

FINLAND

Open Government Action Plan 2015-2017



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1 Introduction

Trust is the basis of public governance

According to an OECD report citizens' confidence in government is in Finland still among the highest (60%) of OECD countries, but it has decreased 16 % during five years. Reasons behind the decrease are suggested in the review to be the weak financial situation and increasing demands from citizens and customers, which due to the rising educational level have risen more quickly than the administration has been able to develop. The goal is to turn the citizens' trust again to a rising trend and to keep it on a high-level. This is possible only if the structures and actions of government are understandable to citizens. The language used in administration needs to be clear and the data open. Trust and confidence can be supported by engaging citizens into the development of the welfare society, where they are a big unused resource. Citizens need to be able to trust electronic services and use them.

Finland is geographically a large country and in the periphery the possibilities to participate are weakening compared to other regions of the country. Participation possibilities have been developed with web services, but the necessary good net connections do not exist everywhere in Finland. Developing the infrastructure is a prerequisite to increasing openness and participation.

The trust capital is an important resource in implementing social changes especially when other resources are diminishing. The financial situation is weak in Finland and the outlook gloomy. To change the tide big changes, that affect public services and everyday life of the citizens, are needed. Even wider reforms can be implemented when citizens' trust government and government's actors trust each other and businesses and the third sector actors and citizens. Co-operation between the different actors in government needs to be increased already in the preparatory phases of law-drafting. The regulatory impacts need to be assessed adequately and this needs to be done with the actors that the legislation impacts. Enhancing open government should be part of all public governance development.

A trust once lost is hard to gain back

Losing trust would make the governance and development of society more difficult, would lessen the willingness to pay taxes and would increase inequality. The sustainability gap would grow, if the needed changes cannot be implemented. The costs of administration would grow due to increasing complaints. The interest to use electronic services would diminish and the administration would need to keep overlapping service channels.

To keep the trust and increase it, citizens need to be engaged even more strongly in the early phase of preparatory work. The timing of information needs to be right. The background information that is linked to preparing the decisions as well as different options for solutions need to be served in a form that is understandable. The evidence and grounds for decisions need to open.

Citizens, businesses and the third sector need to be connected to the planning, development and production of public services. The openness of actions needs to be safeguarded also when the actors are not under the access to information legislation. The ways public administrations functions need to be changed so that openness and co-operation are everyday practices.

The gap between those that participate and those that do not is wide.

The Government gave a Democracy Policy Report to the Parliament in spring 2014. When answering to the Government the Constitutional Committee of the Parliament questioned in its report for in-

stance why the gap between those participating and those who are not is in Finland much wider and politics is considered more difficult to understand than is the case in the other Nordic countries. The report stated that the goals should be set so that they lead to decreasing this gap. Especially the experience of participation and service development of those population groups whose voice is not as easily heard in the society have to be taken into account. The possibilities of children and youth to influence the decisions that concern themselves and their environments need to be enhanced. Participation should be real and it should be about real decisions that affect the daily life of children and youth. The Constitutional Committee emphasized that this should be a continuum and that the participation possibilities should be secured also for grown-ups for instance in the living and working communities, but also when organising for instance cultural and sport services as well as in the area of the health and social services to the elderly.

Open, accountable and government that enhances engagement

The title of the 2015-2017 action plan of Finland is “Open, accountable and government that enhances engagement”. The goals of the action plan are: Openness, Accountability and Enhancing engagement. They are the same as the goals of the international Open Government Partnership programme’s (OGP) goals. The fourth main OGP goal Technologies and innovations is a horizontal theme in the Finnish action plan: Digitalisation and Productivity. There have been productivity programmes both in the state administration and in the municipal administration during the current Government period (2011-2015). This work will most probably continue in some form in the coming years. It is important to link the work on open government to the possible new productivity programmes. The other two horizontal themes are enhancing the participation of children and youth and the elderly.

2 Open Government Efforts to Date

Openness is a core value of Finnish public administration

Openness is a core value of the Finnish administration. One of its corner stones is the Access to information legislation that was renewed in 1999. Openness and citizen engagement have been strongly developed in the past decades. Examples of the development work are for instance the new electronic means, like the government’s project register launched in 1999 and the Otakantaa.fi-discussion forum launched in 2000 as well as different longterm development projects like the Hear the Citizens –projects (2000-2005), the Government’s Civic participation policy programme (2003-2007) and the democracy network (2007-) that continues its work.

Open government and participation themes have also been core issues in the Participation Project (1999-2002) that was especially aimed at municipalities and in the Municipal democracy development programme (2003-2006) that was part of the Civic Participation Policy Programme. There have also been several other projects and actions in municipalities aiming at enhancing participation.

The Government puts effort in digitalisation of public administration. One of the Government’s key projects is the Programme for e-services and e-democracy (SADe). In the SADe-programme for instance the participation platform demokratia.fi is being developed by the Ministry of Justice. The participation platform has produced and brought together participation services and electronic tools to help and support preparing and planning issues jointly and in dialogue. These services include citizen’s initiative (kansalaisaloite.fi) municipal resident’s initiative (kuntalaisaloite.fi), the discussion forum otakantaa.fi, the e-consultation (lausuntopalvelu.fi), and the channel for ideas from young people (Nuorten ideat.fi). Both services and tools have been used by ministries and municipalities as well as by civil society organisations. In the participation platform there is also background information about civic participation and links to information about the democracy issues. How the

government works has been described by the enterprise architecture work, the results of which have been published in the net.

Enhancing engagement is also strongly visible in the new municipal legislation that will come into force on the 1st of May 2015. The aim of this legislation is to give municipalities better legislative possibilities to support engagement. The aim is also to encourage municipalities into wider openness in policy-making and decision-making, to forward the dialogue between residents and the municipality and to emphasise more new ways of participating and customer insight ways and means like citizen panels and participatory budgeting. The municipal legislation includes also reforms to develop electronic decision-making and how municipal citizens get information. The goal of the law is also to enhance participation of children and youth. This means for example that all municipalities should in the future elect a youth council or a similar kind of youth engagement group.

Finland joined the Open Government Partnership in 2013

In spite of the long tradition of openness, its enhancement requires constant, active work. In enhancing engagement and partnership the question is more widely about what possibilities that the legislation offers are used in practice and what kind of a culture the administration has in these matters. The administrative culture is already on a good level, but the constantly changing environment demands continuous development. The general changes in the environment like digitalisation of services and self-service and national reform projects challenge the traditional participative forms and require a more open procedure on the side.

To actively promote openness and to share good practices Finland decided in 2012 to apply for membership in the OGP and prepared the required action plan. Finland became a member in April 2013.

The Open Government Action Plan has been implemented since spring 2013. In March 2014 the Government gave a Democracy report to Parliament. Its theme is enhancing openness and participation. The Government has also directed strategic research funds to enhance openness and participation.

The theme of Finland's first action plan is enhancing engagement. The action plan has been implemented in four areas that are 1) Open procedures 2) Clear language 3) Open knowledge 4) Government as an enabler.



Picture 1 OGP principles (outer circle) and themes of the first Finnish action plan (inner circle).

In the four areas of the action plan there are altogether 18 commitments. Under these commitments there are 46 action items.

The first Finnish action plan succeeded in bringing together areas of openness and participation that previously have been separate work areas. The plan has brought added value for instance to how clear language links to enhancing openness. Before developing open government has mainly been the task of the Ministry of Justice and the Ministry of Finance, open data has been the responsibility of Ministry of Finance and the Ministry of Transport and Communications. Enhancing clear language has been the

responsibility of the Ministry of Education and Culture and the Centre for national languages. The Open Government Partnership Programme has brought the different actors responsible for the various areas to the same table. This has increased the impact of the work and has helped to develop openness more extensively than before.

For the implementation of the first action plan a civil servant network has been organised in the state administration. The members of the network are from ministries and agencies. The role of the members is to enhance open government in their own agencies, to share good practices in the network, to take the open government goals to their agencies steering groups and to report in their own agency about government's work in enhancing open government. The experiences of the network are good and the plan is to strengthen its work in implementing the second action plan.

Looking for increased impact by focusing the action plan of 2015-2017 to less action items

In the preparatory work of the second Finnish open government action plan strong views have been raised that the work should continue with the current themes: open procedures, clear language, open knowledge and government as an enabler. These themes are only rooting into the daily life of the administration. The government as an enabler -theme was found to be the most difficult to grasp. The integrity of government, especially developing further whistle-blower protection to fight corruption, has been raised in the preparatory process. In this regard the preparatory works has already advanced as the Ministry of Justice has set up a working group to review whistle-blower protection. It was felt that the first Finnish action plan had too many commitments.

The themes of the 2015-2017 action plan are openness, accountability and enhancing engagement. The horizontal themes are enhancing the engagement of children and youth and elderly as well as digitalisation and productivity of government. The amount of commitments has been decreased for the second action plan. The work with the first action plan's themes is still going on in the administration. In order not to stop the work, the themes have been developed with minor adjustments to commitments in the second action plan. The commitments of the action plan of 2015-2017 are clear government, government as an enabler, open procedures, and enhancing engagement of children, youth and the elderly. Out of the previous action plan's themes clear language is part of the clear government commitment and open knowledge is part of the government as an enabler commitment.

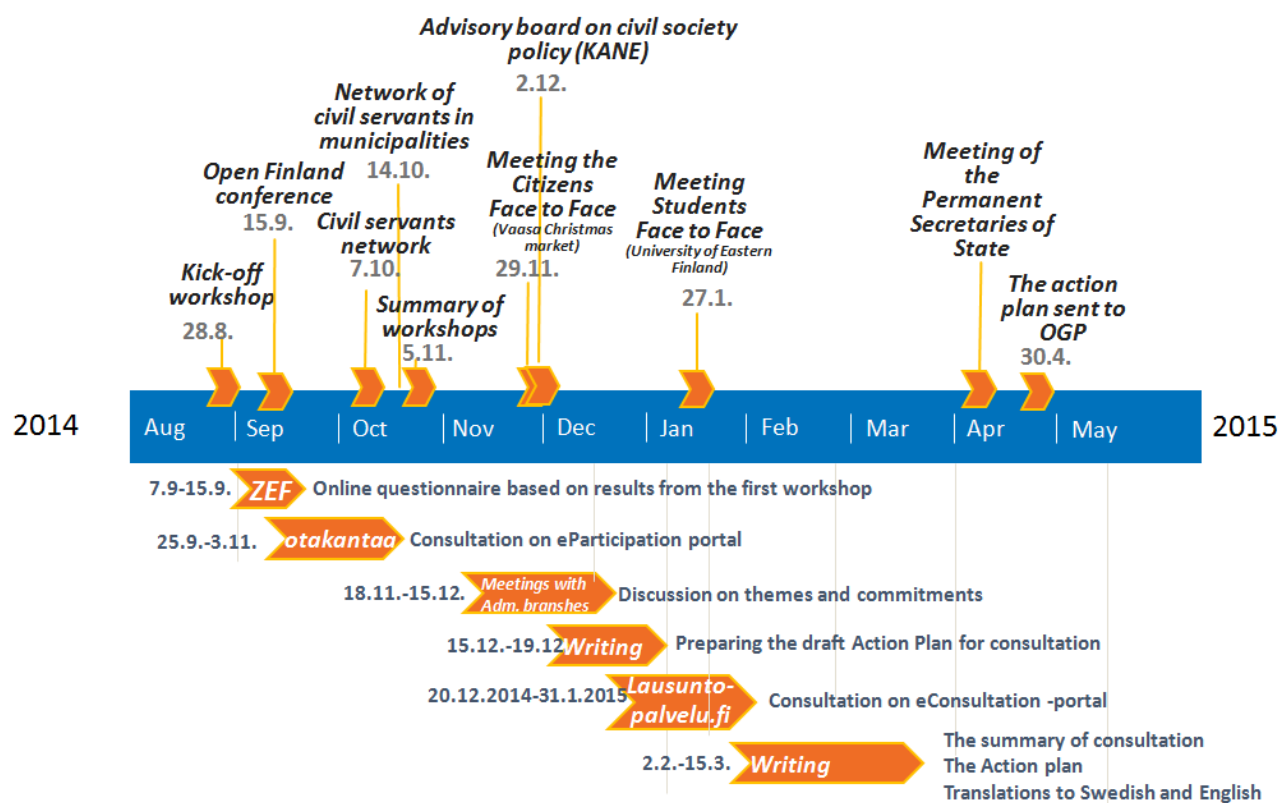
Picture 2 The main themes of Finland's second National Action Plan 2015 -2017



In Finland the Action Plan is implemented on all levels of the government: ministries, state agencies and municipalities. Goals have been created under the commitments, but once the implementation starts, the commitments will turn into individual actions and measurable targets in ministries, municipalities and regional councils. These goals can be further clarified during the implementation. The goal is to get open government enhancement to be part of each and every development project and programme. Ministries, agencies and municipalities are not asked to set up individual open

government projects, instead enhancing open government should be part of all work.

3 National Action Plan Development Process



Picture 3 Schedule of the NAP Development.

The development of the Finnish National Action Plan started with a kick-off workshop, which was held on the 28th of August 2014. The invitation to the seminar was widely distributed to civil society organisations, to citizens who had earlier participated in Open Government activities and civil servants. People were also asked to freely forward the invitation. The workshop was attended by 11 civil society organisations, 14 civil servants from municipalities, 31 from state government and 1 representing a company. Themes, which were raised in the workshop were afterwards evaluated with a web-based evaluation tool (ZEF). 42 people joined in the evaluation process.

A workshop was arranged at the Open Finland 2014 conference to collect proposals for actions to be included in the Action Plan. An online consultation was held at otakantaa.fi –service from 25th of September to 3rd of November. People were able to support and comment proposed actions or propose new action. On 7th of October the proposed themes and actions were discussed in the meeting of civil servants network. During November and December ideas were collected in 11 early morning round-table discussions with christmas porridge theme. Each of the discussions had participants from one administrative branch: civil servant network members from ministry and agencies.

At the end of November ideas for the new Action plan were collected face to face from citizens in city of Vaasa at the Vaasa Christmas Market. 37 people gave their ideas in writing and 67 people voted between the top three themes. At the beginning of December the Action Plan Draft was

discussed in the meeting of the Advisory board on civil society policy KANE, which consists of members from civil society, research, ministries and the association of local and regional authorities. In January ideas were collected from students in the University of Eastern Finland, Kuopio. From the collected material a draft action plan was created. The draft action plan was published in lausuntopalvelu.fi – a new consultation service, which is part of the democracy.fi-portal. The online consultation lasted from 20th of December 2014 to 30th of January 2015. A summary of the consultation has been published at www.avoinhallinto.fi as well as comments on how each of the suggested actions has been taken into consideration when creating the final Action Plan.

In Finland the schedule recommended for creation of the Action Plan falls in the same timeframe as the parliamentary elections and the change of the government. Due to this the Action Plan and its commitments shall be discussed with the incoming minister. Therefore we reserve the right to changes and refinement of the commitments.

4 Commitments

4.1 Clear administration

Lead agency		Ministry of Finance
Other involved actors	Government	Ministries, agencies, municipalities, Association of local and regional authorities, Institute for the Languages of Finland
	Civil Society, Private Sector	
Status Quo or problem/issue to be addressed		<p>The structure of the government is complex and language used is difficult to understand. It is not easy for citizens to understand where and how decisions are made and prepared.</p> <p>Commitments on clear administration were already in the first Finnish Action Plan. Ministries, agencies and municipalities have already done many things: developing the language in legislation, renewing the web-pages and clearing the language of customer letters and administrative instructions. In some cases the citizens have been part in the co-designers in the processes.</p> <p>The clarity of the customer letters enhances the quality and productivity of the process: the number of contacts and complaints to the service centers afterwards decline, when citizens understand what the decision means and what the reasons for such a decision are. Government work is mostly based on language, since both written texts and oral communication are parts of</p>

	<p>official parlance. Respectively, most of the communication and interaction problems in government are solved by enhancing the official parlance.</p> <p>The work towards a clearer administration is on a good track, but there still is a lot of work to be done. Major ongoing reforms are targeting clearer language, structure and governance models. There is a risk, that in change situations citizens experience government to be even more confusing and distant and their participation possibilities faint.</p> <p>The need to enhance the clarity of the language and structures in the administration was strongly raised during face-to-face meetings with citizens.</p>		
Main Objective	<p>Clear structures and processes in addition to customer-orientation are targeted in major reforms. Structures and processes are described so, that citizens know which authority should be contacted in different issues. The official parlance is correct, clear and easy to understand. Information on issues under preparation is available and can easily be found. Administration takes feedback and takes account of it when developing its ways of working.</p>		
OGP challenge addressed by the government			
Is it relevant to the advancement of:	Transparency	Accountability	Public participation
	x	x	x
Verifiable and measurable milestones to fulfill the commitment	New or on-going commitment	Start Date	End Date
<p>1. The structures and processes of the government are clear and customer-oriented and they have been described intelligibly. Indicator: survey 2015 and 2017</p> <p>2. The official parlance is clearer than previously. Indicator: The number of agencies and municipalities, which have enhanced the comprehensibility of their texts according to customer feedback. Survey 2015 and 2017</p> <p>3. Ministries, agencies and municipalities provide material also in plain language. Indicator: Number of publications provided in plain language. Survey 2015 and 2017.</p> <p>4. Visualizations (infographics) are</p>	<p>on-going</p> <p>on-going</p> <p>new</p> <p>on-going</p>	<p>1.7.2015</p> <p>1.7.2015</p> <p>1.7.2015</p> <p>1.7.2015</p>	<p>30.6.2017</p> <p>30.6.2017</p> <p>30.6.2017</p> <p>30.6.2017</p>

<p>used in government publications. Indicator: Number of agencies using visualizations. Survey 2015 and 2017.</p> <p>5. The government web-pages are accessible and compatible with assistive devices. Indicator: estimate now 5 %, comparison with the estimate of year 2017</p> <p>6. Government services are easily found in the Internet. Indicator: Survey 2015 and 2017.</p>	new	1.7.2015	30.6.2017
	new	1.7.2015	30.6.2017

4.2 Government as an enabler		
Lead agency		Ministries of Finance, Justice, Communication
Other involved actors	Government	Ministries, agencies, municipalities, Association of local and regional authorities
	Civil Society Private Sector	CSOs, Advisory board on civil society policy
Tilanne tai ratkaistava ongelma		<p>Opening the government data</p> <p>The opening of government data has started. Many important databases have been opened. The financing of the opening of government data is now part of the frame –budgeting process of the government. The ministries propose yearly, which databases within their administrative branch should be opened. All the databases cannot be opened at once due to the lack of resources and differences in the maturity of agencies. The databases, which are planned to be opened, have to be prioritized.</p> <p>A common platform (avoindata.fi) for open data and interoperability services has been launched by the Open Data Program, which is steered by Ministry of Finance. Agencies and municipalities have been given guidance on opening the data. Finland scores fourth in the international Global Open Data Index comparison. However, the opening of government data is just at the beginning phase.</p> <p>During the drafting of the Action Plan a need to open several data reserves, which are considered important, was raised. These are: companies' and corporations' data, notifications on forest usage, decisions on use of forest owned by government, environmental impact assessments, public procurement, agencies' plans to open data and other central data reserves. Some of this data is already open, but they are hard to find from the agencies' web-pages. The accessibility of open data</p>

	<p>has been enhanced by opening the avoindata.fi – portal, where links and metadata on open data are.</p> <p>Processes for handling the suggestions of data reserves to be opened will be created within the Open Data Program, which ends in July 2015. The possibilities, limitations and actions needed to open the data reserves, which have been suggested to be opened, need to be studied. The amount of work has to be evaluated and the data reserves have to be prioritized.</p> <p>Digitalization brings the services close to citizens The society is rapidly becoming urbanized. The government is reforming services by centralizing and digitizing. Digital services raise productivity; enhance the possibilities of special groups to use services and bring services to places, where other services do not exist anymore. Citizens, including people with special needs, have to be taken into the service planning process to create services, which are easy to use. eDemocracy- services have been developed since the beginning of 21st century. The renewed portal of wide range of eDemocracy –services is partly in a piloting phase.</p> <p>Prerequisites of volunteer work are supported Government, municipalities and civil society cooperate and work as partners. Volunteer work is supported by several ministries and municipalities. Processes in different ministries and municipalities are different. There is now co-ordination between ministries. There is a lack of co-ordination also in many municipalities.</p>		
Main Objective	Government enables opportunities for businesses and civil society by opening government data reserves and tearing down obstacles for volunteer work. Participation and use of public services in rural areas is enhanced by digitalizing services.		
OGP challenge addressed by the government			
Is it relevant to the advancement of:	Transparency	Accountability	Public participation
	x	x	x
Variable and measurable milestones to fulfill the commitment	New or on-going commitment	Start Date	End Date
1. Established procedures to open data sets which are significant to open, efficient, accountable and transpar-	new	1.7.2015	31.12.2015

ent administration. Possibilities to open these data sets are investigated and priorities order is set. Results are published and follow-up is organized.			
2. Citizens have a possibility to view their personal records kept by the authorities through one single service. Indicator: Number of state agencies and municipalities joined to this service.	new	1.7.2015	30.6.2017
3. Drafted proposal of how to support to preconditions of voluntary work should be coordinated within the government.	new	1.7.2015	31.12.2015
4. Drafted proposals of removing the barriers of voluntary work and analysis of their impact.	new	1.7.2015	30.6.2015
5. Together with CSOs and municipalities practices to improve possibilities of e-participation of people with special needs and of people living in rural areas are created.	new	1.7.2015	30.6.2017
6. Citizens have access to e-services also in rural areas.	new	1.7.2015	30.6.2017
7. e-participation tools (demokratia.fi, kansalaisaloite.fi, kuntalaisaloite.fi, lausuntopalvelu.fi, nuortenideat.fi, otakantaa.fi) are actively used by the public sector and the civil society. Indicator: Number of users.	new	1.7.2015	30.6.2017
8. CSOs and citizens organizing voluntary work have an easy access to information they need for this.	new	1.7.2015	30.6.2017
9. Democracy recognition is given to two civil servants (one from the state administration and one from the municipal sector) for their activities in enhancing open government.	on-going	1.8.2015	13.10.2017

4.3 Open Procedures		
Lead Agency		Ministry of Justice, Ministry of Finance
Other involved actors	Government	State agencies, ministries and municipalities
	Civil Society, Private Sector	Civil society organisations Employer and Employee organisations
Status Quo or problem/issue to be addressed		Visibility of government projects The aim of the Act on the Openness of Government

Activities is to ensure openness of government activities and give the citizens and other actors of the society a possibility to monitor the use of public authority and public funds, to formulate their own opinions and to influence the use of power and to safeguard their own rights and needs. Digitalization has increased possibilities to enhance openness. The expectations of the citizens have however increased faster than the government practices have advanced.

Since 1999 information on government projects has been available via Government Project Registry (HARE). The registry is now being renewed. The use of this new registry by the ministries needs to be assured and the knowledge of it increased among the citizens and the media.

Updating the instructions for legislative drafting

Ministry of Justice has given instructions for legislative drafting. Instructions need to be updated to meet the needs of the changing operational environment. The needs of children and the youth as well as people with special needs are taken into account as well as the obligations of the new Municipal Law. The established open government networks can collect needs for additional instructions and handbooks. The open government network of state government and the open government network of municipalities are also ways to implement the instruction to the administrations.

More web castings in government

Web castings of events organized by government are provided. The wider use of web castings is hindered e.g. by additional cost of organizing them. Better and more cost-effective ways of providing web castings are needed and they need to be more extensively implemented.

Enhancing openness within the government

In order to be open to the citizens the government needs to be internally open. Sharing information and working together within the government is essential for the government to be able to handle horizontal wicked problems.

The need for a lobbying register is assessed

According to the Corruption Index of the Transparency International, Finland is the third least corrupted country among the 175 countries evaluated. The first two places are held by Denmark and New-Zealand. Despite this good rating Finnish government needs to

	continuously work to remain and improve the existing level of trust.		
	Possible creation of a lobbying register has been addressed by The Committee on Ethics of State Civil Servants in a report published in 2014 (Report in Finnish: Valtion virkamiesseettisen toimikunnan raportti VM 3/2014).		
Main objective	Opening the government procedures		
OGP challenge addressed by the government			
Is it relevant to the advancement of:	Transparency	Accountability	Public participation
	x	x	x
Variable and measurable milestones to fulfill the commitment	New or on-going commitment	Start Date	End date
1. Renewed government project registry (HARE) has been opened and it is used by all the ministries. Indicator: % of all government projects published in HARE. Survey in 2016 and 2017.	new	1.7.2015	30.6.2017
2. HARE is well known by citizens and media. Indicator: Number of users.	new	1.7.2015	30.6.2017
3. Instructions for legislative drafting have been updated.	new	1.7.2015	30.6.2016
4. Number of interactive web castings in government is increasing. Indicator: Number of agencies providing web castings. Survey on 2015 and 2017.	on-going	1.7.2015	30.6.2017
5. Report on creation of a lobbying register and the possibility of providing it as open data has been published and conclusions of possible actions decided.	new	1.7.2015	30.6.2017
6. Open government is presented in the annual International anti-corruption day event organized by the Ministry of Justice and the Transparency International Finland.	new	1.7.2015	30.6.2017
7. Open government principles are also applied to horizontal work within the government. Indicator: Annual personnel survey of the government (VM-Baro).	new	1.7.2015	30.6.2017

4.4 Engagement of children, the youth and the elderly				
Lead Agency		Ministry of Education and Culture		
Other involved actors	Government	Ministry of Social Affairs and Health + other ministries, state agencies and municipalities		
	Civil Society, Private Sector	Child and youth organizations Organizations of the ageing people		
Status Quo or problem or problem/issue to be addressed		<p>Participation opportunities of children and the youth have been systematically enhanced in municipalities and in CSOs. The new Municipal Law requires all the municipalities to establish Youth Councils or equivalent groups as well as Councils on Disability. Older people's councils have been mandatory since 2013. At the moment approx. 80 % of municipalities have a Youth Councils or equivalent groups. Approximately 150 municipalities have Councils on Disability. Both of these councils will be mandatory from 1.6.2017. In state government and especially in law drafting the engagement of children and the youth has been less advanced.</p> <p>During the first Finnish Open Government Action Plan a workshop for young people was organized where the laws in preparation were discussed and information was gathered on how and in which matters young people should be engaged in the drafting process.</p> <p>Especially in the meetings and workshops with the civil society, together with the children and youth engagement the inclusion of the elderly has been highlighted. They are also a group often not included in the drafting processes.</p> <p>Different age groups should however not be considered as homogeneous groups based on just age. Specific attention needs to be paid to people with disabilities, or people lacking the often needed language skills or cultural knowledge. This applies also to children and young people.</p>		
Main Objective		Enhancing the engagement of children, youth and elderly people in the processes where the decisions are prepared and in co-design and co-production of services.		
OGP challenge addressed by the government				
Is it relevant to the advancement of:		Transparency	Accountability	Public participation
		X	X	X

Variable and measurable milestones to fulfill the commitment	New or on-going commitment	Start Date	End Date
1. In preparation of a new the Youth Act and the Child and Youth Policy Programme to be published in 2015, the engagement of children and the youth in the state government will be enhanced (including law drafting). Digitalisation is utilized.	new	1.7.2015	31.12.2016
2. Advice to the staff of state government and the municipalities will be organized on how to engage different age groups. This will be done in co-operation with the CSOs. Indicator: Number of trainings organized and number of participants in these trainings.	new	1.7.2015	30.6.2017
3. Based on the Action plan of the upcoming new Government, main initiatives will be selected where different methods of engaging children, the youth and the elderly people are experimented.	new	1.7.2015	31.12.2015
4. A joint participation camp for the elderly, the youth and children is organized. Also civil servants from state government and municipalities will be present.	new	1.10.2015	30.6.2017
5. In co-operation with Youth network a study on engagement of children and the youth will be made.	new	1.7.2015	31.12.2015