



PRIME MINISTER'S OFFICE  
FINLAND



# Experimental Finland – Promoting an Experimental Culture

Virve Hokkanen, Prime Minister's Office  
23rd October 2018

kokeilevasuomi.fi  
@Kokeilevasuomi  
#kokeilut #kokeilevasuomi  
kokeilunpaikka.fi  
#kokeilunpaikka  
kokeilut@vnk.fi





# Towards Experimental Finland

- 2012-2013** The Finnish Parliament's Committee of the Future commissioned a report on experimental culture from researcher Annukka Berg. The focus was on rapid, grassroots iteration.
- 2014-2015** Based on an open tender, the Prime Minister's Office chose think tank Demos Helsinki to write a report on experiments in policy design.
- 2015** The Finnish government outlined their strategic 10-year program *Finland, a land of solutions*. Part of the proposed solution was to introduce a culture of experimentation.
- 2016** Experimental Finland team started its work on cultural change. Objectives include the promotion of innovation and fostering collaborative ecosystems. Governmental program gives a strong mandate to encourage the expansion of experimental culture.
- 10/2018** Outcomes so far include cultural change, growing awareness, skills and toolkits, more experimentation especially on grassroots level and on public sector.



PRIME MINISTER'S OFFICE  
FINLAND



# Experimental Finland – The Finnish Model

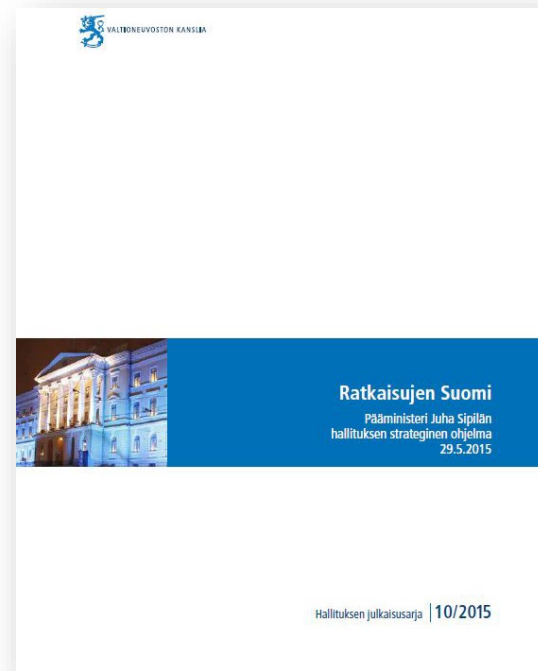


# Government Programme: Goals



- Producing **innovative solutions** and improvements in services
- The promotion of **individual initiative** and **entrepreneurship**
- Strengthening of **regional and local** decision-making and cooperation & **citizen-driven operating practices**

→ *Finland will be the best innovation and experimentation ecosystem in the world by 2025.*



# Finland Ranks Highly in Many Innovation and Happiness Indexes



## Society

Finland is the most stable country in the world.  
*The Fund for Peace*, [Fragile States Index 2018](#)

Finland is the freest country in the world together with Sweden and Norway.  
*Freedom House*, [Freedom in the World 2018](#)

Finland is the safest country in the world.  
*World Economic Forum*, [The Travel & Tourism Competitiveness Report 2017](#)

Finland has the best governance in the world.  
*Legatum Institute*, [The Legatum Prosperity Index 2017: Finland](#)

Finland has the least organised crime in the world.  
*World Economic Forum*, [The Global Competitiveness Report 2017–2018: Organized crime](#)

Next to Norwegians and Icelanders, Finns feel the second least insecure in the world.  
*Gallup*, [Law and Order Index 2018](#)

Finland's judicial system is the most independent in the world.  
*World Economic Forum*, [The Global Competitiveness Report 2017–2018: Judicial independence](#)

After Danes, Finns vote in the freest and most reliable elections. Pippa Norris, Thomas Wynter and Sarah Cameron, [Electoral Integrity & Campaign Media: The Electoral Integrity Project 2018 mid-year update](#) (The Electoral Integrity Project, University of Sydney & Harvard University)

Finland has the third least corruption in the world.  
*Transparency International*, [Corruption Perceptions Index 2017](#)

Finland is the third wealthiest country in the world.  
*Legatum Institute*, [The Legatum Prosperity Index 2017: Finland](#)

Finnish banks are the soundest in the world.  
*World Economic Forum*, [The Global Competitiveness Report 2017-2018: Soundness of banks](#)

Finland has the third most personal freedom and choice in the world.  
*The Social Progress Imperative*, [2018 Social Progress Index: Finland](#)

Protection of property rights in Finland is the second best in the world.  
*World Economic Forum (WEF)*, [The Global Competitiveness Report 2017–2018: Property Rights](#)

Availability of official information in Finland is the best in the EU.  
*Center for data innovation*, [The State of data innovation in the EU: Freedom of information](#)

After Denmark and Sweden, Finland is the most socially just EU country.  
*D. Schraad-Tischler & C. Schiller*: [Social Justice in the EU – Index Report 2017](#) (Bertelsmann Stiftung 2017)

Among the world's richest countries, Finland is the third most dedicated to policies that benefit people living in poorer nations. *Centre for Global Development*, [The Commitment to Development Index 2018 \(CDI\)](#)

Finland is the best country in the world in a comparison of human wellbeing.  
*Sustainable Society Index*, [Main results 2016](#)

Finland is the third best country in adhering to the rule of law in the world.  
*The World Justice Project*, [Rule of Law Index 2017–2018](#)

Finland is the best country in protecting fundamental human rights in the world.  
*The World Justice Project*, [Rule of Law Index 2017–2018](#)

## Satisfaction and trust

Finland is the happiest country in the world.  
*Sustainable Development Solutions Network*, [World Happiness Report 2018](#)

Finns are the second most satisfied with their life among Europeans.  
*Eurostat*, [Percentage of the population rating their satisfaction as high, medium or low](#)

Finns are the most satisfied with their accommodation in the EU.  
*Eurostat*, [Percentage of the population rating their satisfaction as high, medium or low](#)

Among EU citizens, Finns are the second most common to have someone to rely on in case of need.  
*Eurostat*, [Persons having someone to rely on in case of need](#)

Finns' trust in the police is the highest and in the political system and in the legal system the second highest in Europe.  
*Eurostat*, [Average rating of trust](#)

Finns trust news the most in the world. (37 countries in the comparison).  
*Reuters Institute*, [Digital News Report 2018](#)

Finns' trust in other people is the highest in Europe.  
*European Commission*, [Fairness, inequality and intergenerational mobility: Social Capital: Trust in people](#)

In Finland, consumers' confidence in the economy is strongest in Europe.  
*European Commission*, [Business and consumer surveys](#)

## Education and human capital

Finland has the most human capital in the world.  
*The Lancet*, [Measuring human capital: a systematic analysis of 195 countries and territories, 1990–2016](#)

Finland's primary education is the best in the world.  
*World Economic Forum (WEF)*, [The Global Competitiveness Report 2016-2017: Primary Education](#)

Finland's quality of higher education is the third best in the world. *World Economic Forum (WEF)*, [The Global Competitiveness Report 2017–2018: Higher education and training / Quality of education](#)

Finland ranks as one of the top OECD country in education.  
*OECD*, [Better Life Index: Education](#)

Education in Finland answers to future needs the third best in the world.  
*Economist Intelligence Unit (EIU) & Yidan Prize*, [Worldwide Educating for the Future Index](#)

Finland is placed third in a comparison of lifelong learning in EU countries.  
*European Commission*, [European Innovation Scoreboard 2018: Lifelong learning](#)

Finnish adults are the third best in literacy and numeracy of OECD countries.  
*OECD*, [How's Life? 2017: Measuring Well-being, Education and skills, adult skills](#)

Finland is the most literate country in the world.  
*J. W. Miller and M. C. McKenna*, [World's Most Literate Nations: Rank Breakdown](#)

Finns are the second biggest library users in Europe.  
*The European Bureau of Library*, [Public Libraries – Statistics](#)

## Information society and competitiveness

Finland is the second best in the world in using information and communication technologies to boost competitiveness and well-being. *World Economic Forum (WEF)*, [Global Information Technology Report 2016: Networked Readiness Index](#)

Finland is the fourth most innovative country in the world.  
*World Economic Forum (WEF)*, [The Global Competitiveness Report 2017–2018: Innovation](#)

Finland has EU's best digital public services.  
*European Commission*, [The Digital Economy and Society Index \(DESI\) 2018: Finland](#)

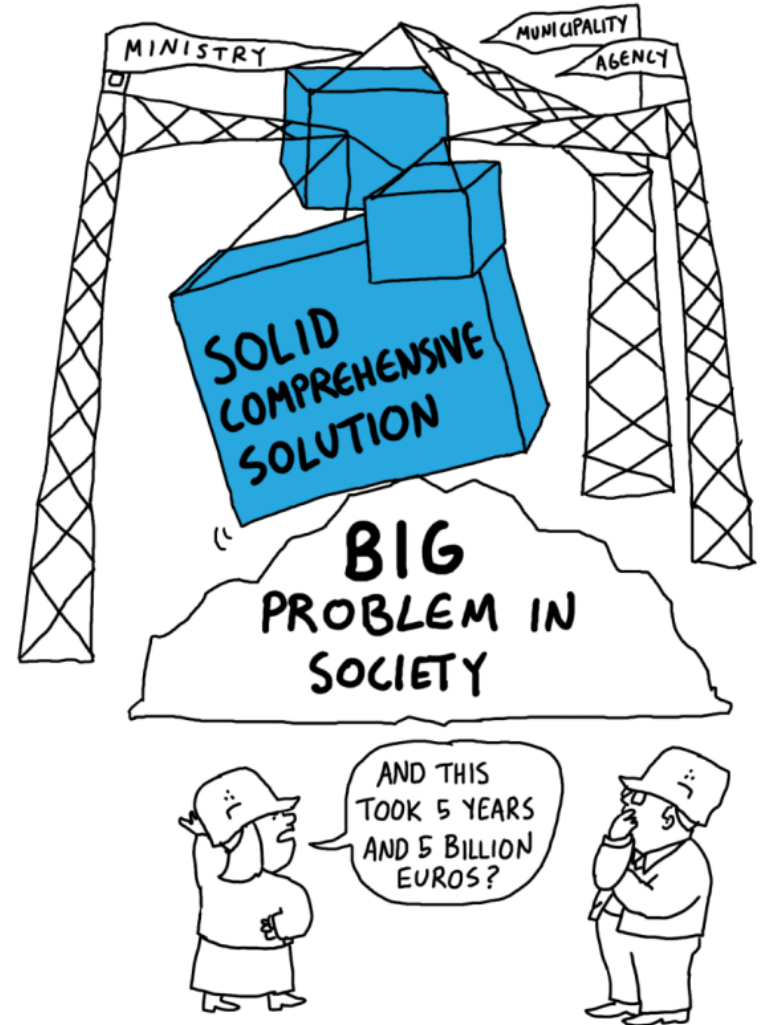
Finland has the highest participation in training provided by the employer in Europe.  
*Eurofound*, [European Working Conditions Survey 2015](#)

Finland has the strongest digital knowledge capital in Europe  
< *European Commission*, [The Digital Economy and Society Index \(DESI\) 2018: Finland](#)

Source: Statistics Finland

# Why Experimental Culture?

- Finland has been a country with well-established planning culture
- New challenges
  - Complex environments
  - Fast changes, pressure for quick development
  - Strive for step-taking and more evidence-based action



# Experimentation Defined



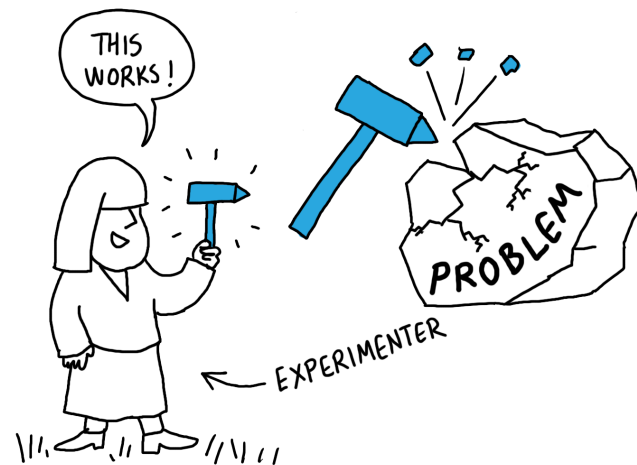
A way to gain knowledge about the usefulness and impacts of changes prior to their wider implementation. (*Design for Government*, 2015)

Experiments seek to get in contact with reality as soon as possible.

- Concrete action and testing
- Goal-oriented and restricted
- Uncertainty, possibility for failure and learning!

Experimentation as a Method

1. creating idea and hypothesis
2. testing
3. assessing and utilising the lessons learned



# Using Experiments for Various Purposes (Annala et al. 2016)



## Knowledge production

- Does a new planned measure work (if not, why not?)
- What are the expected results and impacts?
- Objective: high quality information for decision-making



## Expanding the impact

- How to expand the positive impact?
- Objective: scaling up of what works
- Means: resources (funding, networks, knowledge, information)



## Changing thinking and behaviour

- How does the proposed measure change the way people think and act?
- Objective: a broader change within the target group
- Means: empowering and involving people



## Structural change

- What does the lesson learnt imply for our current system?
- Objective: improving legislation, business models, working culture
- Means: challenging, inviting in





# Three Levels of Experimenting

- **Strategic experiments:** Experiments selected by the Government, such as pilots for basic income and local government trials.
- **Thematic pooled pilots:** Group of experiments focused on particular theme, often executed in the regions, NGOs and business environment.
- **Rapid, grassroots experiments:** Explorative experiments, searching quick solutions.

→ *Both top-down and bottom-up. Combination of start-up culture (agility) and policy trial tradition (evidence-informed policy).*

# What is an EXPERIMENTAL CULTURE about?

OOH!

- INTREPIDNESS & OPEN-  
MINDNESS

- INTERACTION

- TRUST

- LEARNING

- COURAGE

are  
CON-  
VERTED

EXPERIMENTS

into scalable  
SOLUTIONS  
that change structures

GRASS-  
ROOTS-  
level

WELL

tested

IS

HALF  
DONE !!

LARGE &  
complex  
QUESTIONS  
are broken  
down into  
smaller ones that  
can be tested.

INFOR-  
MATION,  
CHANGE,  
IMPACT!

SUCCESSFUL  
Experiment!

FAILING &  
THE PATH OF  
LEARNING



PRIME MINISTER'S OFFICE  
FINLAND



# Our Experiences - Making It Happen



# The Practical Work of Our Team



- Producing and spreading **knowledge**
- Building **networks**
- **Supporting** the planning and implementing of **experiments**



# Guides and Code of Conducts



- Guidelines for drafting experiment legislation <http://kokeiluohje.finlex.fi/> (Handbok i att bereda försökslagar <http://kokeiluohje.finlex.fi/sv/>, will be published in English in 2018)
- [Social experiments in Finland – From a research, ethics and legal perspective](#), published 2016.

**Vid beredning av försökslagar ska man se till att:**

- DE BESTÄMMELSER SOM SKA TILLÄMPAS UNDER FÖRSÖKET OCH SOM AVVIKER FRÅN DEN ÖVRIGA LAGSTIFTNINGEN UTFÄRDAS GENOM LAG
- FÖRSÖKSLAGSTIFTNINGEN ÄR PROPORTIONERLIG
- FÖRSÖKSLAGSTIFTNINGEN BARA GÄLLER UNDER DEN KORTA TID SOM KRÄVS FÖR FÖRSÖKET
- BESTÄMMELSENA OM FÖRSÖKSOMRÅDET OCH/ELLER FÖRSÖKSDELTAGARNA UTFÄRDAS GENOM LAG
- FÖRSÖKSLAGSTIFTNINGEN INTE ÄR DISKRIMINERANDE
- RESULTATEN AV FÖRSÖKET UTVÄRDERAS PÅ TILLBÖRLIGT SÄTT

FÖRSÖKET HAR ETT GODTAGBART MÅL

# Place to Experiment, Digital Platform



- **Funding** calls for small experiments
- **Networking** with other experimenters
- **Sharing** of lesson learned
- Enable **accelerating** and **scaling up** good solutions

<https://www.kokeilunpaikka.fi/en/>

The screenshot shows the homepage of Kokeilun Paikka.fi. At the top, there's a navigation bar with the logo 'Kokeilun Paikka.fi' and links for 'Tutustu palveluun', 'Selaa kokeiluja', 'Aloita kokeilu', and 'Selaa käyttäjiä'. On the right, there are buttons for 'Kirjaudu' and 'Rekisteröidy'. The main banner features a photo of a person in a field with colorful squares floating around them, with the text 'Tervetuloa Kokeilemaan'. To the right of the banner, a section titled 'Mitä haluat tehdä?' lists options: 'IDEOIDA TAI HAASTAA', 'ALOITTAA KOKEILUN', 'HAKEA RAHOITUSTA', 'SEURATA KOKEILUA', and 'OPPIA KOKEILUISTA'. Below this, a 'Kokeilun kaari' (Experimentation Cycle) section outlines a six-step process: 1. Minkä ongelman haluaisit ratkaista? (RATKAISTAVA HAASTE), 2. Kerro idea joka ratkaisisi ongelman (RATKAISUN IDEA), 3. Kerro miten voit testata, toimitisiko ratkaisusi (EHDOTUS KOKEILUKSI), 4. Päästäksesi rahoitusvaiheeseen tee ensin ehdotus (Kokeilun RAHOITUS), 5. Päästäksesi toteutusvaiheeseen tee ensin ehdotus (Toteutettava KOKEILU), and 6. Talleta kokeilusi Kokeilun paikan oppeihin (KOKEILUN OPIT). Each step is represented by a colored button with a downward arrow.



# Small experiments



## Circular economy

- 20 experiments funded. Produced new solutions and encouraged people to act in new ways.

## Artificial intelligence – how to improve wellbeing with artificial intelligence

- 20 experiments funded. Producing new AI solutions and improving wellbeing.

## New digital skills in social and health care

- Open call 13.9.-15.10.2018, almost 40 applications.

5000-10000 €/experiment



Case:

# Lappeenranta sharing its electric cars



- City vehicles in use only weekdays 8 am – 16 pm.  
Need to promote eCars
  - Rentable outside office hours
  - Challenged the norms
  - Side finding: Accounting and taxation principles solved
- Scalable at once!





# Supporting RCTs and nudging

- Supporting scientific experiments
- Training sessions for civil servants about applying behavioral insights and field experiments
  - Civil servant as a choice architecture – introduction to applying behavioral economics & practical tips how to design better services
  - Applying behavioral economics at the public sector – how to nudge people for increased wellbeing
  - Impact evaluation with randomized controlled trials
- Launching expert panel to support RCT and behavioral experiments



# Strategic Experiments



## Basic income trial

- Goal: To obtain information on the effects of basic income on the employment of persons participating in the experiment, and to survey other impacts of basic income.
- Level of basic income: 560 €/month, tax free benefit.
- Target group: Persons between 25 and 58 years of age living in Finland who (in November 2016) receive basic daily allowance or labour market support under the Unemployment Security Act.
- Implemented in 2017–2018 as randomized controlled trial (RCT)

## Service voucher system

## Regional trials in employment and business services

## Digital municipality trials

## Language trials

## Local government trials

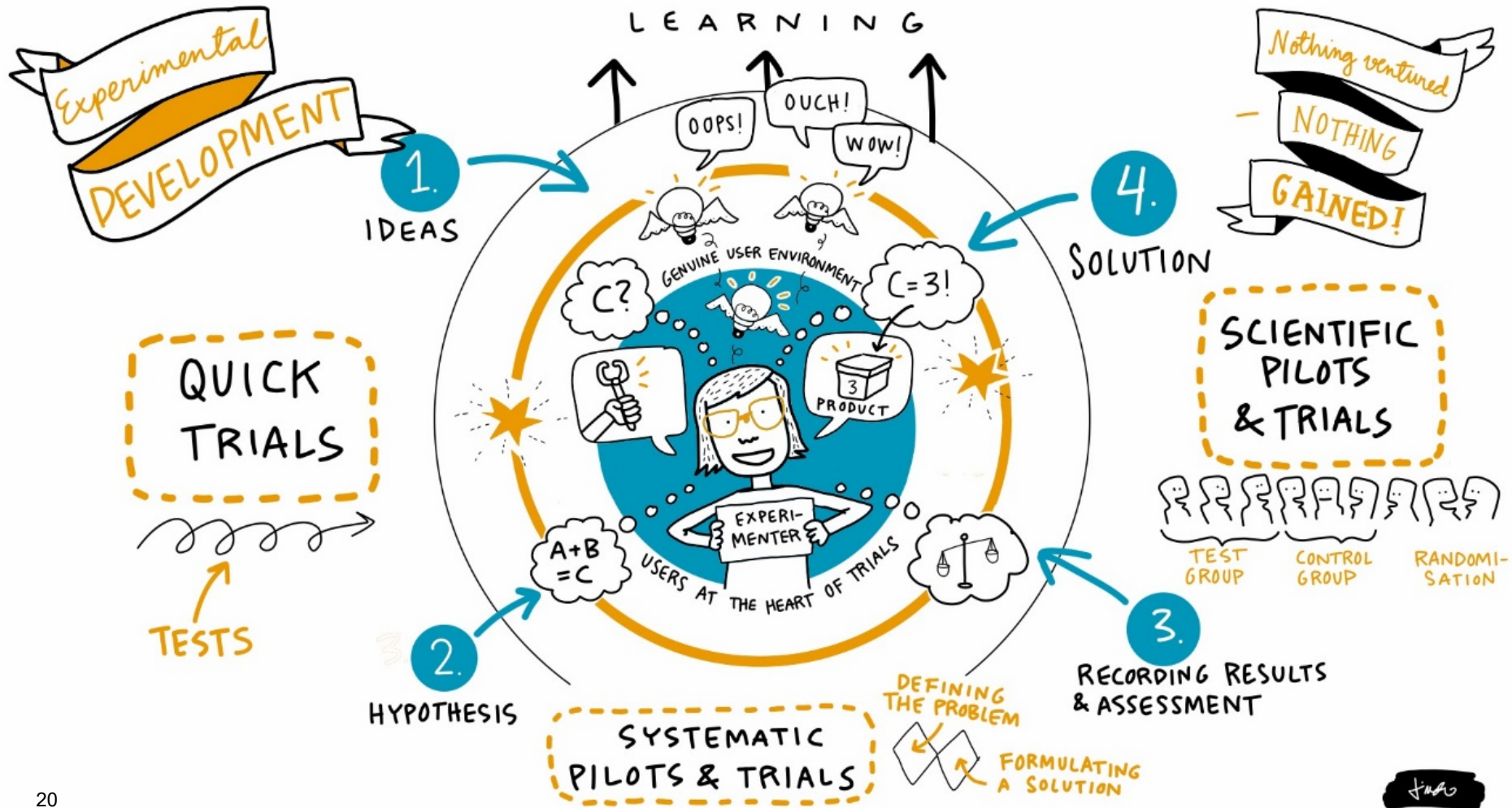


# [ K O K E I L I J A - P R O F I I L E J A ]



#herozerohero  
PERJANTAI 13.10.17

JMS  
REDANREDAN.FI





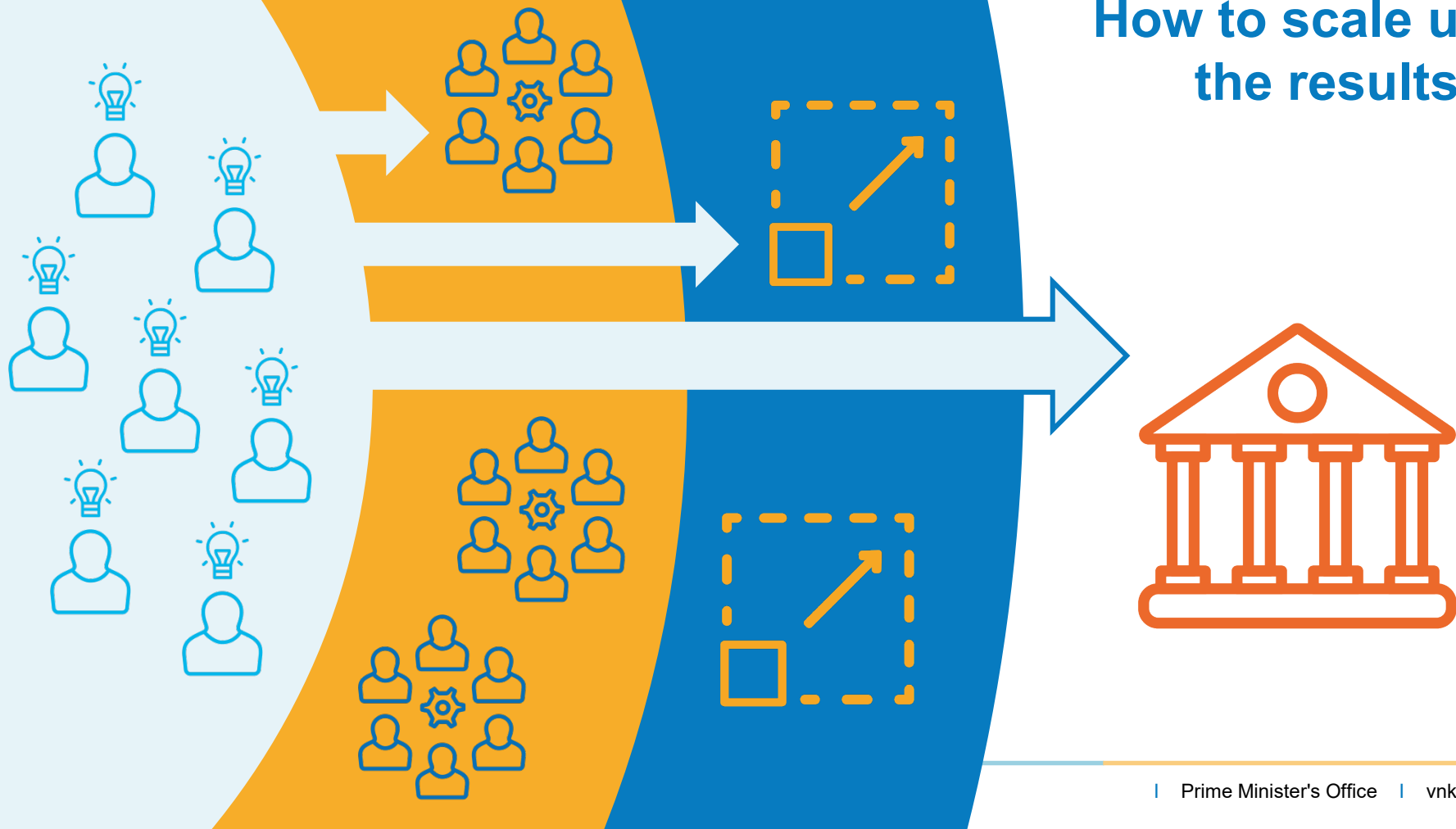
PRIME MINISTER'S OFFICE  
FINLAND



# Back to the Big Picture



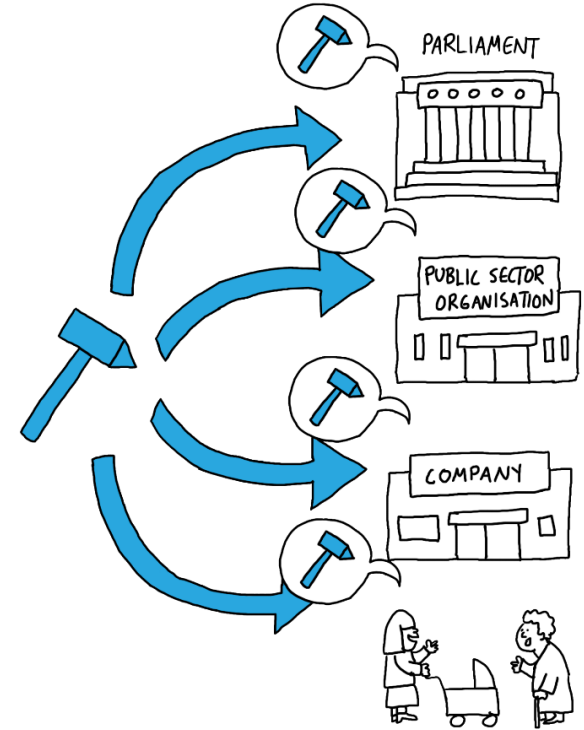
# How to scale up the results?



# The Challenges of Experimentation



- Questioning existing practices
- Learning from experiments (results and process)
- Expanding the impact and scaling up best practices
- Shifting topics to and from the political agenda
- **Incorporating experiments into strategies and development processes**





# The Promises of Experimentation – Experiments as Tools for Change



- **Changing mindsets:** Experimenting is not just a matter of having tools, but of changing the ways we think and act.
- **Effective and efficient:** Agile action taken in small steps. Course corrected based on learnings.
- **Democratic and legitimate:** Incorporating multiple viewpoints in the discussion and counteracting fears and prejudices.
- **Sustainable:** Possibility to act but also to notice risks.
- **Co-creative:** New ways of participating and co-operating.





# Well tested – half done

A woman with blonde hair, wearing a white sweater, is reaching up to pick a green tomato from a vine in a greenhouse. The background shows other plants and a wooden frame. Another person is visible in the background, also working with the plants.

[kokeilevasuomi.fi](https://kokeilevasuomi.fi)

[@Kokeilevasuomi](https://twitter.com/Kokeilevasuomi)

[#kokeilut](https://twitter.com/kokeilut) [#kokeilevasuomi](https://twitter.com/kokeilevasuomi)

[kokeilunpaikka.fi](https://kokeilunpaikka.fi)

[#kokeilunpaikka](https://twitter.com/kokeilunpaikka)

[kokeilut@vnk.fi](mailto:kokeilut@vnk.fi)