



MINISTRY OF FINANCE

## VALUES TO BE PART OF THE DAILY JOB

6b/2004



WORKING  
PAPERS

# VALUES TO BE PART OF THE DAILY JOB

6b/2004

*MINISTRY OF FINANCE  
PERSONNEL DEPARTMENT  
STATE EMPLOYER'S OFFICE*

WORKING  
PAPERS

**MINISTRY OF FINANCE**

Snellmaninkatu 1 A  
P. O. Box 28  
FIN-00023 GOVERNMENT

**Telephone**

+ 358 9 160 01 (switchboard)

**Fax**

+ 358 9 160 33123

**Internet**

[www.vm.fi](http://www.vm.fi)

**Inquiries**

Telephone  
+ 358 9 160 34962

**Layout**

Hanna Darboe

ISSN 0788-6322

ISBN 951-804-525-9

Editia Prima Ltd  
HELSINKI 2005

# FACT SHEET

<b>Publisher and date</b>	Ministry of Finance, August 2005		
<b>Author (s)</b>	Chairwoman of the working group: Ms Kirsi Äijälä, Senior Adviser, Legal Affairs		
<b>Title of publication</b>	VALUES TO BE PART OF THE DAILY JOB The experiences of pilot organisations and conclusions of the working group		
<b>Parts of publication/ other versions released</b>	The publication is available on the Internet at the web-site <a href="http://www.vm.fi/julkaisut">www.vm.fi/julkaisut</a>		
<b>Keywords</b>	Values, ethics, management, morality		
<b>Publications series and number</b>	WORKING PAPERS, 6b/2004		
<b>Identifications</b>	<b>ISSN</b> 0788-6322	<b>ISBN</b> 951-804-525-9	
	<b>No. of pages</b> 66	<b>Language</b> English	<b>Price</b>
<b>Sales distribution</b>	Ministry of Finance, Personnel Department, phone + 358 9 160 34962		
<b>Printing place and year</b>	The publication is available only on the Internet at the web-site <a href="http://www.vm.fi/julkaisut">www.vm.fi/julkaisut</a>		
<b>Abstract</b>	<p>The project sought means of incorporating the departments' own values into practical activity and of defining good practices, and thereby of maintaining and strengthening the common values of the state administration. The means relate firstly to measures originating from the organisation, such as service, openness, impartiality, etc. On the other hand, they concern aspects relating to the conduct of an individual official. Broadly speaking, the project seeks for its part to also foster the productivity, quality and reliability of state administration activities as well as the state's competitiveness as an employer.</p> <p>The task of the working group was to launch pilot projects, the results of whose work will be used in the project's final report and distributed for use by all state units. The report presents concrete means of converting values into practical procedures. Values do not mean anything as mere words. Values are useful only if the unit has a common understanding of the content and significance of the values in work.</p>		

---

The working group's conclusions and proposals for measures have been divided into three parts, which are 1) values as a management tool, 2) values as an official's ethical code and 3) monitoring implementation of values. Turning values into a management tool calls for attention to be paid to the careful implementation of the value process, the incorporation of values into management by results and individual performance and development discussions, and to the opportunities afforded by the new remuneration system. Working atmosphere surveys, directors' evaluation and feedback, training of superiors, recruitment and also attitudes towards activity contrary to the values are also important.

The core objective is for each official to be aware of the demands imposed by his or her position. The single-minded support of management and measures to implant values in the work organisation play a key role in achieving this objective. In connection with the value process, the unit's values can be crystallised into an ethical code describing the values and their content. The implementation of values in the unit's daily work needs to be monitored by means of a continuous value debate and the contribution to be incorporated in the annual report. The State Employer's Office will assess the effectiveness of the project separately.

## *To the Ministry of Finance*

---

On 11th September 2002, the Ministry of Finance set up a project to foster the maintenance and strengthening of values as part of the practical activity of operating units in the government administration. The project was based on Government resolution on state personnel policy of 30th August 2001.

The objective of the project was to maintain and promote the high ethical standard of civil servants in government units by seeking means of incorporating values into practical activity. The objective involves both maintaining and strengthening the government's common value base in the activity and putting the organisation's own values into practice. The task of the project was to launch pilot projects, monitor and control their work and organise training events or seminars in support of projects and to use the results of projects in the final report of the project. The pilot departments are Jyväskylä University, the National Bureau of Investigation, Lapland Employment and Economic Development Centre (Lapland TE Centre), the Ministry of Transport and Communications and the Criminal Sanctions Agency. Another task was to use the work of the pilot projects to create and present models for the department's value process and for incorporating values into practical activity.

For the purposes of the project, a working group was appointed, comprising the following individuals: as Chairman, senior adviser, legal affairs Kirsi Äijälä from the Ministry of Finance and, as members, senior adviser for finance Asko Lindqvist from the Ministry of Finance, senior officer, legal affairs Riitta Bäck from the Ministry of Finance, head of personnel Matti Hermunen from the Finnish Road Administration, head of administration Heli Herna from the Criminal Sanctions Agency, Professor Markku Kulomaa from Jyväskylä University until 31st January 2003 and then deputy principal Paula Määttä from Jyväskylä University, director Pirkko Saarela from Lapland TE Centre, ministerial adviser Ulla Oas from the Ministry of Trade and Industry, head of division Antti Turkama from the National Bureau of Investigation, Deputy Director Eino Hämäläinen from the National Board of Customs as well as lawyer Ari Komulainen from the wage-earners' association

Pardia ry. In addition, special advisor Kirsti Kuivajärvi from the Ministry of Justice, subsequently from the Criminal Sanctions Agency, and head of personnel development Kirsi Karppi from the Ministry of Transport and Communications were appointed members of the working group from 8th January 2003. Ministerial secretary Eerikki Nurmi from the Ministry of Trade and Industry stood in for Ulla Oas during her leave of absence from 7th January to 30th September 2003.

Project Planner Hannele Harjunen from Jyväskylä University has been involved in the working group since 1st February 2003. The state's employer and personnel policy consultative committee was the project's control group.

The experts heard by the working group were director Arto Antman from the City of Helsinki Training and Development Centre, Director Pauli Juuti from the Finnish Employers' Management Development Institute, Director of Administration Riitta Laitasalo from Kesko as well as Head of Development Jukka Tanskanen from the OKO Bank Group. On 20<sup>th</sup> January 2003, as part of the project, the State Employer's Office held a training event for the members of the working group and the pilot departments' project groups. On 21st January 2003, as a continuation, it held a seminar for management. In addition, the State Employer's Office organised a Values and Management seminar for government managers, held on 2nd September 2003. Its objective was to introduce participants to value thinking and equip them to apply it in everyday work.

The results of the project consist of the experiences of the pilot departments and the conclusions of the working group as ways in which values are in practice converted into good procedures. The proposed means relate to the careful implementation of the value process, incorporation of values into management by results and into result and development discussions, to the opportunities afforded by the new remuneration system, utilisation of job ambience surveys in the monitoring of values, assessment of managers and feedback, training of superiors, recruitment and to attitudes to activity contrary to values. The central objective is for each civil servant to be aware of the demands imposed by his or her position. This will be achieved by familiarising with them all civil servants and by discussing values in all other training as well. The working group also proposes means of monitoring implementation of values.

Once it has completed its work, the working group is due to submit its report to the Ministry of Finance in Helsinki on 31st December 2003

Kirsi Äijälä

Riitta Bäck

Matti Hermunen

Heli Herna

Eino Hämäläinen

Kirsi Karppi

Ari Komulainen

Kirsti Kuivajärvi

Asko Lindqvist

Paula Määttä

Ulla Oas

Pirkko Saarela

Antti Turkama





# Contents

---

ABSTRACT .....	11
1 INTRODUCTION .....	15
2 WHY ARE A VALUE DEBATE AND COMMON VALUES REQUIRED IN GOVERNMENT?.....	19
2.1 Rendering the common value base of the government familiar .....	19
2.2 Why are values needed? .....	20
2.3 The significance of the organisational culture.....	24
2.4 The organisation's values and individual values .....	25
3 VALUES IN PRACTICE .....	27
3.1 Values as the basis for an organisation's activity .....	27
3.2 How are values translated into procedures? .....	28
3.2.1 Values as a management tool .....	30
3.2.2 Values as a civil servant's ethical code.....	36
3.2.3 Implementation of values is monitored.....	39
4 GOOD PRACTICES – THE RESPONSES FROM THE PILOT PROJECTS .....	41
5 SUMMARY OF THE PROJECT'S CONCLUSIONS.....	51
5.1 The unit's measures and responsibilities .....	51
5.2 Central-level measures and responsibilities .....	51
6 ABSTRACTS OF THE REPORTS .....	53
HOW TO CONTACT THE PROJECT'S CONTACT PERSONS .....	63
APPENDIX .....	65



## ABSTRACT

# THE CONCLUSIONS AND PROPOSALS OF THE VALUES TO BE PART OF THE DAILY JOB PROJECT

The common value basis for the state administration was defined in a decision in principle on state personnel policy taken by the Finnish Government on 30<sup>th</sup> August 2001. It states that the activity of the state administration is value-oriented and ethically high-calibre. The job of the State Employer's Office is to influence the reinforcement of a common value basis and to promote turning the units' own values into practical procedures. The activity of the Finnish state administration has traditionally been of an ethically high standard. In addition, according to an international index assessing occurrence of corruption, Finland has been the least corrupt state in the last four years. The objective is to maintain this high ethical standard in future as well, and this calls for values and ethics to be highlighted in practical work.

Strengthening the value basis and fundamentally uniform operating culture signifies that state administration units have common operating principles and procedures and an ethically strong policy. Values are of no significance as mere words, but are implemented in the form of practical activity, decisions and actions.

The conclusion of the Values to be Part of the Daily Job working group in a nutshell is that incorporating value-steered activity and management into everyday work calls for a conscious investment in promoting the matter in numerous sub-areas of personnel policy. Each unit must itself go through its own process and thereby gain a common understanding of the practical significance of the values in their work. The unit's values steer its activity and take precedence over the individual's values in conflicting situations at work. Once the values steer the activity and have been internalised, the activity also meets a high ethical standard. Implementation of values also requires individuals to know what their role in the work organisation is and how they can implement the values in their own work.

The results of the project comprise presentation of the benefits of the value debate and of tools suitable for managing the value process with (Chapter 2), the working group's conclusions and proposals (Chapter 3) and the good practices of the departments participating in the project for putting the values into practice (Chapter 4, excerpts in Chapters 2 and 3). The summaries of the reports of the pilot projects are annexed to the memorandum.

## The unit's measures and responsibilities

The working group's conclusions and proposals are divided into three parts:

1. Values as a tool of management
2. Values as an official's moral code and
3. Monitoring implementation of values

### 1. Values as a tool of management

Implementing the values in the activity means that they are used as a tool of management. This calls for directors and foremen to commit themselves solidly to activity according to the values. The working group has gathered its proposals and conclusions into a list of measures. It presents the matters that are the minimum required for incorporating the values into practical activity, to steer the activity.

- Definition of values means a value debate that gives the entire personnel an opportunity to participate and be heard. It also means designating the unit's values and assigning them a uniform significance in the unit's work.
- Values are incorporated into management by results. Values are involved in the control of the administrative sector comprehensively. The values of the ministry and the subordinate department are incorporated into the annual result discussions between them.
- Values and ethics are part of the development of management and personnel. The significance of the common value basis of the state administration as well as exercises and discussions relating to ethical procedures are core areas.
- Work atmosphere surveys are put to use. Working atmosphere surveys provide information on management and the well-being of personnel at the time they are conducted. Questions relating to the implementation of values help in long-term monitoring.
- Values are included in result and development discussions. Personal annual result and development discussions contain a section in which the official/employee and foreman both assess each other's activity according to the values.
- Directors are assessed. The directors' example furthers implementation of values. In the assessment of directors, values can be linked to overall assessment.
- The new remuneration system reacts. The department's values are also taken into account when building up the departments' new remuneration systems. Applying the systems in practice helps foster activity according to the values in the departments.
- Values are involved in the choice of personnel. The state administration's common

and the unit's own value basis are one subject in the structured interview held in connection with recruitment.

- Ethical problems are resolved. Discussion about ethical issues that arise is open. The electronic discussion board, the group assisting management and also public relations are means of resolving ethical problems.
- Activity contrary to values is interfered with. The significance of values is manifested in actions. Strengthening of values calls for conduct according to them to be fostered. Credibility requires activity contrary to values to be interfered with as part of normal management and foremen's work.

## 2. Values as an official's moral code

- Crystallising the unit's values and their practical significance into a moral code fosters internalisation of values. One example of a moral code is a map of rules with a brief description of the content of the value and also a list of practical procedures describing the visibility of each value in practice.

## 3. Monitoring implementation of the values

- Implementation of values is monitored in everyday work and individuals can provide their colleagues with feedback. The section on implementation of values in practice to be attached to the annual report strengthens monitoring. Various barometers as well as self-assessment of the quality system also act as monitoring tools.

## Central (State Employer's Office) measures and responsibilities

1. The State Employer's Office's personnel policy barometer will include a question about monitoring of implementation of the values: Should implementation of the values be measured in a) foremen's work and management, b) in the work of all officials?
2. The working group's final report together with pilot annexes and a booklet containing the state administration's values and ethical principles, published at the same time, will be distributed to departments. The results of the project will be presented at suitable forums in collaboration with the pilots.
3. The State Employer's Office will assess the effectiveness of the project as regards both the pilots and more broadly.



# 1 INTRODUCTION

*Government values are based on the values of a democratic constitutional state and Nordic welfare state in an intensely globalising environment. The objective of state personnel policy is to strengthen and exploit the value base and an operating culture with a uniform foundation. The value base and high ethical standard are reinforced by training, by management training in particular. In addition, guidelines relating to ethics are developed together with the communication of good operating models and monitoring. The operating units build their values on a common foundation. The organisations must engage in value debates and commonly defined values must be incorporated into practice. It is ensured at all levels of activity that the ethical problems encountered by civil servants in their work are resolved and that the well-known high standard of Finland's civil service ethics is retained when there is considerable turnover of personnel. (Excerpt from Government resolution on state personnel policy, 2001)*

The common values of the government were defined in Government resolution “On state personnel policy” of 30th August 2001. It states that government activity is value-oriented and of an ethically high standard. The job of the State Employer’s Office is to influence the strengthening of the common value base and to foster the translation of the units’ own values into practical procedures. The activity of the Finnish government has traditionally been of an ethically high standard. In addition, Finland has been the least corrupt state for the last four years according to an index assessing the perception of international corruption (Transparency International). The objective is to maintain the high ethical standard in future as well. This requires people to be aware of the significance of values and ethics and for them to be discussed in practical work.

This working group report presents means and the experiences of pilot departments which the working group considers will be of benefit to conducting a successful value process in the operating units. The working group’s conclusions also include those matters mainly in the field of personnel policy which values should be incorporated into in



The strengthening of the value base and uniform operating culture signifies that government units have common operating principles and procedures and an ethically strong policy. Even though the activities of different units differ, they also have certain unifying factors at a theoretical level. This means that different government units form an entity, a government organisation, or, to use an expression from business life, a group.

The Central Chamber of Commerce has compiled its third report on Finnish corporate culture as a continuation of the reports published in 2000 and 2001. The Corporate Culture 2004 report demonstrates that businesses recognise more broadly the significance of the values steering their activity. The report is based on a survey of the management and personnel of Finnish businesses. According to the study, companies now realise that in the midst of change it is particularly important to maintain employees' welfare and job motivation. The report observes that "in the long run, only a motivated personnel that feels well does good work". The report states that the result can also reflect the fact that companies believe that competition for competent personnel is growing fiercer and they want to hold on to good employees in future as well.

The working group appointed by the Ministry of Finance on 11th September 2002 dubbed itself Values to be part of the daily job. The idea was for the name to describe an objective in which values are not just "obligatory" things mentioned in speeches but operating and behavioural methods implemented in the everyday work of the departments. The principal task of the Values to be part of the daily job working group was to gather, through the units taking part in the project, practical applications methods, i.e., good practices which other government units can utilise in their own value work.

The work of the working group is a continuation of the work of a project set up by the Ministry of Finance in 1998, which led to the publication of the report "Civil Service Ethics, a study of the grounds of civil service ethics, its present state and areas of development" (Ministry of Finance working group reports 8/2000). The results of the Values to be part of the daily job working group confirm those of the previous working group, recorded in the final chapter of the report. Management and the example of managers, result and development discussions or performance discussions, training, open debate etc. which were discussed then are still central elements in putting values into practice.

The conclusions of the Values to be part of the daily job working group do not thereby reveal new areas or shortcuts for internalising values in practical activity. The conclusion in a nutshell is that incorporating value-steered activity and management into everyday work calls for conscious investment in promoting the matter in numerous sub-areas of personnel policy and in particular in management. Each organisation must itself go through its own process, a ready result cannot be bought anywhere, however attractive it may indeed be as an idea.

When values steer the activity and have been internalised, the activity also meets a high ethical standard. Implementation of values also requires individuals to be aware of what their role in the work organisation is and how they can implement values in their own work.

**Some basic concepts**

<b>Value</b>	A matter or goal that is regarded as important
<b>Ethics</b>	The principles for evaluating the correctness of actions
<b>Morality</b>	Commitment to certain values and principles
<b>Professional ethics</b>	The profession's own values and principles
<b>Civil service ethics</b>	The values and principles of civil servants and authorities



## 2 WHY ARE A VALUE DEBATE AND COMMON VALUES REQUIRED IN GOVERNMENT?

### 2.1 Rendering the common value base of the government familiar

The resolution on state personnel policy redefined the common values of the government (Diagram 1). These are the *effectiveness, quality and expertise, service principle, transparency, trust, equality, neutrality, independence and responsibility* of the activity.

**Diagram 1** Government values



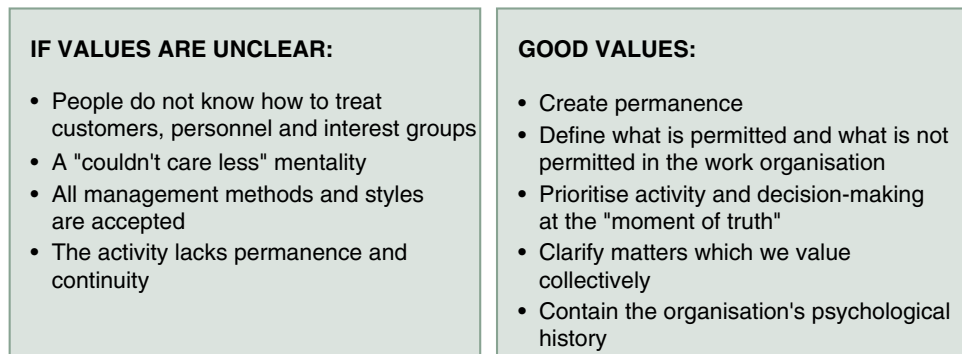
The common base is extensive and, instead of values, it is more correct to talk of values and ethical principles. Their significance differs from the values of an individual unit, which are defined from the operational points of departure of each unit and as a result of joint discussion. The common values and principles of government are by nature general, even though for example openness is the value chosen most often in the different units. Neutrality and independence are traditional objectives and principles set for the activity of government. Effectiveness along with quality and expertise have emerged alongside these as new values of administration.

Would it be best for the values of the departments to be the same as the common values of government? The question is raised from time to time and arguments can be made for and against. The conclusion of the Values to be part of the daily job working group is that the departments can define their own values, as they have indeed done. However, they must ensure that the department's values do not conflict with the common values. If they did, the quality and credibility of government activities would suffer. On the other hand, there is no obstacle to the departments utilising the common values in their own value processes. The objective is for each person working in government to be aware in future of the common value base and of the practical significance of values. This is rendered more precise by the definition of the unit's own values so that they support the common values and steer the unit's activity.

## 2.2 Why are values needed?

The value debate, definition of values and their practical application lead to a situation in which commonly approved values really guide the activity.

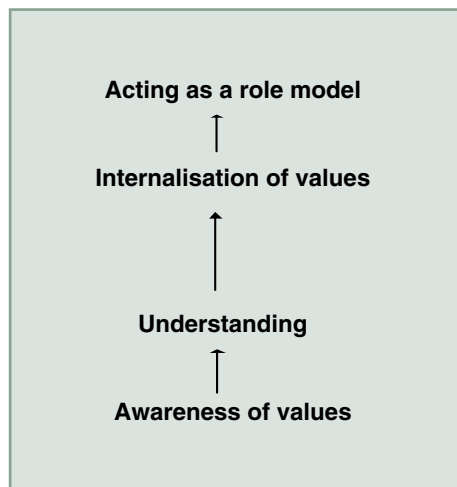
**Diagram 2**     *The significance of values*



*Source: WM-data*

The defining of values and putting them in practice are of varied benefit to a unit. Diagram 2 shows the disadvantages when values are unclear and the benefits when good values steer the activity. The benefits of values can be described more broadly, too. Values create for the unit common rules that establish security and predictability. Values help people to choose the best possible approach in new or difficult situations. Values act as a real tool of management and thereby support management work. Values which also work well in practice increase the welfare and job motivation of personnel. Care for people is emphasised. Values can also be a competitive edge when attracting new personnel or in order to keep existing personnel. As a whole, the aforesaid factors help to improve the unit's productivity.

**Diagram 3**     **The four levels of values**



*Source: Talent Partners*

Defining of values still does not guarantee that they will have an impact in practical work. Even if a concrete content were to be defined for the values, they are at that stage still usually nothing but matters that people are aware of. The minimum objective ought to be for the values to be internalised by each employee, which means that they do not need to be thought about separately but steer behaviour with their own force. The “highest level” of internalisation of values is acting as a role model, which means the assimilation of values to such an extent that individuals serve as an example to others and with their own behaviour guide others. Diagram 3 illustrates the four levels of values and the fact that there is still a long way to go from awareness and understanding to the internalisation of values.

## Values in the activity of the Finnish Customs

### Creating a value process

The value process at Finnish Customs began in 1998 with a management value seminar. This defined management's view on Customs' value candidates, how Customs' values were to be ultimately defined and how they were to be incorporated into management and routine activity. It also considered the state of Customs' intent for the future and clarified the vision, sought to ascertain the link between values and management and created a view and way of proceeding to the value process (draft workbook).

After this, there were four seminars attended by approx. 300 people chosen at random from different organisational levels and roles. In a two-day seminar, they elaborated Customs' value candidates into the form they take in the workbook.

In the course of 1999, the entire personnel expressed an opinion on Customs' value candidates with the aid of the workbook in two-day value seminars run by Customs' own value coaches (64 individuals).

At the beginning of 2000, Customs' internal value coaches elaborated Customs' values into their current form on the basis of feedback and these were confirmed. The value item was incorporated in the same year into Customs' value and development discussions.

Inquiries were first made into how Customs' values were implemented in practice in a personnel job satisfaction survey conducted in 2002. The survey contained four scaled questions on values describing Customs' professionalism, trustworthiness, service-mindedness and respect for the individual. The response scale of the questions was 1-5.

### Results:

Professionalism	Trustworthiness	Service-mindedness	Respect for individual
3.5	3.7	3.6	3.2

A personnel job satisfaction survey is carried out every other year. In addition, Customs regularly conducts customer satisfaction surveys. On the basis of the responses to the survey conducted in 2001, it can be determined that customer satisfaction has grown in all of the sub-areas of the Customs' report compared to the 1996 and 1998 surveys.

## The objectives of values

Customs' values are derived from the vision and operating idea and relate to the objectives of the activity. The purpose of values is to define uniform procedures at Customs and to steer management and procedures and conduct in all activities and at all organisational levels. They also act as an internal compass pointing to joint success and as an ethical backbone and foundation in routine decision-making.

### Experiences

At Customs, values form part of resource and operational strategies. The foundation for activity according to the values was laid through the solid commitment of management and superiors to activity according to the values as well as through participation by personnel in the defining of values in the value process.

The significance of values is nowadays central in the Customs' control system, management and routine decision-making and in its procedure.

Values are included as part of operational control in Customs' management by results system as result objective agreements. Management by results is completed by Customs' balanced result card thinking, in which values are linked into management procedure at different organisational levels. In addition, self-assessment of the activity (EFQM) gauges and evaluates how personnel and customers have been notified operationally of values, and the results of activity are gauged by means of the central performance and personnel results.

Customs' new remuneration system has been constructed to reward activity and conduct according to values. In addition, activity according to values is an aid to career advancement.

Values are linked into routine management by improving the personnel management skills of superiors through training as well as by linking assessment and improvement of implementation of values to annual result and development discussions.

The responsibility of the entire personnel for activity according to values is stressed in recruitment, basic training and in communication. Activity contrary to values is tackled immediately and failure to abide by them has also led in practice to concrete supervisory consequences. However, the aim has been to direct control away from external control to self-control by improving self-steering and the taking of responsibility through the management and feedback system.

Compliance with values will be manifested in the everyday work of Customs hopefully in future in the form of an improved corporate spirit, helpfulness, trustworthiness and expertise. Through the values, Customs has sought to communicate its approach to its customers and interest groups as well as to sharpen its public image.

All told, blending values into routine work was a project with a beginning but no end.



## 2.3 The significance of the organisational culture

Each organisation has its own culture which evolves over time. Values are an essential element in this culture and have an impact on its other parts.

**Diagram 4**     *The organisational culture is decisive*



*Source: Novetos*

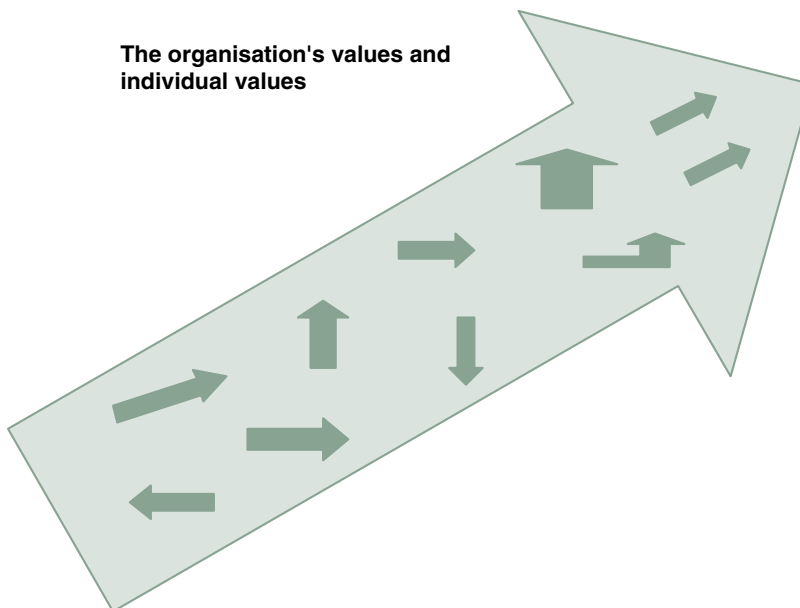
The iceberg image (Diagram 4) illustrates that visible activity and conduct are merely the tip of the iceberg in an organisational culture. Beneath the surface lies the base of the iceberg, formed by basic assumptions and beliefs. Values, choices and attitudes are built on top of these, but are left beneath the surface, out of sight. Nevertheless, everything that remains out of sight steers visible conduct. This means that what is central to the organisation is what kind of basis it is built on, how its values guide visible activity. The real value debate also reaches the invisible part below the surface, from basic assumptions and beliefs to values. If the value debate only relates to visible activity and conduct, the foundation remains as before. The consequence is that real change does not take place.

The government's common value base creates a uniform operating culture, which unites government departments with different tasks, procedures and sizes. Within the sphere of the Government, in the ministries, the uniform culture strengthens their ability to implement the government's programme objectives and thereby supports, for example, implementation of policy programmes and the government's strategy document.

## 2.4 The organisation's values and individual values

The work organisation abides by the organisation's values. Otherwise, the organisation's values could not contribute to steering the activity.

**Diagram 5**     ***The organisation's values and individual values***



*Source: Novetos*

Diagram 5 illustrates the relationship between the organisation's values and the individual's own values in the operating unit. The values of the unit, such as a government department, steer its activity. The individuals working in the unit have their own set of values, which they are entitled to regardless of what work they are in. In the job organisation, the point of departure is, however, that work is guided by the unit's values. The difference between the individual's own values and the unit's values can cause conflicts over choice of procedures or decisions. It is justified to discuss these within the organisation and look for a correct strategy. In Diagram 5, the large arrow shows that the unit's values determine the organisation's policy and procedures, but the values of individuals can be different. It should be evident outside the organisation, for example, to customers that the organisation has a common value base, implemented in all activities.

## Adulthood and professionalism

Working life is for adults, men and women. For example, the following characteristics can be deemed to be associated with adulthood and professionalism:

- Taking responsibility for one's own feelings and conduct
- Taking responsibility for one's own skill and its maintenance
- Awareness of the work organisation's basic task and of the objectives and methods by means of which the basic task is managed in the organisation
- Awareness of the profile of one's own job and of its implementation at the level of activity
- Respect for oneself and others: compliance with sufficiently good manners at the work place, ability to discuss things objectively with colleagues
- The ability to give and take both positive and corrective feedback
- The ability to talk about things with their real names; the skill to raise matters that need to be examined with the relevant person, the understanding to avoid "cliques" and to refuse to talk about people behind their backs.

*Source: Novetos*

## 3 VALUES IN PRACTICE

### 3.1 Values as the basis for an organisation's activity

The defining of values is part of an organisation's strategy work. Mission, vision, strategy and values are the foundation of each organisation. The task of values is to steer the activity so that the other aforesaid factors can be implemented. Values are implemented as practical actions, in decisions relating to the activity, in unconscious cases in choices, etc. They are the unit's way of acting both in order to implement their own societal task and to safeguard the work organisation's internal efficacy.

“It is nevertheless good to remember that strategy work is always very demanding because, quite often, matters of significance to the future are visible to our understanding only in the form of weak signals and a quite hazy cluster of problems. Therefore it is wise, consoling and humbling that there does not exist a single expert, civil servant, branch of administration, party or interest group that would be able to perceive everything correctly.”  
(Lari Junkkari, Novetos)

Values do not signify anything as words. Values are of benefit only if they have a practical significance and content in both operational management and in personnel management and conduct. Internalisation of values so that each person in the work organisation can perceive them as steering the operation takes a long time. Purposeful and continuous discussion about implementation of values is necessary for the success of the entire process.

## Implementation of values in the Finnish Road Administration

The values of the Finnish Road Administration: *societal responsibility, customer-orientation* as well as *expertise and co-operation* were defined on the basis of a broad debate in 1998.

The values were one point of departure when, in 2001, the content of the Finnish Road Administration's new vision was elaborated: The needs of society as the point of departure, We engage in co-operation for the benefit of the transport system, We are responsible as an expert for road maintenance and We create a challenging work organisation.

The vision process was also based on broad participation. It formed the basis for a reform of central strategies, and all significant development efforts were directed at their implementation. A considerable percentage of personnel have been involved in development work. Nonetheless, the job satisfaction study in 2002 and 2003 indicated, inter alia, that acting according to the values and to the vision and strategies was clearly in need of improvement. At the beginning of 2004, a decision was taken on, inter alia, the following measures.

The success of all directors and process owners will be gauged in 2004, inter alia, by how well they have been able to improve the measurable results of their own profit centre or process in the aforesaid areas of development. This calls for values to be highlighted and for people to act according to them, at a personal level as well. Strategies have to be concretised to direct practical work and decisions on it.

Ethical rules, with values as one point of departure, are being drawn up for the Finnish Road Administration. At the beginning of 2004, a discussion on these was launched in co-operation organs, at work places and in the Finnish Road Administration's intranet.

The experiences and practical procedures emerging from the Values to be part of the daly job project can be used as an aid to development work.

### 3.2 How are values translated into procedures?

The translation of values into practical procedures calls for a debate covering the entire operating unit. Various tools for launching a debate and for perceiving the unit's general objectives have been developed. Each unit can choose the ones that feel most suitable in order to make its own work easier.

The ethical debate can be assisted by questions, and the answers to them can lead to a definition of the unit's desired and forbidden areas, grey areas and risk areas as regards ethics.

## ***The ethical debate model***

### **Desired areas**

As an ethical work organisation, we want to influence positively the following things:

We are known for the fact that:

### **Forbidden areas**

Things which we do not accept in any circumstance:

Things in which we are particularly severe towards ourselves:

Things which we demand from our partners:

### **Our own unit's grey areas**

Areas in which there are no clear guidelines, laws or directives:

Areas in which interests conflict:

Areas for which an ethical policy has not yet matured:

Areas in which generally accepted ethical norms have most evidently been broken:

Areas in which the individual has exceptionally great discretion:

Areas in which different cultures, ways of thinking and traditions collide:

### **Risk areas as regards ethics**

Our activity may involve the following risks:

The magnitude and consequences of the risk:

The risk will occur if....unless....

*Source: Novetos*

**Diagram 6**      **Values in practice**

	Values in practice		
	Value: _____		
	How can this value be seen outwardly?	What does it require of personnel?	What does it require of management?
Normal level= good present level			
Peak performance= future target level			

*Source: Talent Partners*

Diagram 6 contains an example of how questions relating to the defining of values can be analysed at the level of an operating unit. This is one way to illustrate the significance of values in work and to obtain common understanding for it. The definition is first carried out for each value separately in small groups comprising representatives of the different units. The results are collated for a continuation discussion held in the entire organisation.

**In the following are the working group's proposals for the minimum measures required for translating values into practical procedures. The measures are divided into three sections: Values as a management tool (3.2.1), Values as a civil servant's ethical code (3.2.2) and Monitoring implementation of values (3.2.3).**

### 3.2.1 Values as a management tool

- *Defining values*

The definition includes a value debate where the entire personnel have an opportunity to take part and be heard. The debate benefits from the fact that appropriately trained in-

dividuals chosen from the work organisation steer the project (“value coaches”, “value agents”). The visible involvement of the unit's upper management throughout the process is crucial for credibility. This means, inter alia, talking about the matter at information and training events arranged for personnel at all stages of the debate. Sufficient time needs to be set aside for the process: the value debate only yields a result once it has got people to participate and think about matters relating to their work.

It is recommended that an individual unit should have from three to five recorded values. If there is a very large number of values, people do not remember them, which weakens their effect in the organisation. In this sense, the common values and ethical principles of government are in a different position because they form not only the elements that steer the activity but also an ethical standard for all civil service activity. One could say that the emphasis in these is on principles and attitudes more than on the operational side.

The content of the common values and ethical principles of government is described in a separate State Employer's Office publication, which also contains the general rights and obligations of a civil servant and authority (Values in the daily job - civil servant's ethics, 2005).

An essential part of the defining of values is that, as a result of the debates, a verbal description is also drawn up for the values and they gain a concrete significance relating to each person's work.

The defining and description of the values is the first phase in applying them in practice.

- *Values are incorporated into result steering*

Value-orientation as the goal of the activity includes the objective of the values also being involved in the control of the administrative sector as a whole. Otherwise, the values guiding the activity of an individual department may remain lacking in significance. The values of the ministry must be compatible with those of the agency under its control.

It is recommended that the values of the ministry and the agencies in its administrative sector be included in the annual result discussions. The discussions examine the agency's objectives and results from the standpoint of the implementation of the ministry's values and the agency's own values. If there are unresolved issues associated with their application or reconciliation, these are examined in the discussions in order to find a solution. The objective is for there to be common policies on matters at the different levels of administration.



- *Values and ethics are part of the development of management and personnel*

The value debate is continuous and does not end when the values have first been defined. Values are assimilated and internalised as procedures evolve to correspond to the values. Testing takes place in practical work as each person can raise a question about procedures or conduct according to the values, and the topic becomes the subject of general debate.

Values and ethics have not figured very much in state administration's general training of superiors and management. The Values to be par of the daily job working group proposes that values and ethics be incorporated into all management training in future. How the matter is to be treated in different training events calls for separate preparation. For example, the working group regards the following contents and methods as worth trying:

- An introduction to the common values of the government's personnel policy
- The concepts of civil service ethics and its central significance in official activity
- Values in a unit's strategy work
- Guided discussion
  - a) on the significance of the common values of government from the unit's standpoint
  - b) on the content and significance of the unit's own values, i.e., their translation into procedures
- Exercises. For example, the task includes a problem which a civil servant in the target group to be trained may face. By means of an individual exercise and small group discussion, the task is to select the procedure which one would commit oneself to in that situation. Personal choices are justified in small groups and the various choices are discussed.

The debate on values needs to be linked to all training of superiors so that each superior thinks about these issues repeatedly as he or she takes part in the courses. Training on values focuses most on ethical deliberation relating to the individual's own work. The task arrangements may vary, but the core content lies in consideration of the significance of values.

The working group recommends not only training of management and superiors but also the incorporation of values and ethics into all personnel training. The basic topics in the training are:

- The main features and demands of a civil servant's position
- Familiarisation of all civil servants at the beginning of the service relationship
- The common values of state administration and the significance of the unit's values in work

As with superiors, the main emphasis in training on values and ethics is on discussions and speculations led by the various tasks.

- *Making use of work ambience measurements*

Work ambience measurements provide information on the management of the unit and on the welfare of personnel. However, by themselves they will not suffice as gauges because the results may vary considerably depending on the topics on the agenda specifically on the response date. The questions relating to implementation of values in a work ambience measurement can be in both the section on management and in a separate section devoted solely to values. The results of a work ambience measurement are a long-term monitoring tool. Their credibility in the work organisation calls for responses to the results and for changes to be made if necessary.

Examples of questions:

- Does the superior treat personnel impartially?
  - Does the superior act justly?
  - Does the superior him- or herself act in the way that is required in the organisation?
- *Values are included in result and development discussions*

Once the values have been defined, they are included in the result and development discussions between superior and civil servant. Both parties assess how the values have been implemented in practical work. If they have not been implemented in the desired way, they also discuss how to proceed in the next period. The discussion calls for openness in order for it to act as a guidance method.

*See example: Lapland TE Centre's result and development discussion form, appendix p.65.*

- *Managers act as examples and management is assessed*

Managers and superiors have a responsibility for setting an example with their own behaviour. The managers thereby serve as examples to personnel in the internalisation of values. Superiors set an example for how values impact everyday work. If the superior fails to comply with the values, he or she cannot credibly require others to comply with them.

The State Employer's Office is currently engaged in developing management in state administration. This work is based on the proposals of a working group led by Chief Secretary Sirkka Hautojärvi.<sup>1</sup> Assessment of management forms part of this development work. Implementation of values in a manager's work can be linked to overall assessment. In that case, the result of the assessment would be affected at least by the feedback provided by the manager's superior and subordinates. In addition to the aforesaid, assessment of interest groups and peers provides even more wide-ranging feedback. Assessment of managers in a result and development discussion works in the same way as with other personnel.

- *The new remuneration system reacts*

The objective is for the new remuneration systems based on the demands of the task and on personal work performance and competence to have been introduced comprehensively in the state sector by the end of 2004.<sup>2</sup>

The bases for the new remuneration systems include support for successful activity and management in the agencies, just remuneration and impartial treatment of personnel. The new remuneration systems thereby include already from the outset a value viewpoint, which is largely in line with the state's value base.

When new remuneration systems are being built up in an agency, the agency's values are also taken into account. This means that the systems of assessing the demands of tasks and personal work performance and competence cannot be contrary to the agency's values. Development work is carried out jointly by management and personnel, which also aids commitment to the common values.

The application of the new remuneration systems in practice fosters activity according to the values in the agency. A new remuneration system is a concrete management tool and presents the work of superiors with new challenges. Management should ensure that the system is trusted, people are familiar with its bases and that it is applied in the same way throughout the agency. The aforesaid result and development discussions between superior and personnel are a central means of applying the system in practice. Sometimes, the agency's values may also in some respects be in line with the criteria for assessing the demands of tasks and personal work performance and competence in the new remuneration system, for example, co-operation as a performance criterion and value. In this case, activity according to the values also affects pay as an assessment criterion included within the remuneration system.

1 Ammattimaiseen johtamiseen valtionhallinnossa. Johdon kehittämisen strategia 2002-2012 (Towards professional management in government. Management development strategy 2002-2012). Ministry of Finance working group reports 1/2003.

2 The exact date is 30.11.2005 based on the Collective Agreement in December 2004.

The new remuneration system should be applied in accordance with the agreed criteria. This calls for the efficacy of the system to be monitored continuously. As the bases of the system are known to all, all levels of the organisation can react to the efficacy of the system.

A merit pay system also improves the agency's results and acts as a tool for developing the agency. When implemented correctly, it improves management and co-operation and encourages personnel to give better performances. As the merit pay system encourages the department to work for a common goal, it fosters the inclusion of the common values in the department's procedures.

- *The role of values in the choice of personnel*

The significance of the interview in the choice of personnel cannot be overemphasised. An interview provides the recruiter with an opportunity to obtain information on the applicant's reasons for applying for the new job. The State Employer's Office recommends use of what is termed a structured interview. It means that all candidates are asked the same questions, so that the responses can be compared. This yields commensurable information for assessing how applicants perceive the job which they are applying for and what skills they possess for the job.

The working group considers that the government's common value base and the unit's own values should also be discussed in the interview and suitability assessment. The person's own values cannot conflict with the organisation's values in such a way that work according to the organisation's values and objectives would result in continuous conflict.

Correspondingly, values should be involved when selecting students for training that is required as a qualification requirement for a post. This is the procedure, for example, when selecting students to take the Vocational Qualification in the Prison Service at the Prison Administration Training Centre. Holders of the vocational qualification are recruited as guards in the Prison Service, and so the attitude of training applicants towards the sector's values is determined during a selection test.

- *Solving ethical problems*

Incorporating the values into the daily job requires each person to be entitled to raise questions on these issues and it to be permitted to discuss them. Informal discussions help people to think about the real content of values, for example, when making difficult decisions. Discussion is also important when the correct procedure has to be considered in the face of two conflicting values. According to which value is the procedure to be chosen?

Discussions are an important step towards solving ethical problems. In addition to informal discussions, the organisation can create its own forum for seeking solutions to practical ethical problems. Tools to this end can include

- an electronic chat forum, for open discussion of problems raised by anyone and/or for responses from separately designated individuals responsible for ethics
- a group assisting management which resolves and formulates policies on issues arising within the work organisation.
- *Dealing with activity contrary to values*

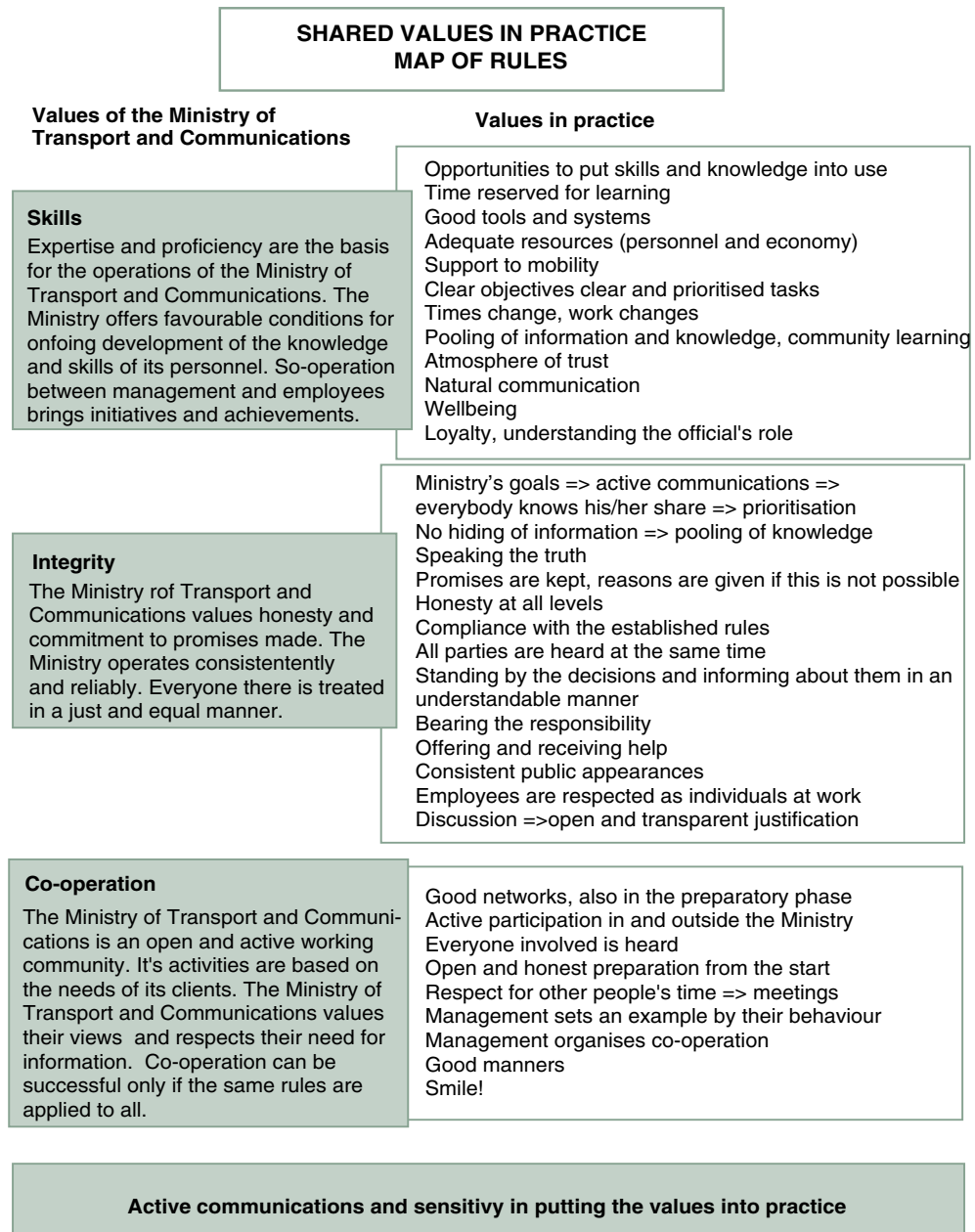
Values are manifested as actions. If a unit allows activity or behaviour contrary to the values, the values are not real values and they lose their significance. If the aim is for values to be kept strong, compliance with them must be promoted. If someone behaves contrary to the values or acts, for example, in policy issues contrary to the common interest, management must deal with the matter at least by talking to the person in question. Repeated activity that violates values can call for stronger reactions provided that the procedure according to the values is known.

Defining the values and putting them into practice make it easier to tackle negative phenomena. This is due to the fact that, during the process, the entire work organisation has been involved in having an influence and has become aware of the limits placed on activity and behaviour in a service relationship. The reaction to activity contrary to values is then known beforehand, and does not come as a surprise. In personnel management, this provides superiors with a practical tool.

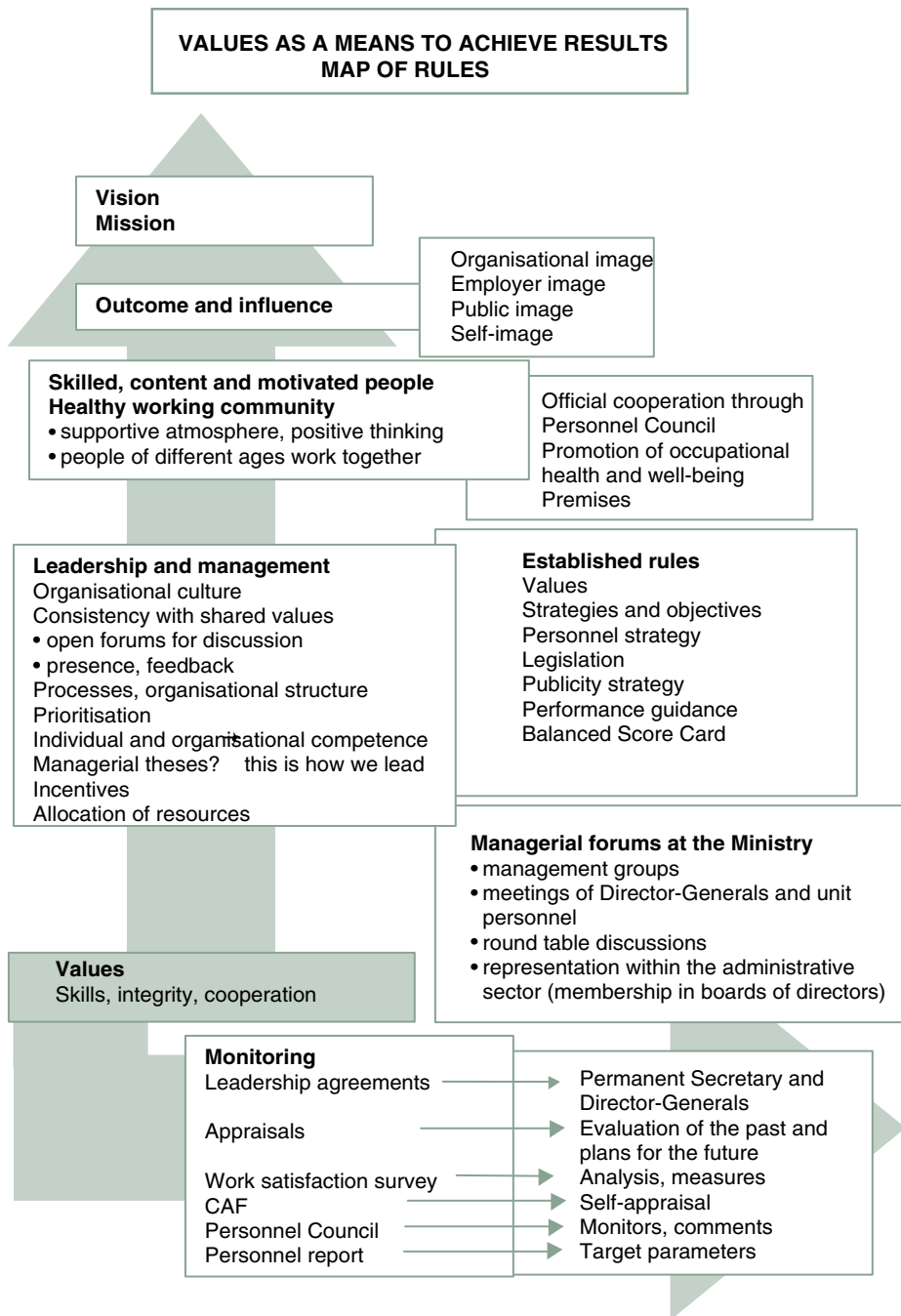
### 3.2.2 Values as a civil servant's ethical code

In connection with the value process, the unit's values can be summarised in a "ethical code" displayed in the office if so desired. One example of this is a value and rule map in which the content of each value is described with a few key words or sentences (Diagram 7).

Diagram 7 Shared values



**Diagram 8**     *Map of rules*



People within a department need to be notified of values and their content as effectively as possible. These can be placed, for example, on internal web pages. They should also be publicised on external web pages and otherwise, so that citizens, customers and other interest groups know what the unit's values are and how they are manifested in the activity.

### 3.2.3 Implementation of values is monitored

Implementation of values is monitored as a matter of course in everyday work. This means that each member of the work organisation can give feedback to his or her colleagues and also ask questions about whether some procedure is according to the values. Values can also be used in improving and monitoring the quality of the activity.

Implementation of values can be monitored with the aid of different meters. These include personnel job satisfaction and superiors' barometers in which the same questions about implementation of the values are asked at regular intervals. The results of the barometer can be analysed at joint meetings for the entire personnel and at result and development discussions between the unit's manager and his or her immediate subordinates.

At the level of the operating unit, monitoring can be conducted using self-assessment according to the EFQM or other quality manuals.

Customer satisfaction with the activity can be gauged by quality feedback surveys at regular intervals.

The reports of the State Audit Office and auditors act as a guide. If they require it, procedures can if necessary be altered to correspond better to the values and ethical principles.

Monitoring of values is rendered more forceful by the fact that the annual report includes a reference to how activity according to the values has been furthered during the year and how successful it has been.





## 4 GOOD PRACTICES – THE RESPONSES FROM THE PILOT PROJECTS

The task of the Values to be part of the daily job project was to obtain answers to the questions asked in the letter of appointment. The following section presents a summary of the answers gathered from the reports on the pilot projects. The same topics can also feature in other parts of this report in their own context.

### *1. How an agency's values are defined and what these values are*

The following points can be summarised from the results of the work of the pilot projects as the essential factors in the defining of values:

- The progress of the value process should be planned carefully in advance.
- The entire personnel is to be given an opportunity to take part in the value process.
- In the larger units in particular, it is recommended that the work be started from a single unit (pilot unit), which begins the process. The process is then extended to the unit as a whole. This allows the method to be tested and corrections to be made before the entire personnel are involved.
- The workbook has proven a useful aid.
- Value coaches chosen from the organisation can promote the work in large units in particular.
- The value debate should focus on essentials and be as practically oriented as possible. It is important in the debate for all individuals to feel that it concerns their own work.
- Publicity is worth investing in so that it is clear to everyone beforehand what is being discussed and what the purpose of the process is.
- It is good to remember that values exist in each organisation even if they have not actually been named in the organisation. It is only through the elaboration of common values that they are put to common use.

## Defining values at Lapland TE Centre

Five working groups (one of which was the management group) were set up at Lapland TE Centre to draft the centre's values, visions and operating ideas. About 30 people took part in the working groups (out of a total personnel of approx. 110). During the work phase, the values were also discussed at meetings of the sections. To conclude the work of the working groups, the values were presented to the entire personnel and were put on the intranet for all to see. Lapland TE Centre's values are:

### 1. Customer orientation

Our customers are the justification for our existence. We serve our customers expertly, individually, in a friendly way and politely. Trust is a prerequisite for good co-operation. Our activity is transparent and is developed continuously in accordance with feedback received from our customers. We focus on channelling our efforts into objectives by anticipating our customers' needs and our operating environment.

### 2. Effectiveness

We do the right things and focus on essentials. We plan and implement allocation of financing and development and training in an economically efficient and effective way. In both our internal and external activity, we aim for cost-effectiveness and optimum allocation of resources in order to develop our customers and area of activity sustainably. We reach good achievements because our personnel are familiar with the TE Centre's objectives. By investing in the welfare of personnel, an encouraging work ambience and in the development of expertise, we ensure an effective and successful operation.

### 3. Openness

Our external and internal communication are both open. Each person deals actively and on their own initiative with publicity relating to their work. We are open to new things and are prepared to try out alternative approaches. We value each other's opinions and continuous interaction across department, unit and hierarchical boundaries. We express openly our opinions, giving reasons, but nevertheless are committed to common objectives. Essential information on our activity is within the reach of each person simultaneously. We develop actively the internal discussion culture as well as the giving and receiving of feedback.

### 4. Trust and esteem for the individual

We commit ourselves to co-operation with interest groups and customers as agreed. Co-operation both within the TE Centre and with interest groups and customers is continuous and interactive. We earn the respect of our customers and partners through

our expertise and our activity that is impartial, trustworthy and takes the customers into account.

At Lapland TE Centre, the individual and his or her contribution are important. We want and are able to achieve both the TE Centre's and our own objectives. Our expertise is trusted and we put our competence to active use. We are keen to learn new things and each individual bears responsibility for his or her own professional development. The learning and development of personnel are valued. We invest in our competence and create prerequisites for it. We accept difference and foster through our own attitude and behaviour a good work ambience.

The implementation of values as procedures of the work organisation and their significance to customers and partners can be illustrated by describing the content of values from these viewpoints.

When the value process is launched, it is useful to discuss things with other units. Common value seminars with a few units can help the work in its various phases.

For example, the significance of values in practical management work is a subject in which debate that transcends unit boundaries is useful. On 2nd September 2003, the State Employer's Office held a meeting on values and management for senior management in state administration. Participants found it relevant to their own strategy work and that its themes were supportive of the value work in their own unit.

The KAIKU<sup>3</sup> work organisation training carried out at Lapland TE Centre helped to define how values should be manifested in internal activity and how values are manifested in customer work.

---

3 Kaiku—promotion of occupational well-being—is a development and service programme set up to promote well-being at work in State offices, bureaus and institutions in Finland. It is under the direction of the State Treasury. (<http://www.kaikuohjelma.fi/nc/viewarticle.asp?language=EN>, 21.3.2005)

**Diagram 8**     **The manifestation of values in the activity of Lapland TE Centre**

<b>VALUE</b>	<b>How do we proceed at the Lapland TE Centre?</b>	<b>Significance to customers and partners</b>
<b>Customer orientation</b>	<ul style="list-style-type: none"> <li>• Those who need services are the customers common to us all.</li> <li>• We look for solutions to the customer's needs.</li> <li>• Our service is friendly and expert.</li> </ul>	<ul style="list-style-type: none"> <li>• Our service product is known in the right target groups.</li> <li>• The availability of our services in the province is good and our personnel can be reached.</li> <li>• We find solutions and produce added value for customers.</li> <li>• The TE Centre is a strategic partner in the co-operation network.</li> </ul>
<b>Effectiveness</b>	<ul style="list-style-type: none"> <li>• We recognise our processes and act efficiently.</li> <li>• We work in the management and project group efficiently.</li> <li>• The TE Centre has a common strategy.</li> <li>• We allocate resources in accordance with the strategy.</li> <li>• Our activity is according to result objectives.</li> </ul>	<ul style="list-style-type: none"> <li>• We influence the creation of new jobs and the preservation of existing ones.</li> <li>• We develop a viable countryside.</li> <li>• We help businesses to succeed.</li> <li>• We raise the level of expertise of the work force and reduce periods of unemployment.</li> </ul>
<b>Openness</b>	<ul style="list-style-type: none"> <li>• Essential information on the activity is available to all.</li> <li>• Personnel can influence decision before decision-making.</li> <li>• The entire personnel promote mutual interaction.</li> </ul>	<ul style="list-style-type: none"> <li>• We raise the level of expertise of the work force and reduce periods of unemployment.</li> <li>• We communicate actively our operation and result.</li> </ul>
<b>Trust</b>	<ul style="list-style-type: none"> <li>• We adhere to common agreements and procedures.</li> </ul>	<ul style="list-style-type: none"> <li>• Our activity is anticipatory.</li> <li>• We maintain a high level of data security.</li> </ul>
<b>Respect for individual</b>	<ul style="list-style-type: none"> <li>• We recognise internal customer relationships and make use of expertise.</li> <li>• We respect others' difference.</li> <li>• We support professional growth.</li> <li>• We deal with welfare at work.</li> </ul>	<ul style="list-style-type: none"> <li>• We respect the opinions of the customer and partner.</li> </ul>

## 2. *How state administration's common values are manifested when an agency's values are put into practice*

State administration's common values are principles that are followed in all activity. The point of departure is that the agency's own values are included in the common values. Its own values must in no circumstance conflict with the common values. However, the agency's values can be emphasised and rendered precise in different ways. It is important for them to be understood uniformly in the unit. It is a good idea for the common values to be included alongside the agency's own values in development discussions.

Common values were involved in one way or another in the pilot projects, even though they have not been examined separately.

## 3. *How state administration's common values and the organisation's own values affect a civil servant's ethics and ethical conduct*

Values describe what is acceptable and what is not. This means that they can have a preventive effect on the occurrence of undesirable phenomena. This is more effective, the more strongly values are highlighted in the various areas of the organisation's activity. Commonly agreed values form an agreement, which each person can cite in conflict situations.

- Values form the basis for the organisation's strategy process, assessment, and quality development.
- Awareness of values and their significance steers ethical conduct and influences a civil servant's ethics.
- Values influence decision-making so that it is open and decisions are well reasoned and clearly expressed.
- Development of meters to gauge the results of activity forms part of the new approach according to values.
- Openness is increased as a result of the use of email, the intranet and an electronic calendar.
- Values are raised in the familiarisation phase of new employees as well as in result and development discussions held with each person.
- The organisation's control and monitoring systems are worth developing so that they implement the chosen values. For example, a quality feedback questionnaire can be sent to customers each year. It gauges customer satisfaction with the activity. In EFQM quality work, processes can be described and developed continuously.

## The significance of values at the NBI

Once common agreement has been reached on values, each person is responsible for acting in accordance with them. If it is agreed, for example, that quality and trustworthiness are values of the National Bureau of Investigation, each person must manifest them in his or her activity in relation to both the customers and interest groups and in relation to other members of the work organisation. A value is not something that is implemented only during office hours or only in relation to a superior, or only in some tasks but not in others. The agreed values ought to steer the activity comprehensively. Internal trust is fostered by discussing typical situations in which the boundary between right and wrong is inconstant. The objective is to learn to recognise these kinds of value pain spots relating to one's own job profile.

## A civil servant's morality in the field of criminal sanctions

For example, civil servants in the Prison Service have been required, owing to the nature of their tasks, to be of an emphatically high morality and conduct in their leisure time as well. Failure to comply with this has been dealt with in accordance with legislation on civil servants. At the Probation Service, staff only became civil servants just over two years ago. As civil servants, they have been provided with related training in the drafting phase of the organisational reform and during the current organisation. Due to the nature of the tasks, particular attention should continue to be paid to the morality and ethical conduct of civil servants, and in this connection the sector's values are an essential factor.

### *4. How the strengthening of ethics is fostered in the relationship between a ministry and an agency subordinate to it*

In result talks between a ministry and an agency, it is a good idea to discuss implementation of state administration's common values and the organisation's own values. For example, in the TE Centre's result plans, values are presented at the start of the document in connection with the vision and strategy. Their visibility in result objectives is also assessed in a discussion with the steering ministries. The ministry can support the strengthening of ethics and morality whenever the agency's values form part of management by results and they can be discussed jointly. Previously, activity of an ethically high standard has been supported afterwards through monitoring. The agency's and ministry's value discussion can influence these issues in advance. In result talks, more effort needs to be taken to ensure that result objectives are set in accordance with jointly approved values.

The Ministry of Justice has launched a project for drawing up a personnel strategy for the judicial administration. Its objective includes drawing up common strategies for personnel management in the entire administrative sector, and the values of the judicial administration also feature in this work.

### 5. *How personnel take part in defining values*

It is a good idea to hold the value debate in the agency in such a way that the largest possible number of civil servants and employees have an opportunity to take part in it. This ensures that the entire personnel can feel that the matter relates to them personally.

- In practice, personnel can take part in defining values, for example, by holding value discussions in small groups, with a suitable number of representatives from the different sections/units. At the same time, they can consider the effectiveness of values in the work organisation.
- Ensuring adequate publicity is one of the prerequisites for success, and it must be worked on in all stages of the process.

### The value debate at the University

In a large organisation (e.g., a university), the debate should also be decentralised for each section/unit to consider internally the value base of the entire organisation and communicating it to one's own near organisation. As an open forum, an electronic network provides each civil servant and employee with an opportunity to take part in the discussion, to express his or her views and priorities on the organisation's values and to give feedback on proposals. If necessary, discussion of this kind can be directed and based on themes. The units' written feedback or statement procedure summarises the discussion for defining the common values.

### 6. *How the example of directors has an influence and how it is taken into account*

Management's single-minded support is necessary in all stages of the process. Management also plays a key role in putting agreed values into practice.

- The translation of values into practical procedures requires them to be included in management group work.
- Superiors must act in an exemplary fashion and conduct themselves in accordance with the organisation's values in all situations.



- Superiors also set an example by tackling activity contrary to values and by making decisions arising from it.
- The new remuneration system provides an opportunity to take values into consideration as part of the work of a superior.

### 7. *How good procedures that meet the requirements of high morality are created so that each civil servant can internalise them*

After the unit's own values have been confirmed, the objective is for the values to be made an essential and everyday part of routine work. In practice, this includes the following sub-areas:

- Values are on the agenda in result objectives, result and development discussions and in all other activity by superiors.
- The position of values and activity according to them in everyday work is confirmed by incorporating them systematically into training of superiors and personnel.
- Effective internal monitoring fosters activity according to the morality and ethics of a civil servant, even though the main emphasis is on guiding people towards good procedure through internalisation of values.
- Discussion of guidelines and rules in co-operation organs promotes internalisation of values and monitoring of activity according to them.
- Values are described so that they express the procedure both in the unit's core tasks and as a work organisation - "our way of doing things".
- The results of the value debate can also be recorded as an "ethical code".
- The units engage in a continuous value debate, in which the content and significance of values are considered and given repeated prominence.

### Values as "ethical code"

For example, the Ministry of Transport and Communications' project led ultimately to the creation of two rule maps. The rule maps are concise and easy for everyone to use. They were distributed to everyone working at the Ministry as an annex to the final report. The value, i.e., rule maps are presented in the sections and units and possibly also in other ways. The Ministry's internal electronic publicity is an important medium where the maps can always be found.

*See p. 37–38.*

8. *How implementation of values is assessed annually at organisational level and in the activity of an individual civil servant*

The value process includes regular assessment of the implementation of values. The effectiveness and implementation of agreed values can be fostered by the following activities:

- Values are taken into account in management group work and its decision-making.
- The unit's personnel policy is built upon the values.
- The values and their practical implementation are publicised. For example, the annual report and internal web pages serve as information channels.
- The values are incorporated into the personnel selection procedure.
- The values are taken into account when assessing the conduct required by the act on civil servants.
- An item on values is included in result and development discussions.
- At organisational level, implementation can be monitored, for example, by the self-assessment of the EFQM quality manuals and by quality feedback surveys targeted at customers. Procedures and processes are altered if necessary so that they will in future comply with the values and ethical norms.
- The values are discussed in the department's internal management training and in assessment of management.
- Values are emphasised in result planning and quality work.
- The effect of activity or conduct contrary to the values and the unit's attitude towards it are investigated.
- The personnel barometer survey can also be used for assessing the activity of close superiors and the unit's manager. The values are discussed in, for example, claims assessing the impartiality and fairness of superiors towards their subordinates as well as the good model provided by their own example of how to proceed in the unit.



## 5 SUMMARY OF THE PROJECT'S CONCLUSIONS

### 5.1 The unit's measures and responsibilities

1. Values as a management tool
  - Definition of values
  - Values are incorporated into result steering
  - Values are involved in result and development discussions
  - Work ambience measurements are put to use
  - Managers set examples and management is assessed
  - The new remuneration system reacts
  - Values and ethics form part of management and personnel training
  - Values and ethics are involved in selection of personnel
  - Ethical problems are resolved
  - Activity contrary to values is dealt with
2. The civil servant's values as "ethical code"
  - Value and rule map
3. Implementation of values is monitored
  - Barometers
  - Quality assessment

### 5.2 Central-level measures and responsibilities

1. The State Employer's Office's personnel policy barometer incorporates a question gauging values.
  - Is implementation of values measured in a) the work of superiors and management, b) the work of all civil servants?

2. The project report, experiences of the pilot departments and ethics brochure are distributed and the results are presented at suitable forums.
3. The State Employer's Office assesses effectiveness both as regards the pilots and more broadly.

## 6 ABSTRACTS OF THE REPORTS ON THE PILOT PROJECTS

### Jyväskylän University

#### Point of departure

Jyväskylän University has had an ethics committee since 1991. The tasks of the ethics committee include maintaining a value debate within the university. The ethics committee has been responsible for implementing the university's Values in Everyday Life pilot project together with the OPLAA! –teaching quality project and the JOPLAA – i.e., Best Quality Management – project.

Jyväskylän University engaged in strategy work intensively for two years (2001–2002). The entire organisation assessed the university's value base and defined its intent until 2015. The overall strategy confirmed at the beginning of 2002 defines the university's value base and task. Jyväskylän University's task is, on the basis of research, to look for truth, produce and disseminate new information and to increase and renew the cultural heritage. The emphasis in the university's activity is on **education, quality and effectiveness**. The personnel strategy confirmed in 2001 stresses, as characteristics of a good work organisation, the **esteem and security, opportunities to have an influence and commitment to the organisation** experienced by each employee.

#### Objective

Jyväskylän University's ethics committee raised the following topics for the Values in Everyday Life pilot project to examine and defined their objectives:

##### 1. Ethical issues and principles in university teaching

The objective is to concretise the development of ethical teaching in three ways: 1)

the ethics committee pays visits to different subject departments, 2) a series of lectures on Ethics – Science – Research is arranged for the university's continuation students, researchers and teachers, and 3) an Ethical University? seminar and working group activity are implemented as part of the project.

2. The value base and practices of departmental management

The objective is to work with the personnel to concretise the value base of each department's "routine work". This forms the basis for the department's quality manual in the JOPLAA, i.e., Best Quality Management project directed at heads of department

3. The university as an employer – permanence of job relationships

The objective is for permanent tasks to be managed by permanent personnel.

## Experiences

1. The ethics committee issues recommendations on assessment of the ethics of research projects to be implemented at Jyväskylä University by the end of 2004. Faculty visits led to the idea of a study module to be targeted at all of the university's continuation students, researchers and teachers in the spring of 2004. It is recommended that the "Ethics – Science – Research" study period be an obligatory element in the study plans of all continuation students.

The objective of the Ethical University? The Value Base of Research and Teaching seminar (21st November 2003) was to highlight the university organisation's ethical issues and tensions and for the working groups to produce concrete solutions to the ethical issues of research and teaching. The topics were: 1) the ethical issues of study counselling, 2) the ethical foundation of teaching and curriculum work, 3) the ethical issues of research, 4) the ethical issues of the teaching profession, helping sciences and business sector. An assessment continuation seminar will be held in the autumn of 2004, and the material from the seminar will be gathered into a report.

Achiatre Risto Pelkonen observed in his opening address that each profession is faced by ethical problems continuously and unexpectedly. Professions no longer live in the secret garden of knowledge but are subject to critical scrutiny. Unless questions of professional ethics are considered thoroughly, treacherous cynicism may take root in the work organisation. Professional ethics is very much the ethics of exercise of power, and guidelines on professional ethics form the basis for self-regulation in the professions.

2. In the autumn of 2003, a series of theme seminars as the basis for a quality manual was produced for the heads of the departments and the units' superiors (inter alia, the value base for the departments' routine work, the work organisation's atmosphere and communication culture, the potential and challenges of information and communication technology). The debate found that there are numerous value organisations and cultures within the university. Values were found to be a prerequisite for well-being at work: fair treatment helps people to cope. The series continues in the spring term of 2004.

3. In the course of 2003, all fixed-term employment relationships were examined, and the cases in which the work had become permanent to such a degree that there were prerequisites for establishing a post were looked into. As a result of the study, 70 new posts are to be established at the university. This assessment process will continue.



# The National Bureau of Investigation

## Point of departure

The National Bureau of Investigation began discussing values in 1999. In the spring of 2002, this process was spurred on when one profit unit became a pilot unit and started to test the value process. What was significant in the initial stage of the debate was the fact that the Bureau joined the Ministry of Finance's value project in September 2002 and that the Bureau's value working group was set up at the same time. These decisions signify the Bureau's commitment to the value process and an expression of intent to define the values.

## Objective

The purpose of the value debate was to agree on common target values and on what these mean. Even though agreeing on common values is the main objective of the NBI's value debate, **discussion** about matters that are felt to be important as well as about the significance of the agreed values is equally important. The process of defining the personnel's value candidates will be completed in the winter of 2004, and by the autumn the value working group will summarise the value candidates and contents for final consideration. The objective is to agree on 3–5 final values. The next challenge is to get the agreed values to thrive and have an influence.

## Experiences

**Sufficient time has to be set aside** for launching a value debate. It needs to be investigated precisely what is involved and how the process is to be implemented. **Management has a key role to play in the implementation of the process** and its single-minded support is vital. The process got off to a proper start at the National Bureau of Investigation when the head appointed a value working group with a concrete task. This move and joining the Ministry of Finance's value project had been preceded by a two-year debate on the theme, but the final objectives had not been settled.

If an organisation is relatively large, **use of a pilot unit is recommended**. It can be used to test the efficacy of the value process and thereby obtain certainty that the objective can be achieved. If the pilot is a success, the co-ordinators of the value project can be assured that the method of implementation is feasible.

The NBI decided from the outset that each employee should have equal opportunities for designating the value candidates. Management thus did not present its own value candidates for the others to express an opinion on. This was designed to avoid the debate being steered too much from above. A **value workbook** was compiled to support the debate. This is a comprehensive guideline on and description of the value process. The workbook has formed a clear script for the process.

The polishing and detailed recording of the value debate process used in the units has indeed proved to be one of the prerequisites for success. **It is this worth investing in careful planning.** The objective is a debate that focuses on essentials and is as practically oriented as possible. The simplest possible and clear debate activates participants and moves things close to the work routine of each person. **The debate must remain sufficiently concrete.**

Particular attention also needs to be paid to **publicity** right from the beginning. It is good for the smooth flow of the debate if everyone knows already beforehand what kind of event they are attending and what its purpose is. The task of the value working group is to test the content and progress of the debate, so that it can be implemented in different units in the same way and pointless surprises can be avoided. The members of the value working group (co-ordinators of the value debate) have to be trained.

## Lapland TE Centre

### Point of departure

The TE centres evolved out of a merger of units from different administrative sectors in 1997. For this reason, the creation of a uniform operating culture has been a challenge for the TE centres throughout their period of operation. In 2002, the Lapland TE Centre adopted a BSC (Balanced Score Card)-based result agreement, in connection with which the basis of its strategy and associated values were re-defined. The values were drafted in five working groups with the aid of a workbook and the values were considered by the entire personnel. The values are customer orientation, effectiveness, openness as well as trust and respect for the individual.

### Objective

The objective of the Lapland TE Centre's value project has been to create a common language between different sections and units. Values have been recorded and a value debate has been held in order to create a common understanding of the bases and direction of the activity. Rules and intervening with regard to activity contrary to the values have been designed to exclude undesirable trends.

### Experiences

Strategy and values form an integral whole, since the choice of strategy in itself expresses the values. The implementation of the strategy depends on the organisational culture, and the values shape the culture. **The strategy and values should be thought of as separate entities** because the values describe the organisation's identity, and the strategy describes its task. The values have a longer-lasting impact than the strategy. The values and strategy balance each other.

A common operating culture and common value base can only be created through **close liaison, open debate and unprejudiced interaction**. The chain ought to be watertight all the way from the common values of government to the organisation's performer level. This requires the ministries steering the TE centres to define their values in particular in relation to their subordinate administration.

The values of Lapland TE Centre and of the entire government and their implementation are considered annually in **development discussions**. The control and monitoring

systems are developed so that they implement the chosen values. **Customers undergo a quality feedback survey** each year. The **self-assessment according to the EFQM (European Foundation for Quality Model) quality manuals**, annual **personnel barometer** and the biennial **superiors' barometer** are used to monitor implementation of values at organisational level. Ethics and morality are strengthened mainly **through monitoring and inspection activity**.

As regards respect for ethical values, **management's example is decisive, and this must be provided for in training**. Some of the personnel have attended training on a civil servant's ethics and morality arranged by the University of Lapland. Training events on administrative procedure and a referendary's responsibility have been held. In 2003 - 2004, extensive Kaiku work organisation training has been underway, attended by management, superiors and personnel.

The objective is to create a value workbook at Lapland TE Centre, defining the target levels of value-based activity, how it is manifested outwardly and what it requires of employees and of management.

# The Ministry of Transport and Communications

## Point of departure

In 1998, as the result of a development project, the Ministry of Transport and Communications defined its vision, operating idea and values, and explanations for these. Values refer at the ministry to procedures and rules and are an expression of intent.

Operational assessment of the values began by incorporating them in 1999 into the development discussion form. Values were not monitored systematically at the beginning.

## Objective

The objective of the Ministry of Transport and Communications' project is to implant values in such a way that they strengthen the ministry's procedures in support of co-operation, reinforce mutual respect and trust and deepen co-operation and openness in the entire ministry. The objective is for the practical implanting of values also to be manifested in the form of a growth in job satisfaction. Implanting of values refers here to internalisation of values, their manifestation in decision-making and proceeding as agreed.

## Experiences

The result of the project has been summarised in two **value, i.e. rule maps**. **How values work in practice** is a rule map containing the ministry's values and a description of the content of each value and its manifestation in practice. The other map is the **Rule map of the value process**, describing the values in the form of a process. The value process rule map is a tool enabling personnel to monitor how values are implemented and to tackle any defects which they observe.

**The firm commitment of management and superiors** to the project from the outset and their **solid presence** when the project is implemented are a prerequisite for success. The **entire personnel** should be enlisted for the process, so that they, too, feel the matter to be their own. Powerful **communication** at different levels and with different means is vital because personnel have to know where and how progress is being made. Agreed matters must be put into practice energetically by management and by superiors and personnel alike. With no **monitoring**, the process collapses.

The final report of the Values in Everyday Life project will complete the ministry's personnel strategy and is the strategy's first supplement, the **Value Strategy**.

# The Criminal Sanctions Agency

## Point of departure

Criminal policy matters at the Ministry of Justice were reorganised on 1st August 2001, with the establishment of the Criminal Sanctions Agency as the central department responsible for managing the activity of the Prison Service in Finland and of the Probation Service set up to replace the disbanded Probation Association. It is also responsible for their joint enforcement and administrative tasks.

The Prison Service in Finland and the Probation Association had collaborated for a long time. A joint programme in principle containing the values of justice and respect for human dignity had been drawn up for them in 1998. The work is also guided by an understanding of the individual's potential for change and growth.

In connection with the organisational reform, the values were found to be still in force. At the same time, however, it was determined that the position of the values in everyday work in the area offices and in particular in prisons needed to be strengthened. In practice, the common values have been internalised better in the Probation Service than in the Prison Service. The emphasising of values and activity according to them is a particularly current issue on account of ongoing large development projects such as the reform of the remuneration systems, reform of structures and the reorganisation of support services in the Ministry of Justice's administrative sector.

## Objective

The objective of the Criminal Sanctions Agency's value project was to confirm common values for the criminal sanctions sector as well as to turn them into a concrete tool of management and the work of superiors so that they would be included in, for example, result talks and result and development discussions. Another objective was to strengthen the values by incorporating them more systematically into prison service training.

## Experiences

Ongoing development projects, in particular the reform of the remuneration system, slowed down practical implementation of the value project. It was also observed that the project would not progress with the Agency's own manpower alone but that the **assistance of external consultants and separate funding were needed.**

The **commitment of management** and exemplary activity of superiors in accordance with the values play a key role. The values and their impact on the work of superiors have, as a matter of course, gained the position and significance that is due to them in the development of the remuneration system.

The role of values is emphasised in **prison service training and in recruitment to the sector**. Values are also discussed in personnel training.

The result steering process is a central way of incorporating values into everyday work. At unit level, **result talks and prison inspections** are organised with the area offices and prisons. At the individual level, **result and development discussions** are a trustworthy monitoring tool. Claims about values are also involved in the personnel barometer survey, and the data obtained from it are utilised in the personnel balance sheet. In this way and as a consequence of the introduction of the new remuneration system, the **values and their implementation are able to be assessed**.

In order to succeed, value work calls for the involvement and commitment of the entire organisation. They are required of management in particular, but also of all members of the organisation. If there is no readiness for these, there is no point in starting value debates and defining of values. Instead, the work needs to be prepared for by strengthening the commitment of personnel and management. In some cases, it may even be necessary to reinforce the organisation's debating culture before it is worth embarking on value discussions.

Correspondingly, the prerequisite is that the entire personnel is aware – and has internalised – the organisation's vision.

Launching value work in a situation in which the organisation and its structures face major changes is not necessarily very easy. The time and energy of management and personnel are then spent on those other projects.

A project must be allocated sufficient resources beforehand (inter alia, personnel, working hours and financing) in order for it to have a chance of succeeding.

## HOW TO CONTACT THE PROJECT'S CONTACT PERSONS

Ministry of Finance  
Personnel Department  
P. O. Box 28  
Fin-00023 Government  
Finland

Chairman of the working group  
Senior Adviser, Legal Affairs  
Ms. Kirsi Äijälä  
Tel. + 358 9 160 34929  
Fax. + 358 9 160 34839

Jyväskylä University  
Department of Special Pedagogics  
P. O. Box 35  
Fin-40014 Jyväskylä University  
Finland

Deputy Principal  
Ms. Paula Määttä  
Tel. + 358 14 260 1650  
Fax. + 358 14 260 1621  
pamaatta@edu.jyu.fi

National Bureau of Investigation  
P. O. Box 285  
Fin-01301 Vantaa  
Finland

Chief Super Intendant  
Mr. Antti Turkama  
Tel. + 358 9 8388 6700  
Fax. + 358 9 8388 6508  
antti.turkama@krp.poliisi.fi

Lapland Employment and  
Economic Development Centre  
Ruokasenkatu 2  
Fin-96200 Rovaniemi  
Finland

Director  
Ms. Pirkko Saarela  
Tel. + 358 16 368 7001  
Fax. + 358 16 368 7106  
pirkko.saarela@te-keskus.fi

Ministry of Transport and  
Communications  
P. O. Box 319  
Fin-00023 Government  
Finland

Head of personnel development  
Ms. Kirsi Karppi  
Tel. + 358 9 1602 8337  
Fax. + 358 9 1602 8620  
kirsi.karppi@mintc.fi



## How to contact...

Finnish Road Administration  
P. O. Box 33  
Fin-00521 Helsinki  
Finland

Head of personnel  
Mr. Matti Hermunen  
Tel. + 358 204 222 096  
Fax. + 358 204 222 202  
matti.hermunen@tiehallinto.fi

National Board of Customs  
P. O. Box 512  
Fin-00101 Helsinki  
Finland

Deputy director  
Mr. Eino Hämäläinen  
Tel. + 358 20 492 2382  
Fax. + 358 20 492 2850  
eino.hamalainen@tulli.fi

**TE CENTRE****RESULT AND DEVELOPMENT DISCUSSION FORM**

Confidential

Name of person \_\_\_\_\_

Department/section/unit \_\_\_\_\_

Assessor/closest superior \_\_\_\_\_

Date of preceding result and development discussion \_\_\_\_\_

The values of the public sector are:

efficacy of the activity

quality and strong expertise

the service principle

trust

equality

impartiality

independence

responsibility

**THE VALUES OF LAPLAND TE CENTRE AND THEIR VISIBILITY  
IN THE WORK OF THE SECTION/UNIT, WORKING GROUP AND ITS MEMBERS**

Consider together how the values of Lapland TE Centre described below are manifested in practice  
How are the values manifested in the work of the individual employee, superior or working group?  
The discussion may bring up common, clear and concrete proposals for improvement.  
These are also recorded in the space set aside for these.

**CUSTOMER ORIENTATION**

Examples of manifestation of values in practice/common and clear proposals for improvements  
that have been brought up in discussions:

**EFFECTIVENESS**

Examples of manifestation of values in practice/common and clear proposals for improvements  
that have been brought up in discussions:

**OPENNESS**

Examples of manifestation of values in practice/common and clear proposals for improvements  
that have been brought up in discussions:

**TRUST AND RESPECT FOR THE INDIVIDUAL**

Examples of manifestation of values in practice/common and clear proposals for improvements  
that have been brought up in discussions:

**Do you want to add another value which you consider is missing from  
Lapland TE Centre's values?**

