corruption by promoting good governance, enhancing relationships between government employees and citizens, allowing for citizen tracking of activities, and by monitoring and controlling behaviours of government employees, but social attitudes can decrease the effectiveness of ICTs (Shim & Eom 2008 in Bertot, Jaeger and Grimes 2010, Akrivopoulou and Garipidis 2014). To successfully reduce corruption, ICT-enabled initiatives must not only increase information access but ensure that rules are transparent and applied to building abilities to track the decisions and actions of government employees (Bhatnagar 2003 in Bertot, Jaeger and Grimes 2010, Bauhr and Grimes 2014). This is an import notion, when studying the attitudes of civil servants. Open governance does not only mean spreading out information, but informing who is doing what decisions on what principles.

In terms of anti-corruption, social media has four major potential strengths:
collaboration, participation, empowerment, and time. Social media is collaborative and participatory by its very nature as it is defined by social interaction (Bertot et al. 2010). It provides ability for users to connect with each other and form communities to socialize, share information, or to achieve a common goal or interest. Social media can be empowering as it gives users a platform to speak. It allows anyone with access to the Internet the ability to publish or broadcast information. Same applies to government officials. In terms of time, social media technologies allow users to immediately publish information in real time. Examples of popular applications of social media to anti-corruption efforts have been developed both by governments and by nongovernmental organizations. Wikileaks is a website that allows users to anonymously publish sensitive information, even confidential government documents. It is in essence an untraceable, uncensorable wiki for whistleblowing (ibid.). It houses over 1.2 million documents. Wikileaks is the quintessential example of how social media technologies can be used to fight corruption. A similar example is a website created in 2009 by the National Democratic Institute during 2009 Afghanistan presidential election (ibid.).

Attempts to open governance can also fail. In Cameroon, for example, attempts to use e-government to improve transparency and efficiency were undermined by the refusal of government employees to use the system (Heeks 2005 in Bertot, Jaeger and Grimes 2010). This shows that it is essential to get civil servants convinced and committed to policies. The success of ICT-enabled initiatives as anti-corruption strategy will depend on issues of implementation, education, and culture. Further complications can arise from the fact that many civil servants are often ambivalent about direct citizen participation in the political process (Roberts 2004 in Bertot, Jaeger and Grimes 2010).

Jordan (2013) claims that dealing with communication in the internet time should not be so much of the question of two different communicative practices; the internet technologies and the traditional means, but the attention should instead be drawn on the broader cultural and social rituals, which include adaptation of new social ethics; how do we deal with interruption and greetings. For some social media is a way to build a public brand (Pal 2015), but Jordan speculates that even if internet-dependent communication becomes more and more normalised the anxiety in communication also becomes widespread. Feelings of displacement and anxiety are discussed already by Heidegger and Lacan 1977 (in Jordan 2010:130). They relate to threads of one’s image of self in relation to other, questioning and uncertainty of reception and response. Many scholars (ibid.) argue that “presence in communicative practices has to be created and maintained for transmission to happen”. As Jordan further states, it is not a matter of being decentralised of communication, but a contraction between different subjectivities being a reader, writer, speaker, sender and receiver of a message and then the current transmission being disrupted. That can lead to pathological reaction of refusal in a communication practice. Nowadays a discourse of ‘online presence’ is widely used, but it is not self-evident that everyone is comfortable with the new communication methods.

There is plenty of criticism towards social media and its effect on social change. Still many national and international powerful institutions continue to work in small groups, with same rituals, behind closed doors and in the frame of profit (Denskus and Esser 2013). ICT has been used for ‘bad’ purposes too; social media enable more efficient networking
of terrorists and give tools for surveillance of private persons. Social media has yet become interesting platform for marketers and tormentors, and there are speculations whether it distorts real social relationships. ICT also causes increased risks of information overload, cyber propaganda and inadvertent information release (Grimmelikhuijsen 2012).

On the other hand, there are success stories on how the social media can be used for political purposes, reaching voters and taking stance in the public sphere without mediators. The most successful political social media campaign ever included a website (www.narendramodi.in), a Facebook page, a Pinterest board, a YouTube channel, and profiles on Google+, LinkedIn, Tumbler, and Instagram. Each of which are continued to be updated regularly with news, statements, and images of Indian top politician Narendra Modi (Pal 2015:379). With his campaign he built a new political image and online leadership.

3 Methodology: Policy research through a case study

In this section, research methods and hypothesis for this study are presented. Epistemological discussion, mixed-methods and case study approach will be explained. Also the validity and reliability of the research and some ethical considerations will be discussed.

This research is designed to be implemented in three stages, using three different research methods. Mixed-method approach is popular in social sciences and especially in communication studies. It is appropriate to use mixed-method approach, because the research combines knowledge from different academic fields; theoretical framework is mainly from development studies, the empirical data is collected in political institution and the framework is basically about organizational communication. Mixed-method approach will increase validity of the research when the research object is scrutinised from different angles. By using different methods one can develop a wider horizon and delve deeper into the subject matter in contrast to using a single method. In addition to different methods the following defines mixed-method approach: the study gathers and represents human phenomena with numbers, mixes a survey design with a case study and uses open-ended interview (Greene in Somekh and Lewis 2010). The study is a combination of qualitative and quantitative methods. The integration of different data will be made in chapter five.

Case study approach, on the other hand, assumes that social reality is created through social interaction, albeit situated in particular context. It seeks to identify and describe instead of trying to analyse and theorize (Somekh and Lewin in Cornwall and Eade 2010). Case study approach assumes that things might not be as they seem and privileges in-depth inquiry over coverage. As such case study is aligned with and derives much of its rationale and methods from ethnography. It is much within the 'social constructivist' perspective of social science (ibid.).

The strength of a case study approach is that it can take an example of activity and use
multiple methods and data sources to explore and interrogate it. It can produce description of institutions and policies. Case study is inductive and heuristic. Notwithstanding its many benefits, the weakness of case study approach is that it is not necessarily possible to generalize; just some more general issues can be illuminated.

Another epistemological issue is that what the case is representing. In this research the Ministry of Finance and its employees are representing the Government of Finland. The Ministry of Finance is a rather clear case, an institution which is a workplace of 400 employees. Usually emphasis of the case study is on the fieldwork and especially observation of participants and trying to access the participants' perspective. For an ethnographic research a period of observation would maybe have served better, but due to the timeframe it was not possible. Unfortunately for this research, the observation was not an option also because the people in the Communication Department were not willing to give access to their meetings. It is agreed though, that observation could have produced even more fruitful results of the actual policy-making process inside the ministry. The researcher’s status as a journalist may also have affected the willingness of civil servants to offer space for observation. All the same, interviews can be used for case study and that has been the option here. The weakness of interview as a method is that it might produce overly empiricist analysis of the participant's current perceptions. Interview offers an insight into respondent's memories on explanations of why things have come to be what they are, but they can vary by the interviewee.

Although this is not a fieldwork research that includes intervention into a local culture or among the participants, there are some ethical questions to be considered. According to Association of Social Anthropologists (ASA) protecting trust among participants is relevant in any anthropological study. In this case the researcher has approached the Ministry of Finance for academic purposes, but it was also made clear in the beginning of the communication that the researcher is also a journalist by profession. Whether or not it affects the civil servants willingness to speak and share their experiences, when building trust it is essential to be open and honest of all biases. The possible harms of the research could be mainly reputational. If the results would be regarded negative, the Ministry of Finance could possibly lose some of its credibility. The ministry has lately been strongly criticised of its pessimistic calculations and the lack of public debate on its economic policy.

Moreover, the Ministry of Finance is in the media weekly and the civil servants are used to deal with the media. While the topic of this research is openness and transparency it would be an unlikely coincidence that the research would end up revealing any classificatory secrets. Also it has been made clear to the research object that the data is going to be published in academic context. It would not be either in the interest of the researcher nor the ministry to have secret or unfinished material to get public. Rather it plays as an example of the dilemma the Communication Department consistently compromises – the publicity and confidentiality. It has been negotiated at all times that the data given for the researcher is subject to change as the policies change.

The research has been conducted mainly remotely and online, so the research process should not have caused any intrusion and disruption on the work of the authority.

respondents to the questionnaire were granted anonymity and it is not even possible to find out the identity of individual respondents. This, however, can diminish the reliability of the answers while one cannot be hundred percent sure if all the respondents actually are employees of the Ministry of Finance and whether they joined the questionnaire only once. As far as the working environment is concerned, it is unlikely that anyone would have interest to put extra effort on such matter. It is claimed that in social sciences a research can never be entirely objective, and that the selection of topics may reflect a bias in favour of certain cultural or personal values (ASA). In this case the researcher's background in journalism no doubt has affected in the choice of topic and the interest in transparency.

From ethical point of view it is important to take into consideration the relationship between the researcher and the research object. In this case study the relationship is clearly academic and is by no means a consultancy work. No funding is given from any party. The interviewees and the respondents of the questionnaire have been informed of the purpose of the research. Thus the research is intellectually independent and free from any external control. However, the reliability of the research depends on how well the actual data will be analysed. Academic value should, however, be in the gained knowledge of the communication strategies and struggles of the governmental institution. At the same time, the research object is interested in the results. During the process some of the results have already been used for developing organizational communication in the Ministry of Finance.

The chosen methods are together going to answer the research question ‘what are the biggest obstacles in developing transparency in Finland?’ First, interview with the program leader of the Open Government Initiative will show how the Finnish government approaches the current transparency issue. Second, a questionnaire to the civil servants of the Ministry of Finance will show their attitudes and interests towards social media. Third, the policy analysis will show in what level the use of social media in the Ministry of Finance is, and what intentions the Communication Department has on forming the policy on social media.

To conclude, possible obstacles and hindrances on the open governance issues are many. It might be that a lack of policy and guidance have not given a signal to the civil servants that they should work more transparent, or the policy actually is quite the opposite (see the anecdote in the beginning of the paper). On the other hand the obstacles can be technical and lack of resources, tools and software. Moreover, even if there are instructions and opportunities, the personal abilities might prevent civil servants from acting transparent. This research will show the obstacles on three levels; government, ministry and employee level. Thus, it may offer valid data when designing further transparency actions.

The Communication Department of the ministry have created the social media policy in May 2015 and used the information from the questionnaire conducted for this research as a basis for the policy. It can be assumed that if the policy is very detailed, the use of social media is far developed in the ministry and they are really working on to improve openness with it. But when the policy is the first of a kind, it can be predicted that it is rather overall rule and do not lead to more transparent governing as such. In addition, it
is possible that it actually addresses to further preserve confidentiality.

After the data is analysed there should be more awareness of which direction the Finnish government is taking on the transparency issue and with what arguments and what is stopping it. Each method has its own more detailed research questions. Next the different methods are discussed briefly.

3.1 Interview

The interview was delivered in a highly structured email interview which was divided in four topics. Those were transparency, Open Government Partnership Initiative, attitudes and social media. According to Deacon, Pickering, Golding and Murdock (2007:75) there are four types of questions: about behaviour, beliefs, attitudes and attributes. My set of questions focuses mainly on the first three of them. Attributes of the respondent are not relevant as she is the authorised representative of the Ministry of Finance. The interviewee is the program leader of the Open Government Partnership Initiative and she was suggested for the interview by the Communication Department.

Her role is to develop transparency and implement the international open governance program in Finland, so the reliability of her answers is high. The interview was exceptionally implemented as an email interview (Attachment 1). This was due to the timetable of the research and the fact that Finland went through parliamentary elections in April this year. Formation of a new government increased the workload of the ministries as well as the interviewee. A decision of an email interview was made reluctantly and suitable time for a face-to-face interview was seriously searched. A face-to-face setting offers researcher a better opportunity to ask continuing questions and by creating trust get better answers. In this case the continuing questions were sent afterwards on email. They were basically the last ones in the form concerning confidentiality.

When the interviewer was not there to demand proper answers, the depth of her answers might be somewhat light. On the other hand as the answers are written by the interviewee herself and not dependent on researcher’s notes, they are more accurately translated from Finnish to English. Some of the questions repeated the same content, in different words, but the interviewee did not deliver any further information.

The research question for the interview is: What are the main obstacles on the open government process, and what attitudes the civil servants have towards the process?

3.2 Questionnaire

A questionnaire to the civil servants will give information about the real attitudes of the authorities. The civil servants are generally not elected by the public, but work on contract and often permanently to the organization. Hence, their knowledge and power is not subordinated to the democratic rule and thus transparent to the public. They are
also rarely interviewed nor put in charge publicly.

A questionnaire to the civil servants was sent out at the end of February 2015 (Attachment 2). There was a risk that not a valid number of responses would be received, because a researcher cannot control or persuade people to attend in online surveys (Deacon, Pickering, Golding and Murdock 2010:70). That is the reason why the questionnaire was conducted as the first research method. Fortunately within three weeks 114 responses were received. That is much more than was expected of the approximately 400 employees. It means that more than every fourth employee joined the voluntary questionnaire. That should be considered comprehensive amount and provide reliable overview of the attitudes inside the ministry. The amount of responses reveals that there is a lot of interest on the matter in the Ministry of Finance. There was also a short covering note to inform employees that the results of the questionnaire will be used for planning training for them. That might have given motivation for many to participate.

A link to the online questionnaire was sent to employees by the Communication Department officers who were helping with the research and who had expressed interest in the results. They also affected to the formation of the questionnaire by adding some minor changes to it, for example tick options on few of the questions. Principally the questionnaire was designed by the researcher.

The amount of questions was kept small and clear so people would be able to complete it once started and all of them did. Only one respondent seemed hostile towards the questionnaire in his/her answers. There were eight (8) questions in a highly structured online questionnaire. Strength of an online survey is that the interviewees' responses are already coded as written text (Deacon, Pickering, Golding and Murdock 2007:69). While some answers are deemed socially more desirable than other, the option of being anonymous was given.

The main research question for the questionnaire is: What kind of obstacles the civil servants face and what are their attitudes towards the use of social media for work purposes?

3.3 Content analysis

A content analysis was implemented on a new social media policy paper of the Communication Department. That shall demonstrate whether transparency and social media are main concepts in the communication of the Ministry of Finance or not.

Policy is more than official texts produced by an authority, and it can be defined as ‘the authoritative allocation of values’ (Blackmore in Somekh and Lewin 2005 in Cornwall and Eade 2010). The issues for policy researchers are why and how certain policies become developed, who are designing them, for whom, for what purpose, with what assumed effect and whose values are being promoted. Recent critical approach to policy research rises from Gramsci's notion of hegemony and how a policy can never be free from values.
Historically governments have favoured policies as they are claimed to be generalizable, objective and offer simple ways of understanding a problem (ibid.). However, as a result of any policy, some will win and some will lose depending on the underlying assumptions and values.

The study of **policy**, a method of government, leads to issues of anthropology: norms and institutions; ideology and consciousness; knowledge and power; the global and the local (Shore & Wright 1997, Sachs 1992). Shore and Wright claim that policy has become a major institution of Western governance and it should not be treated as politically or ideologically neutral. In an instrumentalist view policy can be defined as a tool to regulate population from the top down; in a definition where governance is ‘a learned way of doing things’ (ibid. 1997). Policies can be read as cultural texts, as classificatory devices, as narratives, as rhetorical devices and discursive formations that function to empower some and silence others.

Content analysis is one of the most important methods to study communication and moreover social sciences (Krippendorff 1989). And it is not restricted to numerical counting exercise (George 1959 in Krippendorff 2004:87). Interpretations are supported by weaving quotes from the text.

A qualitative content analysis can support, qualify or refute initial questions (Deacon, Pickering and Murdock 2007:118–149). Texts have multiple meanings and they can be read in various ways depending on the context (Krippendorff 2004). Context of the study is transparency, democracy and development of civil society through digitalization. Krippendorff reminds that there is nothing inherent in text; the meanings of a text are always brought to it by someone, in this case by the communication officers and on the other hand, the communication researcher. Krippendorff further emphasizes that, “texts don't speak for themselves, they inform someone” (2004:25).

In content analysis basic questions should be answered: what, who, why, how, on whom (ibid.). In analysing texts researchers seek to highlight the common codes, terms, ideologies, discourses and individuals that come to dominate cultural outputs. According to Krippendorff, there are six stages in a proper content analysis: unitizing, sampling, coding, reducing, inferring and narrating the data.

The main research question for the policy analysis is: Does the policy paper outline the principles of transparency and the civil servants' use of social media?

4 **Analysis of empirical data**

In previous chapters design of the study has been outlined. Now is time for analysis of data. Each method will be handled separately.

4.1 **International Open Government Partnership Initiative**
In this chapter the data received from the interview with the program leader will be analysed. See the questions at the end of the paper (Attachment 1).

The questions and answers were delivered in Finnish, and a summary of answers are translated from Finnish to English by the researcher. Here is the summary of answers to 20 questions.

1) TRANSPARENCY (Questions 1–4)

The Ministry of Finance is one of the ministries which are working towards transparency and openness. Open governance secures national competitiveness and welfare. Trust towards government enables societal reforms. For example for companies open governance is important. Openness is a key factor for minimalizing corruption, which is a requirement of a well-functioning society.

The Ministry of Finance is responsible of developing Public Governance. Openness is one of the building blocks. In a changing world (through digitalization for example) the preconditions of openness change and the government will have to keep abreast with the development. In order to be open outside the government has to be open inside, hence, developing internal openness is important.

Finland is taking part in Open Government Partnership Initiative. Openness and transparency are basic values and are included in other projects in the Ministry of Finance (open knowledge, ethics, developing leadership, customership strategy). Ministry aims to follow its own teaching and make its work as open as possible. For example in VIRSU project all the employees of the central government were heard.

The greatest challenges are the lack of time and resources in communication; updating webpages and hearings for example. There is also another kind of governmental culture, where openness is being avoided.

2) OPEN GOVERNMENT PARTNERSHIP INITIATIVE (Questions 5–6)

The project is going well; another action plan has just been finished. The challenges are that the level on transparency in Finland is so good, that improving it requires resilience. There is no acute crisis to solve. More resources are needed. On international level the management of the OGP is occasionally wiggly.

3) ATTITUDES (Questions 7–9)

Personnel react positively to transparency efforts, but there are different tones. All efforts are usually handled under a common openness theme. Common principles of the Finnish Government are promoted by the Ministry of Finance. The Governmental Development Office is responsible of the development of the Ministry of Finance. There are no further guidelines for employees on openness.

4) SOCIAL MEDIA (Questions 10–15)
Social media is part of Open Government Partnership Initiative and it has been included in the recent action plan. It promotes open governance on various fields. Social media is a tool among others and it can be used both to communication and increasing citizen participation. Some civil servants already use it, but not extensively. Especially civil servants in Public Governance show interest in using it in their work. Attitudes for using social media vary. Social media training for civil servants is offered as a part of Open Government Partnership Initiative. Social media can be used in governance in several ways; LinkedIn, Twitter, Facebook and BlogSpot are in use. Civil servants can use net based forums on their discussions, marketing their conferences and signing up for those. Twitter is widely used for event communication and international publications. Moreover they are important tools for chancellors and in international co-operation.

5) CONFIDENTIALITY (Questions 16–20)

Good governance values are present in civil servants everyday work. Of course they are not allowed to launch confidential matters in Twitter. Civil servants should consider confidentiality in social media similarly as in any other communication. Civil servants are always on public duty – even online. In a same manner civil servants need to take their post into consideration in their leisure time. Someone else might be suitable for answering the question on how information leakages are being avoided. As far as I know social media is not a specific risk. Probably information security officers know better.

4.2 Social media arouse emotions in officials

Questionnaire to the civil servants was delivered online. See the attachment 2 for the questions asked. The results gained from the questionnaire are also interesting.

To the first question ‘do you use social media’ all but one given options had been ticked by someone. According to the answers following social media channels are the most popular among officers:

*Table 1 Social media usage. Among civil servants in the Ministry of Finance YouTube and*
Facebook are widely used. Almost 80 percent of respondents use them.

Table 1 shows that most used social media channels among civil servants in the Ministry of Finance are YouTube and Facebook, almost 80 percent of respondents use or have used the services. The civil servants are also familiar with WhatsApp, LinkedIn and Skype, almost 50 percent of respondents use or have used them. No one had used a social media analytics tool, Topsy. However, it is interesting that none of the given options got 100 percent, although they are generally very popular channels. On the other hand also blogs, Twitter, Google+ and Instagram are relatively well known among civil servants, almost every third have used them at some point. With regards to the fact that the average age of civil servants in the Ministry of Finance is 47 years, the popularity of Facebook and YouTube are surprising.

The second question starts giving more transparency-oriented answers. When the civil servants were asked, if they use social media in their work, 51 respondents say yes and 63 say no. This means that almost half of the respondents use social media for work purposes. They were asked to specify which tools they use and the results are quite different from casual use.

Table 2 Social media use for work, LinkedIn and Twitter appear to be the most often used social media services for work purposes in the Ministry of Finance. Almost every fifth, 18
percent/21 respondents use them for work purposes. Also Facebook and blogs are popular for work purposes. The numbers are actual responses, not percentages.

Table 2 shows that what comes to the social media use for work purposes quite different tools dominate. The most popular among civil servants are LinkedIn, Twitter, Facebook, YouTube and blogs. Those tools are often used for networking and gaining information – not so much for offering it unless you keep your on blog. Also those who use social media for work were often using various channels. Top five social media services were often used on free time also by those who did not use them for work purposes. Hence there is potential for official communication too. In addition to given options, some use services like Yammer, issuu.com, SharePoint, Lync, DropBox, Google Drive and Vimeo. But those users were only two or three out of 114 respondents.

The third question in the questionnaire asked ‘how familiar are you with social media’. The options were from one to five ‘I don’t really know anything about it’ and ‘I am a social media ambassador’. The results were quite expected. Most respondents (108) ticked either boxes two, three or four. Only one (1) respondent felt s/he is a social media ambassador, but five (5) respondents thought they don’t know anything at all.

The fourth question then explored ‘how well you can use social media tools’. Options were also from one to five ‘I have not tried’ and ‘I use them fluently’. Answers to that question are more alarming: eight (8) respondents say that they have not even tried and only nine (9) respondents feel they use social media fluently. This gives a signal that even if many civil servants use social media, they are not very comfortable with it. Or at least they think they should do better.
Fifth question maps out the need for training.

**Table 3** Need for social media training. Most respondents, 37 percent, wish advanced training, while 21 percent hope to get intermediate training and 15 percent basic training. In addition 28 percent does not want any training at all.

![Pie chart showing the distribution of training needs: 37% for advanced, 20% for intermediate, 15% for basic, 28% for no training.]

From table 3 the need for training can be seen and analysed. The majority seems to want advanced training, which includes the introduction how to use social media in their work. That can mean networking, internal communication and research. Also every fifth wish to have intermediate training and every sixth hopes to get the very basic training that helps them to get started. Interesting group is coloured with red, 28 percent of respondents (31 people) do not want any training at all. This was an option that the Communication Department wanted to include to question. It can be interpreted in three ways: either they feel that they are good enough and don’t need any training; or they do not appreciate the matter and that is why they do not want to get involved; or they do not think they can ever learn, nor use it for their particular position. The next question can set light to this option.

Civil servants were asked what kind of feelings social media trigger in them. There were eight (8) different emotions out of which the respondents could choose “a lot”, “a little”, or, “not at all”.

**Table 4** Feelings about social media. This data shows the actual answers to the questions. It will be processed by multiplying the answers with a specific method.

How do you feel about social media?
Table 4 provides much interesting data. The emotions respondents have about social media vary a lot. A remarkable result is that almost every third respondent felt “a lot” excited about social media, and every second answered that they were “not at all” indifferent. On the other hand, the other half felt “a lot” or at least “a little” indifferent. The raw data from the above table is processed with a cross tabulation method. The numbers received from table 4 have been multiplied with a modulus depending on the answers to get an overall atmosphere among the civil servants. “A lot” answers were multiplied with number two (2), “a little” answers with number one (1), and not at all with minus one (-1) in order to give them comparable value. As a result table 5 was formed:

**Table 5** Social media emotions. When counting together the positive and negative responses of all respondents result is that only feelings of anger and failure end up on the negative side. Most shared are feelings of excitement, curiosity and happiness. Roughly 40 respondents felt frustration and only few felt indifferent.
Table 5 should be read in a manner that those emotions that end up on the negative side do not appear in relevant amounts. Hence the overall attitude towards social media is rather positive among civil servants. There are still feelings of frustration and indifference but reflecting with the amount of responses the overall attitude towards social media inside the Ministry of Finance seems rather excited, happy and curious. On the other hand it is interesting to notice that anger and failure basically do not exist. Only few respondents had ticked the option ‘a lot’ with those emotions. That is quite surprising especially as defunct ICT and a lack of one’s own skills can often trigger such emotions.

Tables above also illustrate that more than every fourth employee in the Ministry of Finance feels at least somewhat excited about social media. Those are the ones to whom the possible social media training should be directed to. They are in receptive mode and eager to learn. At the same time only every ninth employee are somewhat indifferent. It can be speculated though, what kind of personalities and in which positions the respondents are; maybe those who are by default open towards social media development did answer such a questionnaire. But when looking at the last questions and analysing the answers written to the free space, that speculation no longer seems valid.

The last question was about challenges: ‘What kind of challenges do you face with social media’.

*Table 6 Challenges with social media. The main challenge for respondents is lack of time and the worry of losing privacy. Nearly 60 percent of respondents said these are the challenges. Also lack of interest and skills challenged 35 percent of respondents.*
The lack of time, privacy, interest and skills seem to be the greatest challenges among civil servants in the Ministry of Finance what comes to the use of social media. Every fourth also think that using social media leads to mixing work and private life. As many thought that it is difficult to choose out of many social media services. Every sixth respondent added “other reasons”. Among those there were reasons like these:

- “Is there eventually any professional gain”
- “Not interested in learning everything – there is life also outside social media”
- “Social becomes virtual, everybody stares at their own screens”
- “Laziness, I should brush up more”
- “Abundance of choice of media services”
- “There should be a target and effect when using social media, not just for the sake of it”
- “Guidelines onto which work-related matters can be dealt with in social media”
- “The question is prejudiced”
- “People live too much through social media. Principled resistance towards it”
- “MoF communicates as an institution. Single civil servants are not actors. Things are often very political and I do not have a mandate to take a stand individually/with my own profile”
- “Is this sensible? While resources decrease, how much the ministry should focus on “tweeting”, “communication strategies”, ”facilitating training”, and other bio waste that comes out of domestic animal”
- “Difficulty to find a sensible channel for informative and good conversation”
- “Content production”
- “Reputation management”
- “Lousy user interface and non-existent user manuals”

4.3 Process behind the policy

The social media policy (Attachment 3) was ready on the 5th of May and the position paper was delivered to the researcher on the 15th of May. It is in Finnish and the excerpts are translated from Finnish to English by the researcher. It is created by a communication officer in co-operation with other communication specialists. It is the first of a kind, and thus has been created from the scratch. The analysed version had not approved by the board of directors, but it is most probably is not much different from this.

Here is the content analysis of the paper and description of the process. The phases of content analysis are:

1. unitizing
2. sampling
3. coding
4. reducing
5. inferring
6. narrating
1. The social media policy paper is three pages long. It is an official guideline on how the Ministry of Finance (later MoF) is going to make use of social media and on what purposes. It is divided in six sections; introduction of the policy, definition of social media, why MoF is in social media, how is MoF in social media, social media channels used by MoF and the responsibilities, and, new social media channels.

2. Here are the relevant excerpts from the policy:

2.1. “This policy clarifies what are the benefits and possibilities of social media and why it should be invested in. The policy will standardize our operations on social media and specify in which channels we operate in.”

2.2. “Communication Department leads the overall communication, of which social media is a component. We operate in social media when it supports the strategy and enhance communication.”

2.3. “Social media means net based environments where anyone can share and produce content; forward and link it to new recipients. The characteristics are rapidity, accessibility, interactivity and it is free of charge.”

2.4. “Social media has come for good and started to replace traditional media... Majority of journalists use it for searching information.”

2.5. “We can make governance more transparent, understandable and more approachable, when we communicate openly and are there where the others are.”

2.6. “When communicating openly, we ensure that our message go through without middlemen.”

2.7. “Through social media we can raise our important topics to public sphere, and inform the public directly about our services. The public can more easily attend and give feedback. It is important that the media knows our experts.”

2.8. “Established social media channels are effective for crisis communication and it can serve as a back-up if there is a failure on our website.”

2.9. “Digitalization is our number one goal.”

2.10. “In addition to communication professionals the management and experts are to commit on active and open interaction. Social media knowledge and use are basic professional skills.”

2.11. “In social media we operate on public office responsibility. Only public information can be shared.”

2.12. “Effectivity of social media will be monitored.”

2.13. “Communication Department is responsible of setting official accounts.”

2.14. “Twitter is for communicating on economy and governance... In LinkedIn we inform about vacancies and form an employer image. YouTube is used for publicly shared videos. MoF does not have Facebook account due its social and private characteristics. Neither there are resources for updating it. Communication Department updates Wikipedia article about MoF.”

2.15. “New social media channels will be considered whenever needed. They are supposed to support MoF’s message and not duplicate the existing material.”

3. There are many transparency oriented statements and terms used in the excerpts. There are expressions like “standardize”, “support”, “strategy”, “traditional media”,

4. It seems to be written in rather clear language and it avoids jargon. It is intended to be short. It speaks of concepts of internal communication, public relations, professional relations, public sphere, interaction, citizen participation, governance, crisis communication, management, policy-making, and confidentiality.

5. First of all, the policy defines itself as a policy. It is for internal managerial use from a professional to another professional, from an authority to another authority, from a policy-maker to another policy-maker. It is not a guideline, instruction or press release. It is clearly pointing out that this is going to be the method on how they operate. Second, the paper sets power relations inside the organization by stating who is responsible on what and what is expected from others. Pointing out accessibility and interactivity demonstrates democratic values, but it can also refer to the easiness of usage. Policy addresses that a civil servant needs to be able to operate through social media. At the same time, when traditional media is a desirable recipient of their message, they also do not want to have mediators between the authority and the citizens. Confidentiality is emphasized and different channels profiled.

6. In the context of transparency, democracy and development of civil society the policy paper indeed outlines some aspects of open governance and even demands action from civil servants. The main objective seems to be gaining trust through open communication and by being present online. Digitalization and crisis communication are mentioned to acknowledge possible social change or disaster. Social media will be used on marketing, promoting, building imago and reaching traditional media.

5 Discussion and critique

My research has presented several interesting results. The main purpose was to describe the policy-making process of a social media policy, to determine whether it supports ideas of transparency and what the obstacles on the way are. The mix-method approach worked effectively to answer these questions. The three methods yielded results that support each other, while each of them further probed the topic and offered key insights. The making of social media policy started from international Open Government Partnership program, then civil servants were heard on their views and abilities on social media and finally the policy paper was written down by a small group of communication officials. The policy-making process reveals underlying ideology of Western values in business opportunities and co-operation, as well as support of democratic civil society. The governmental culture seems to go through turbulent times. It emerged in the study that there are several different opinions towards open governance process among public officials.
The interview sheds light on the relationship between development work and open governance; which appears to be blurred with public relations since the communication officials protect the image and reputation of an organisation as much as they work towards communicating it to the public. The program leader pointed out economic aspects of transparency work and the importance of it to the business sector just as the European Commission expects the member states to do. She uses terms adapted from business world like “national competitiveness”, “international level”, “tones”, “training”, “marketing”, “signing up”, “event communication”, “international publications”; but also terms that support democratic values: “welfare”, “culture”, “citizen participation”, “discussion”, “digitalization” and “corruption”.

Finnish authorities seem to be proud of the good reputation they have garnered as a ‘low-corruption’ country and they want to give an impression that they really work hard on it even on a global level. This creates somewhat of a problem since the basic idea seems to be that there are no alarming transparency issues in the country. From the interviewee’s point of view the international co-operation did not seem very effective or explicit in targets. Hence it can be questioned why the Finnish Government desires international co-operation in the first place. Could they not be the leaders in the matter, and not the US? Why does Finland need the US to set an example on open governance? The answer might lie in the global geo-political development where governments work in cooperation, ranging from security to markets and social welfare. The interconnection between different parts of the world is also about construction of new political identities – territorial, ethnic and religious (Eriksen 2007). Having a geographic position next to Russia, Finland has since the collapse of the Soviet Union worked on rebuilding a stronger political identity as part of the Western world and emphasized values of democracy and free market economy. Currently there are vibrant discussions on whether Finland should join the NATO military alliance or keep on relying on independent defence. At the same time, Finland has often been identified as a part of the Scandinavian success stories of social-democratic welfare states.

Euan Semple argues in his organizational theory (2012) that even if the use of social media can be seen as a threat in many organizations, it eventually offers possibilities for innovations and more flexibility. The interview and the questionnaire together reveal that the attitudes of civil servants inside the government vary and that there still is a culture that prefers to ‘avoid openness’. The program leader of the open government program stated that the overall attitude towards openness is positive, but there are ‘different tones’. Same can be read on the questionnaire data. While some officials are extremely excited about social media, others relate to it with caution and suspicion. The questionnaire supports the findings that the skills and needs of civil servants with regards to social media vary tremendously. While some officials use various social media channels fluently for their work, some are overly critical, frustrated and feel anxiety towards the whole idea and are reluctant to participate in the development of communication technologies.

18 Financial Times article: http://www.ft.com/cms/s/0/613f0600-e425-11e4-9039-00144feab7de.html
Enormous amount of responses show that most civil servants would be willing to use social media for work purposes, if they just knew how to do it. The amount of responses to the questionnaire also proofs that there is underlying need to specify the role of social media in governance. It signals that the benefits have been acknowledged, but may not yet be fully implemented. Especially the tools that many officials already use in their leisure time could be used for promoting transparency in decision-making. There is potential in social media channels like LinkedIn, Twitter, Facebook, YouTube, blogs, Skype, Google+, WhatsApp and Instagram (see table 2). The social media tools that are currently used by the civil servants for work purposes are usually used for gathering information and not so much for delivering it. There should be more explicit strategies on how certain platforms could be engaged with decision-making and how citizens’ are taken along with the processes. This is something that the new policy was expected to highlight, but did not really do so. The policy rather offers an overall description of the opportunities of social media. According to the results of the questionnaire public officials have way more questions than ideas on how to use social media for their public duty.

Hence, most of the civil servants, 72 percent of respondents (see table 3), want training in social media and are aware that the current technological development has come to dominate the public sphere. They realize that, despite their authoritative position, it would be best for them to keep up with the development. However, almost a third of the respondents did not want any training. Need for training and education became evident in the study. The civil servants demand clear guidance on what to do online, on whose mandate and how. Also internal open communication was highlighted by the interviewee. Hence the Open Government Partnership Initiative will serve as some social media training. The second action plan for the project was, unfortunately, beyond the scope of this study.

The biggest challenges seemed to be the lack of time and concerns of privacy as well as lack of interest. The latter may also indicate the reluctance towards open processes. One may quip that a flaw of the questionnaire was the lack of a direct question concerning transparency or open governance directed to the civil servants. Although the interview and some questions related to attitudes touch the matter, a straightforward question nevertheless could have offered even more insight. On the other hand, one may extrapolate from the attitudes of civil servants towards social media, answers to the question of transparency as a whole. This has been discussed widely in earlier literature. In this research civil servants were treated as employees, and from employee’s perspective consistent monitoring of one’s actions might appear oppressive. Also public officials need their privacy and room for free discussion (Furedi 2011). Similar thoughts were interpreted from the interview data, although it was not as openly stated. The fact that observation of meetings during the policy-making was not granted to the researcher supports these ideas. In the ‘open comments’ section some civil servants offered explanation to their attitudes, but none of them stated that they would be against civic participation in decision-making. Many of them emphasized though the professional use of social media, but also frustration towards the overall change in social culture.

Main findings in the content analysis are then that social media has been recognized as an important medium in external communication and the importance of showing online
presence has been accepted. Yet the arguments are ambivalent. Social media is regarded as a tool for public relations and at the same time it can give an impression of more open and modern governance. Whether or not this is actually the case remains to be seen. The opportunity to approach government officials is highlighted in social media policy, but not made clear how it is different from making a phone call. The different aspects of communication become visible through the content analysis. From government’s view operating in social media should combine public service, public relations, crisis management, and media relations. With regards to open governance all the dimensions of communication should be transparent.

The main achievement of the current social media policy can be the empowering of civil servants to use social media. At the same time it may appear to be the main challenge in the way of open governance process. If a sufficient number of public officials refuse to engage with social media, it can lead to social media profiles, where there are no discussion or followers; in other words neither public discussion by citizens. An interesting aspect, pointed out in the policy, is that it is free of charge, and hence it seems attractive to authorities. Still there is not enough knowledge on how the private social media corporations operate with all the data on their platforms.

At the time of writing, Finland has just elected a new right-wing conservative government, including the xenophobic Finns-party. The question of Greek-loans is still open. However, the police investigation on the information leakage has been stopped. The Ministry of Finance sent out a press release after three weeks of investigation, on May 5th 2015, that it will cease to further investigate the matter because no evidence was found. A police investigation on such a democratically relevant matter, which actually does not play a big role in international relations, is apt to address the power relations inside the government and in the society. The investigation, even if discontinued, actually signals that the government is rather secluded from the public and important decisions are made behind closed doors rather than through transparent processes. These kind of actions make it easy to criticize any efforts on open governance policies. Communication officials can work as much as they like towards transparency, but international and business relations will eventually overrule.

There are recent suspicions raised amongst some academics against both on the role of ‘open governance’ in creating accountability and its effects on building trust between citizens and public officials (Heeks 2015, Bauhr and Grimes 2014, Grimmelikhuijisen 2012, Furedi 2011). I argue that the desired outcome of transparent governance is not so much of the rhetoric of trust, but the citizens’ opportunity to participate. For some individuals it might not matter what their government negotiates on their behalf, but for those to whom it does, should be granted better opportunities to get involved in decision-making processes. The public do know that officials are only humans and that they make mistakes. Moreover, the strength in transparency’s effect on accountability and more so in democracy should be considered in the long run, and not expect the culture of corruption and bribery to change in few years. Accountability, however, is not enough to curb corruption if citizens are unable to monitor officials. A free press is then essential to investigate and divulge abuses of power to the public (Costa 2012:1318). Open

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20 Press release by The Ministry of Finance: http://vm.fi/artikkeli/-/asset_publisher/valtiovarainministerion-tuktintapyynnnon-esitutkinta-on-keskeytety
governance alone does not increase accountability, but a well-functioning public sphere can.

Heeks (2015) however insists that the power of transparency is limited, and does not create more accountable behaviour in societies where the democratic processes already work in a satisfactory manner. He claims that due to the omnipresent transparency calls and possible social media loops, public officials refuse using ICT altogether and start acting more behind closed doors. He talks about “self-reinforcing spiral”, which work in a way that more transparency cause more cautious behaviour by the officials and more prudence lead to diminished trust to authorities. According to him such impact can already be seen in the citizens’ decreased trust in the European Union, American Congress and the news media. Heeks’s criticism is rather provocative and controversial as he does not clearly show why the fault should lie in transparency and/or open governance – is it not rather the fault of misbehaving authorities that are exposed for either lying or more commonly for omitting sharing vital information with the public? Moreover, Heeks fails to explain why people should trust in government, if it is not worthy of it. In addition, when misuse of taxpayers’ money or nepotism becomes public knowledge, it should not by any means create more trust, but urge more monitoring of the authorities. This is something that the officials themselves can have an influence on. Heeks’s reasoning is based on an assumption that public officials basically are not able to behave in a manner that hold water. I strongly disagree with this presumption. However, he is right in his concern that the power gradually shifts from democratic institutions to private institutions. Still it would be dangerous to blame that development on transparency movement.

Other critics of transparency are more constructive and suggest that societies need civil servants who are not afraid to speak the truth and who can provide counterbalance to political elites (Bannister and Connolly 2011). That is of course true, and possible also in a transparent government. Yet, the authors insist that “there are times when governments have to stop explaining themselves and lead” (2011:24). This is a strange argument to make without explicit examples; what are those times and who are the ones to decide which matters do not need public approval? Also Grimmelikhuijsen (2012) propose that the future of transparency is not looking good: there will be increased control of information flows which are at the heart of governments, while there is more information delivered on less sensitive matters. In the case of Finland for example, do we citizens and taxpayers not need to know our government’s stance on Greece negotiations or commitments with military organisations, topics which are at the very heart of the government? This shows circular logic. If the public mind is disarrayed with unnecessary information and the relevant information is held in secrecy that will eventually lead to even more mistrust and designation from public life, or optionally more data activism. Networked individuals already have the ability to form collective communicative power, so called Fifth Estate, to become players in public policy (Dubois and Dutton in Dutton and Graham 2014).

However, Grimmelikhuijsen (2012:300) further argues that “it seems that existing power structures remain in existence and are only marginally changed by regular transparency. On the other hand, in ‘WikiLeak’s World’, inadvertent releases might force government institutions to be more open in order to prevent future leaking: if less (sensitive)
information is kept secret there is less need for whistleblowers to leak information.” New information technologies have been used to protect the borders of nation states at the same time when the emergence of e-commerce has enabled a borderless global market. A new kind of information state is in the process of replacing the welfare state, to the detriment of the democratic process through information policies (Braman 2006). In other parts of the world, like North Korea and Burma, the dictatorship has prevented access to the Internet and stands against social change.

Kluitenberg (2003) defines that “[d]emocracy can be understood in two notably distinct ways. In the institutional view democracy is understood as the interplay of institutional actors that represent ‘the people’ and are held accountable through the plebiscite; public votes, polls and occasionally referenda. The second view on democracy is radically different in that it sees the extent to which people can freely assemble, discuss and share ideas about vital social issues, organise themselves around these issues, and can freely voice their opinions in public fora, as a measure for just how democratic a given society is.” The latter view – the participatory view of democracy – is sought after in this research. That may for some seem like a threat to those currently in power.

Hence, in my opinion transparency should pulse like sunlight in every direction without any barriers, supporting the participatory view of democracy. “By ‘the public sphere’ we mean first of all a realm of our social life in which something approaching public opinion can be formed” (Habermas 1964). Thus, transparency means open decision-making processes where the government officials and municipalities inform about their projects and challenges in advance and not only when they are already in place. In the interest of the citizens are the processes behind decisions and not only their outcomes. Unfortunately there is still a culture where the citizens are only given an opportunity to complain afterwards and the public discussion depends on the persistence of traditional media. There should be various information and discussion forums online, where citizens could engage with the city planning, take a stance on Greek-loans and budget formation, if they wish. Still it happens too often that journalists meet every other week an official who refuses to give information on a matter that is “still under a preparation process”, and hence is not public. If the public were given an opportunity to comment on plans and policies that are under preparation and there would be relevant discussion in the public sphere, it would decrease later complaints and give veridical feeling of empowerment to the people.

6 Conclusions

Obstacles and hindrances on the open governance issue are not self-evident. According to earlier studies the social change towards e-government and open governance create challenges especially with regards to access and exclusion. This study did not show that aspect of digitalization so much; in other words, there does not seem to be so many technical issues that pose a challenge to open governance. In the Ministry of Finance of Finland, challenges are instead political, managerial and personal. Nevertheless, this study shows in a reliable manner that there are obstacles in the open governance process.
This study has shown that the Finnish Government is working towards open governance in an international level, yet the co-operation does not set ambitious goals. On global level Finland is claimed to be one of the leaders in transparent governance, however, it is following an open governance program lead by countries that are far behind. As long as comparison to other countries is done, the fact that many of them have bigger corruption problems, hinders the process of open governance in Finland. It raises a question, why the Nordic countries could not be the flag carriers in a matter which they already are praised for but instead they join a cooperation constructed elsewhere. International co-operation on transparency policies can admittedly set standards and give some new ideas. The social media use and training comes to the Finnish public offices through that project. The Ministry of Finance argues for the need for transparent governance in same words than the European Commission. While it may seem natural that the rationale is aligned with the economic alliance, the values of it can be contested. Is transparency for the people and for the democracy or for the business and for the economy? Maybe these are not separate but actually serve the same purpose by ensuring functional financial markets. European Commission has calculated that the economic area loses 120 billion euros per year because of corruption (Akrivopoulou et al. 2014).

On national level the obstacle to create more open governance process is the perception that there is no acute need for better. In the policy-making process it has been highlighted though that the society will not be the same in near future, and hence there is a need for a new kind of transparency: online presence. If government fails to engage in new media technologies or social media, it fails to empower a whole digi-native generation born in 1990’s and after. Government should actually hurry in order to maintain its power position. Yet, the division of power in the society goes to those who have, access and show knowledge (Semple 2012, Van Dijk 2006).

The Ministry of Finance still does not seem to have a clear vision on how social media is used to promote transparency. It is rather ‘tool among others’ as the program leader of the Open Government Partnership stated. As long as social media is seen as yet another tool, it might seem overloading and stressful to use. At the same time traditional media is changing its working methods and conditions in a way that it will eventually change the whole culture of networking between journalists and officials. Social media offers new platforms for this, but only if it is actively used.

This study shows that the potential interactivity of social media is not yet widely in use in the Ministry of Finance. It can be assumed that the case study represents the Finnish Government more widely as the Ministry of Finance creates policies for other offices. Similar obstacles are most probably present in other governmental offices and hence, the results are somewhat universal. Arguably not certain individuals can benefit a social media policy more than others, in fact, it offers by its very nature impartial opportunities to those pertained to it.

Whereas it is simple to answer that a Communication Department makes social media policy in order to first empower the officials, to join the existing virtual public sphere and to promote public services, it is not that straightforward to answer ‘who gets what’. At least those who have strong online presence get more media coverage. From citizen’s
point of view the information flow may seem overwhelming because there are hundreds of channels to follow. The policy-making for communication often appears to be more wishful thinking of democracy activists and communication officials than actually realizing of a new practise. The issues of education play a crucial role when implementing a policy and changing attitudes. Civil servants are ambivalent towards direct citizen participation in political processes, but in this study their main concern were personal abilities to find the time for it. However, at least in the Ministry of Finance, there are plenty of amenable individuals who deal positively with social media. Despite the fact, that values behind the social media policy are not univocal, it is evident that the public sphere discourse is used for promoting it.

This study offers some opportunities for further study. Next thing would be to study how the new social media policy is being implemented, what kind of training is arranged and if it affects the online public sphere. By now the Ministry of Finance of Finland has not been very active in social media. It would be interesting to find out more about policymakers’ attitudes on online citizen participation. This research touched upon the matter, but did not delve deep into it. The research offers also other new avenues for further study. It would be interesting to investigate the changing role of ICT departments in governing. Information officers’ probably share the dilemma with Communication Departments while they try to enable more online communication; at the same time there is a growing risk of data hacking. From this perspective it would be interesting to build a study that sets two policies against each other and find examples in which one or the other dominates.

There are claims for and against the further development of transparency, but many urge that in order to call decision-making transparent the dimensions of communication should be transparent from top to down, from bottom up, horizontally, towards other governmental bodies, international partners, citizens and employees. In the light of recent public discussion and government surveillance this idea seems impossible to achieve as politics have become just another professional career and the main interest of those in power is basically to remain in power. Civil servant nonetheless is always on duty, even online. The social media policy of Finnish Government is still its infancy and the next few years will show whether the use of social media will lead to more citizen participation, or more seclusion.
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Annex I. Interview form (Program leader Ms. Katju Holkeri)

HALLINNON LÄPINÄKYVYYS/Transparency

1. Työskenteleekö erityisesti valtiovarainministeriö hallinnon läpinäkyvyyden lisäämiseksi Suomessa/ministeriöön sisällä? Miksi?/Is the Ministry of Finance working actively to increase transparency in Finland/inside the Ministry? Why?

2. Pidetäänkö hallinnon läpinäkyvyyttä tärkeänä valtiovarainministeriössä? Millainen prioriteetti sillä on?/Is transparency considered important in the Ministry of Finance? What priority it has?

3. Millä tavalla hallinnon läpinäkyvyyttä yritetään ylläpitää valtiovarainministeriössä? Miten se näkyy arjessa?/In what ways transparency is maintained in the Ministry? How can it be seen in everyday work?

4. Mitkä ovat mielestäsi suurimmat haasteet hallinnon läpinäkyvyyden/avoimen hallinnon lisäämisessä Suomessa/valtiovarainministeriössä?/What are, in your opinion, the biggest challenges in increasing transparency in Finland/in the Ministry?

OPEN GOVERNMENT PARTNERSHIP

5. Miten Open Government Partnership Initiative -hanke on edistynyt omasta mielestäsi? Missä mennään juuri nyt?/How the Open Government Initiative has progressed in your opinion? Where are we now?

6. Mitkä ovat OGP:n suurimmat haasteet? Miten ne ilmenevät? Miksi juuri nämä?/What are the biggest challenges of the OGP? How are they manifested?

SUHTAUTUMINEN, ASENTEET/Attitudes

7. Miten valtiovarainministeriön henkilökunta suhtautuu hallinnon läpinäkyvyyden lisäämiseen?/How do the personnel of the Ministry of Finance deal with the increasing of transparency?

8. Onko työntekijöille annettu toimintatapaohjeita hallinnon avoiemuuden lisäämiseksi? Jos on, miten he ovat suhtautuneet niihin? Jos ei, miksi ei?/Have employees been given guidelines for how to increase transparency? If, how have they reacted to those? If not, why not?

9. Millaisia asenteita valtiovarainministeriön virkamiehillä tietääkseesi on hallinnon avoiemuuden lisäämistä kohtaan?/What kind of attitudes the civil servants of the Ministry of Finance have towards open governance, with regards to your experience?

SOSIAALINEN MEDIA/Social media

10. Onko sosiaalinen media ja sen käyttö jollain tavalla osana OGP-hanketta? Miten?/Is social media part of OGP? How?

11. Voidaanko sosiaalisella medialla mielestäsi lisätä hallinnon avoiemuutta? Miten?/In your opinion, can social media increase transparency? How?

12. Käyttävätkö valtiovarainministeriön virkamiehet sosiaalista mediaa työssään? Miten? Odotetaanko heitä sitä?/Does the civil servants of the Ministry of Finance use social media in their work? How? Are they expected to do so?

13. Onko henkilöstö osoittanut kiinnostusta sosiaalisen median käyttöön viranhoidossa?
Miten?/Has the personnel showed interest in using social media in their work?
14. Miten virkamiehet suhtautuvat sosiaalisen median käyttöön viranhoidossa?/How the civil servants deal with the idea of using social media in their work?
15. Suunnitteletteko sosiaalisen median koulutusta virkamiehille?/Have you offered or planning a social media training for civil servants?

LUOTTAMUKSELLISUUS/Confidentiality
16. Miten 'hallintopoliittinen' käännetään englanniksi?/How do you translate Public Governance in English?
17. Millä tavalla sosiaalinen media on osa OGP:ta? Miten somea voi käyttää virkamies-työssä?/How social media is part of OGP? How can social media be used in public duty?
18. Miten sosiaalinen media ja luottamuksellisuus sopivat yhteen? How social media and confidentiality go together?
19. Millä tavalla tietovuotoja yritetään estää?/How information leakages are attempted to stop?
20. Ovatko tietovuodot ongelma nimenomaan sosiaalisen median osalta? Miksi?/Are information leakages a problem especially with regards to social media?
Annex II: Questionnaire

1. Do you use social media tools on your free time? Which ones? (Tick options: Facebook, Twitter, YouTube, Flickr, Instagram, WhatsApp, Skype, Myspace, Four Square, Yelp, Pinterest, LinkedIn, Google+, Topsy, bit.ly, Slide Share, WordPress, Analytics, blogs, other, nothing)

2. Do you use social media tools for professional purposes?

3. If you answered yes to the previous questions, which ones you use? (Tick options: Facebook, Twitter, YouTube, Flickr, Instagram, WhatsApp, Skype, Myspace, Four Square, Yelp, Pinterest, LinkedIn, Google+, Topsy, bit.ly, Slide Share, WordPress, Analytics, blogs, other)

4. How familiar are you with social media? From scale 1–5: I don't really know anything about it — 5. I am social media ambassador

5. How skilful are you with social media? From scale 1–5: I haven't tried — 5. I use them fluently


7. How do you feel about social media? Choose from “a lot”, “a little” and “not at all”. Excited, Frustrated, Angry, Happy, Successful, Unsuccessful, Curious, Indifferent

8. What kind of challenges do you face with social media? Tick boxes: my own skills, lack of time, lack of interest, difficulty of choice, lack of guidance, mixing work and private life, worry of privacy, security requirements in the office, work load, other.

The sheet of answers can be found [here](#).
Annex III. The Social Media Policy paper

The Ministry of Finance: Social media policy to the jory (in Finnish):
*Sosiaalisen median linjaukset_jorylle.pdf*

The Ministry of Finance 1 (3) Ohje, luonnos Viestintäyksikkö 5.5.2015

Valtiovarainministeriö Puh 0295 16001 (vaihde) Snellmaninkatu 1 A, Helsinki Faksi 09 160 33123 PL 28, 00023 Valtio-
neuvosto valtiovarainministerio@vm.fi www.vm.fi Y-tunnus 0245439-

Valtiovarainministeriön sosiaalisen median linjaukset

Sosiaalisen median (some) linjaukset selventävät, mitä hyötyä ja mahdollisuuksia sosiaalinen me-
dia antaa ja miksi siihen kannattaa panostaa. Linjaukset yhtenäistävät toimintaamme sos-
ialisessa mediassa ja määrittelevät, miten ja missä kanavissa toimimme.

Viestintäyksikkö johtaa ja kehittää valtiovarainministeriön (VM) kokonaisviestintää, josta so-
siaa–liinen media on yksi osa. Osallistumme sosiaaliseen mediaan silloin, kun se tukee VM:n
strategiaa ja tavoitteita sekä tehostaa viestintää. Viestintäyksikkö koordinoi somen käyttöä.

Sosiaalisen median linjauksia täydentää Virkamiehen rooli sosiaalissa mediassa –ohje (val-
mis-teilla).

Sosiaalinen media

Sosiaalinen media tarkoittaa verkkoviestintäymäärästöjä, joissa kuka tahansa voi tuottaa tai
jakaa sisältöä, joka leviää linkitysten ja jatkolähetysten avulla nopeasti uusille vastaan-
tajille. Some-kanavien tunnusomaisia piirteitä ovat nopeus, helppokäyttöisyys, vuorovaikut-
neuvoa ja maksutomuus.

Sosiaalinen media on tullut jäädäkseen. Se on keskeinen viestintäkanava. Some on alkanut
syrjäytää perinteistä mediaa ajankohtaisen tiedon ensisijaisena lähteenä. Viihteellisten sisäl-
töjen ohella se onkin tärkeä uutisten ja ajankohtaisen tiedon hankintakanava. Sillä on kasvava
rooli myös toi-mitetun median uutisten synnyssä. Suuri osa toimittajista hyödyntää somen eri
kanavia tiedonhan-kinnassaan.

Miksi VM on sosiaalisessa mediassa?

Avoimuus on yksi valtiovarainministeriön perusarvoista. Se merkitsee avointa tiedonkulkua
sekä laaja–alaista yhteistyötä ja vuorovaikutusta eri sidosryhmien kanssa. Voinme tehdä hal-
linnosta lä-pinäkyvämpää, ymmärrettävämpää ja helpommin lähestyttävää, kun viestimme
avoimesti ja aktiivisesti sekä olemme läsnä siellä, missä mutkin.

Viestimällä oma-aloitteisesti somessa varmistamme, että viestimme menevät läpi välilikäistä
riippumatta. Somen kautta saamme nostettua meille tärkeitä asioita yleiseen keskusteluun.

Kansalai-sille suunnatuista palveluista pystymme viestimään suoraan heille. Kansalaiset voi-
vat myös hel-pommin osallistua yhteisten asioiden käsittelyyn ja antaa palautetta. 2 (3)

Miten VM on sosiaalisessa mediassa?


Käytössä olevat sosiaalisen median kanavat ja vastuut

I. Twitter
VM:n Twitter-tilillä viestimme aktiivisesti ajankohtaisia asioita taloudesta ja hallinnosta. Tiedotustilaisuuksista ja muista tapahtumista poimitaan sitaatteja tehostamaan halutun viestin pe-rillemenoa. Lisäksi vastaamme kysymyksiin ja palautteeseen, uudelleentiitaaamme hallin-nonalan twittejä, verkostoidumme sekä seuraamme sosiosyhtiiä. 3 (3)
Viestintäyksikkö vastaa tilin ylläpidosta. Päivityksistä (ns. twiiteistä) vastaavat kaikki ministeriöni viestijät. He pyytävät tilille tulleisiin substanssikysymyksiin vastauksia muilta asiantuntijoilta.


twitter.com/VMuutiset

2. LinkedIn

Ammattilaisille tarkoitettussa verkostoitumispalvelussa ilmoitamme rekrytoinneista ja avoinna olevista viroista sekä luomme työnantajakuvaa. Viestintä- ja henkilöstöyksikkö ylläpitävät VM:n LinkedIn-tiliä ja jakavat sisältöä.

Virkamiehiä kannustetaan luomaan omaa tiliä, jonka kautta he voivat verkostoitua sekä seurata ja osallistua eri asiantuntijaryhmien keskusteluihin. Oman tilin kautta virkamies voi jakaa myös VM:n uutisia ja rekryointi-ilmoituksia.

linkedin.com/company/ministry-of-finance-of-finland

3. YouTube


youtube.com/user/vmkanava

4. Facebook

VM:llä ei ole omaa Facebook-tiliä yhteisöpalvelun luonteen vuoksi. Facebookissa käyttäjät kertoivat henkilökohtaisista ja vapaa-aikaan liittyvistä kuulumisistaan ja kokemuksistaan. Tällä hetkellä ei ole resurseja ylläpitää VM:n tilia. Hankkeilla ja ohjelmilla on Facebookissa omia tilejä, joiden kautta ne voivat olla vuorovaikutuksessa kansalaisten kanssa.

5. Wikipedia

Wikipedia on avoin tietosankarihja, jota kuka tahansa voi päivittää. Wikipediassa on perustiedot VM:stä sivulta ”Suomen valtiovarainministeriö”. Viestintäyksikkö seuraa tietojen ajantais-suutta ja päivittää niitä.

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