Mikko Kymäläinen

Achieving transparency and effectiveness – A paradox?

A case study from Vantaa

VAASAN YLIOPISTO	
School of Management	
Tekijä:	Mikko Kymäläinen
Tutkielman nimi:	Achieving transparency and effectiveness – A paradox?: A case study from Vantaa
Tutkinto:	Hallintotieteiden maisteri
Oppiaine:	Julkisjohtaminen
Työn ohjaaja:	Christoph Demmke
Valmistumisvuosi:	2023 Sivumäärä:

TIIVISTELMÄ:

The purpose of this thesis is to find out how the paradox between transparency and effectiveness is visible and managed in the city of Vantaa. Background for the thesis comes from the changes the city of Helsinki tried to implement in its own budget process. The key research questions are how the paradox between transparency and effectiveness and effectiveness is visible in Vantaa and how are the managers of Vantaa managing with the paradox. The hypothesis is that the paradox is visible and that the managers are trying to achieve both transparent and effective decision making. Theoretical background for this theory is the paradox theory and much in this thesis is drawn from the work of Marianne Lewis and Wendy Smith and Miguel Pina e Cunha and Linda Putnam. Paradoxes cannot be discussed without making the distinction with the value conflicts clear also. The thesis was done as a qualitative content analysis and a questionnaire was sent to the personnel of the division of strategy and leadership of the city of Vantaa. The questionnaire consisted of more quantitative questions and some open-ended questions which were meant to collect data to be qualitatively analyzed. The questionnaire was open for a month in summer of 2023 and it got 21 responses. The responses make clear that the the contradiction between transparency and effectiveness is visible and recognized in the management of Vantaa. The responses are analyzed from the point of view of different response groups for different angles to the subject. Finally, the open-ended questions are analyzed and the responses are categorized around two different key questions, how is the paradox visible and how are the managers of Vantaa managing with the paradox. The results show that the paradox of transparency and effectiveness is visible in larger level or in specific decisions and processes. For the management of the paradox the responses were divided to functional and dysfunctional ways to manage with the paradox. From these responses it would seem that good communications are the key to manage with the paradox of transparency and effectiveness.

Tämän opinnäytetyön tarkoituksena on selvittää, miten läpinäkyvyyden ja tehokkuuden paradoksi näkyy ja miten sitä hallitaan Vantaan kaupungissa. Opinnäytetyön taustalla ovat muutokset, joita Helsingin kaupunki yritti toteuttaa omassa talousarvioprosessissaan. Keskeisiä tutkimuskysymyksiä ovat, miten läpinäkyvyyden ja tehokkuuden paradoksi näkyy Vantaalla ja miten vantalaiset johtajat pärjäävät paradoksin kanssa. Hypoteesi on, että paradoksi on näkyvissä ja että johtajat yrittävät saavuttaa sekä avoimen että tehokkaan päätöksenteon. Tämän teorian teoreettinen tausta on paradoksiteoria, ja suuri osa tässä opinnäytteessä on peräisin Marianne Lewisin ja Wendy Smithin sekä Miguel Pina e Cunhan ja Linda Putnamin töistä. Paradokseista ei voida keskustella tekemättä eroa myös arvoristiriitojen kanssa. Opinnäytetyö tehtiin laadullisena sisällönanalyysinä ja kysely lähetettiin Vantaan kaupungin strategia- ja johtamisvastuualueen henkilöstölle. Kyselylomake koostui kvantitatiivisemmista kysymyksistä ja muutamista avoimista kysymyksistä, joiden tarkoituksena oli kerätä aineistoa laadullisesti analysoitavaksi. Kysely oli avoinna kuukauden ajan kesällä 2023 ja siihen saatiin 21 vastausta. Vastauksista käy ilmi, että

läpinäkyvyyden ja vaikuttavuuden ristiriita näkyy ja tunnistetaan Vantaan johtamisessa. Vastauksia analysoidaan eri vastausryhmien näkökulmasta eri näkökulmista aiheeseen. Lopuksi analysoidaan avoimet kysymykset ja luokitellaan vastaukset kahden eri avainkysymyksen ympärille, miten paradoksi näkyy ja miten vantalaiset johtajat pärjäävät paradoksin kanssa. Tulokset osoittavat, että läpinäkyvyyden ja tehokkuuden paradoksi näkyy laajemmalla tasolla tai erityisissä päätöksissä ja prosesseissa. Paradoksin hallitsemiseksi vastaukset jakautuivat toiminnallisiin ja toimimattomiin tapoihin selviytyä paradoksin kanssa. Näiden vastausten perusteella näyttää siltä, että hyvä viestintä on avain avoimuuden ja tehokkuuden paradoksin hallintaan.

Contents

Figures

1   Introduction

Inspiration for this thesis came when Helsingin Sanomat (2021) wrote about the changes the mayor of Helsinki had made in budget process. The old and established way was that the mayor published his or her budget proposal so that it was available for the public discussion before the political groups started their budget negotiations. Now the second politician mayor of the city, Mr. Juhana Vartiainen, decided not to publish his budget proposal. Instead, he shared his proposal directly and only for the largest political groups in the city.

Mayor Vartiainen argued that the public debate about the budget was not in the best interest of the citizens. He continued by stating that the result of the public debate was usually that the mayor's proposal was in many ways rejected in public by key politicians and there were many new proposals with different and often unrealistic aims in the air before political groups started their actual budget negotiations. This in his opinion did not give the politicians the best premises for the negotiations. So, the aim for this new process was to increase the effectiveness of the budget process. He rejected the criticism for the lack of transparency by notion to the representative system of decision making. (Helsingin Sanomat)

The decision not to allow the public debate about the budget until it is basically approved by all major parties is clearly weakening the transparency of the decision making from the citizens' point of view but it is also easy see the point mayor Vartiainen made. It is clearly more difficult to be engaged to a difficult negotiation while under the public gaze and when more and more expectations are accumulating.

The piece of news made me wondering if the dilemma or paradox between transparency and effectiveness would be something that had been studied and researched before. As it turned out, it was. During the research, this thesis started to feel more and more relevant and it opened a whole world of value conflicts and paradoxes in public management.

Unfortunately, the city of Helsinki wasn't able to provide the needed research warrant during the spring of 2023 despite the numerous requests. Therefore, in this thesis the case study is done from the neighboring city of Vantaa where the approval for this work was given quickly in June 2023. From that I also want to express my gratitude to strategy and research manager Vesa Kokkonen and senior administrative specialist Matias Takala from their help during this process.

1.1 Achieving transparency and effectiveness – a paradox?

This is not the first time someone finds out the paradox or a value conflict between transparency and effectiveness. In an article "Coping with public value conflicts" de Graaf, Huberts and Smoulders (2014, p. 18-19) note the value conflict between transparency and effectiveness in Dutch municipality and hospital. They also point to the work of Michael Lipsky from the 1980's where the same kind of questions were recognized (1980, p.19).

1.2 Research questions and structure

This thesis focuses on the city of Vantaa. The city of Vantaa is examined more closely later in a dedicated chapter. The purpose of this study is to find out how the paradox of transparency and effectiveness is visible in the management of the city in different levels and how it is managed. Research questions are following:

- How is the paradox of transparency and effectiveness visible in management of Vantaa?
- How is this paradox being managed by the city's leadership?

Research was done as qualitative content analysis. The material was collected by a questionnaire which was sent to the personnel of the division of strategy and management of Vantaa.

The main hypothesis is that paradox of transparency and effectiveness is visible in the management and the managers are trying to achieve both transparent and effective decision making.

The structure of this thesis consists of presentation of concepts and definitions, presentation of city of Vantaa, theoretical basis, methodology, results and conclusions.

2 Concepts and definitions

In this chapter the key concepts and definitions for this thesis are explained. The meaning of transparency transparency and effectiveness and how they are also described in earlier research will be opened. Attention will also be paid to the concept of value conflict since its importance for the survey and to the topic. The aim is also to make the difference between value conflict and a paradox as clear as possible since even though they might time to time look the same, they differ substantially. During the explanation comparing of transparency and effectiveness as values and exploring positions and situations where they might be in conflict with each other, will be made. In the end of this chapter, the term paradox will also be axplained. More about paradox theory can be found in section 4.

2.1 Transparency

Transparency is defined in Oxford dictionary as "the quality of being open to public scrutiny" (MOT Oxford dictionary of English). So, transparency is something that makes other things more easily understandable to others. Transparency is something that is known to reduce corruption, increase public disclosure and to create trust (Ball, 2014, p. 298). With this background, it is very understandable that transparency at least in principle is not often opposed and it can be said to be universally recognized as a positive value (Bianchi, 2013, p. 2).

But transparency has also paradoxical properties (Ball, 2014, p. 294). This is why we also need to stop and ask, what is transparency? Tom McManus sees (Lazarus & McManus, 2006, p. 924) transparency as two-part concept where one part is openness and free flow of information and the second one is dialogue with stakeholders. It still does not come that easily. Openness and access to information are important but raise a question of privacy. Free flow of information raises questions of security. The right to own some information, and simultaneously restrict that information is part of our system of commerce (Lazarus & McManus, 2006, p. 924-925). It is therefore not surprising that the

risks of all open and available information are widely recognized by even the prominent supporters of transparency (Bianchi, 2013, p. 10)

Transparency can also lead to great political distrust and anger, at least in short term, especially if something is exposed unintendedly and suddenly, like in the case of Hillary Clinton's email scandal in 2016 (CNN 2016). In the middle of a presidential election campaign the vast number of leaked emails offered her political opponent an excellent weapon to use against her. Even though these emails had and have relevance and one would think that the public had the right to be aware about the content of them, it does raise questions about the misuse of transparency. Especially when for example Mr. Trump's own tax records were not published until late 2022 (Politico, 2022), well after the presidential elections. This so-called WikiLeaks saga illustrates well the dark sides of transparency (Bianchi, 2013, p. 10-12). As noted also in an interview with Tom McManus; "it is not easy to have a meaningful dialogue with stakeholders who are angry and think they have been wronged" (Lazarus & McManus, 2006 p. 925). Stakeholders in this example could be understood as citizens as well.

2.2 Effectiveness

In Oxford dictionary effectiveness is defined as "the degree to which something is successful in producing a desired result" (MOT Oxford dictionary of English). In public management effectiveness is the often paired with efficiency which in a way supplement it. In practice this means that desired outcome is meant to achieve as quickly as possible and with minimum number of needed resources such as money, man power etc. Same kind of definition is used by Finnish ministry of finance which in its study defined effectiveness in following way: "civil servant's actions and work are effective and attention is focused on results" (Hyry, 2017, p.16).

Effectiveness and efficiency have been labeled as core values under the performing governance with efficiency. When transparency is categorized in to different types of values

in public governance, it is responsive governance with participation, legitimacy and accountability. It is no wonder that collision is imminent and that the value conflicts are rooted in public governance. (de Graaf, Huberts et al., 2014, p. 7)

The ministry of Finance of Finland has studied the ethics and morals of Finnish civil servants by studying what kind of values are important to Finnish public. Effectiveness seemed to be deemed as important, 87% of Finnish public sees it as an important or fairly important value for a civil servant. It really becomes interesting when comparing this value given to effectiveness with assessment of how well are these core values realized in the actions of civil servants. Only 34% of the recipients think that the Finnish civil servants perform their service in effective manner very or fairly well, whereas 14% of the public seems to think that the service is conducted very or fairly poor way when thinking of effectiveness. Interesting enough is also that even if transparency is seen as an important value by the public, the assessment of its realization is even little worse than the assessment of realization of effectiveness. (Hyry, 2017, 19)

2.3   Value conflicts

Value conflict is a distinction used to define a situation where two or more of the organization's values collide and are in conflict with each other. When talking about public organizations, it is useful to talk about public values which mean the important qualities of public governance (de Graaf, Huberts, et al., 2014, p. 3). In public management value conflicts are hard if not impossible to avoid (de Graaf, Huberts, et al., 2014, p. 4).

De Graaf and van der Wal (2010, p.625) recognized four core values when assessing good governance, lawfulness, integrity, democracy and effectiveness. It is easy to see how these values can be time to time in collision course with each other and create moral and other dilemmas or conflicts when assessing which value is to be prioritized. It is anyway important to remember that value conflicts can create paradoxes or paradoxical situations within organizations but all value conflicts are not paradoxes, sometimes the

problem can be solved and the key is to find the right way to prioritizing between competing values. The concept of paradox refers to a situation that can't be solved and you'll only make things worse if you try to solve it (Cunha & Putnam, 2017, p.100), whereas the managing with conflicting public values is what good governance is about (de Graaf & van der Wal, 2010, p. 625).

Value conflicts can easily paralyze the public administration and that is why different coping methods have been developed and studied. First coping strategy is called firewalls which is about separating different values to different parts of organization. This method allows each value to be noted but the actions of an organization can be seen as inconsistent. Second coping mechanism is called bias, it refers to a situation where other values are deemed more important than others. This coping method effectively dissolves the conflict in value conflict but it can lead to dissatisfaction from those who favor other values instead of the chosen value. Third coping method is called casuistry, this refers to a situation where public official makes decisions on a case-by-case basis for each value conflict based on their knowledge and experience from similar cases. This method is time consuming and it relies heavily on the expertise of the public official making the decisions. (de Graaf, Huberts et al, 2014, p. 8-9)

The fourth coping method cycling shifts the focus from one value to another when the resistance towards the originally favored value grows too heavy. Fifth method is called hybridization where all values are seen important and the public official's task is to cope with all of them. The apparent risk with this method is that when everything is important, nothing is important. Incrementalism is the sixth coping method; it refers to a strategy where the aim is to put slowly and little more emphasis on one value not making it too quickly. This leads to a chance to move away from the value conflict and from the paralyzing effect of it but it also creates the possibility that changes are not happening when the pressure to change old practices is not heavy enough. (de Graaf, Huberts et al, 2014, p. 9)

There are three types of governance with focus on different values. Performing govern-ance which focuses to effectiveness and efficiency, proper governance with focus on in-tegrity, lawfulness and equality and responsive governance focusing on participation, transparency, legitimacy and accountability. With these three types of governance the value conflicts are embedded to public governance and are thus unavoidable in public life. (de Graaf, Huberts et al, 2014, p. 7)

2.4   A paradox

A paradox is defined in Oxford dictionary as "a person, thing or that combines contradic-tory features or qualities" (MOT Oxford dictionary of English). This is a good start for us when talking about paradoxes in more academic context but the definition needs some sharpening for our purposes. Lewis and Smith (2011, p. 382) define paradox as "contra-dictory but still interrelated events that exists simultaneously and persists over time".

In practice this means that paradox is a situation where two or more opposing values, events or actions are pushing organization apart but these values, events or actions are still related with each other which means that one cannot simply choose one and be done with it. In addition to that these values, actions or events are existing in same time and they will keep existing over time. One example of a paradox is paradox of success which means a situation where past success leads organizations managers to act the same way over and over again in pursuit of duplicating the past success. (Cunha & Put-nam, 2017, p. 95-96)

A clear challenge in literature and research about paradoxes is the lack of conceptual clarity. The existence of paradoxes is recognized and acknowledged but the paradoxes are called by different names or are otherwise differently referred to by different schol-ars. Different names used in describing the tensions behind possible paradoxes are for example "dilemma", "dichotomy" or "dialectic". (Lewis & Smith, 2011, p. 385). All in all, this makes the paradoxes sometimes difficult to recognize even from academic text since it is possible that the phenomenon is not called a paradox even if it is what it is. Instead,

the word paradox is often used as an umbrella phenomenon in cases where researchers are dealing with conflicts, difficult choices as well as simultaneous persistence of opposites. (Cunha & Putnam, 2017, p. 99)

Case: city of Vantaa

Vantaa is the fourth largest city in Finland and it is a part of the larger capital region area which consists of the capital city Helsinki, Vantaa, Espoo and Kauniainen. The population of Vantaa is 242 891 (31.12.2022). In Vantaa there are 118 546 (31.12.2021) jobs in total and the unemployment rate is 12%. Of those almost 120 000 jobs almost 10% is provided by the city itself. With little bit more that 11 000 jobs the city of Vantaa is one of largest employers in Finland. Vantaa's neighboring cities and municipalities are Helsinki in south, Sipoo in east, Kerava, Tuusula and Nurmijärvi in north and Espoo in west. Formerly Vantaa has been known as Helsinki's parish but the name Vantaa has been established at latest from 1970's when Vantaa reached the status of a city. (Vantaa 2023)

It is a distinctive quality for Vantaa as a city that it does not have a clear center. The quality that it shares with neighboring city of Espoo. This might have something to do with close proximity to the center of Helsinki. Vantaa is divided to seven larger areas and to 61 smaller neighborhoods. The two regional and population centers are Tikkurila in eastern Vantaa and Myyrmäki in western Vantaa. From these two Tikkurila has somewhat taken the unofficial status of center of Vantaa since after the opening of new cross Vantaa railroad in 2015. It serves as a major hub for transportation. The city hall and central administration of Vantaa are located in Tikkurila.

There are few things boosting the vitality of the city. Finland's largest airport, the Helsinki-Vantaa airport, is located in Vantaa. Before the covid pandemic over 10 million passengers flew from the airport (Finavia 2023). Around the airport there is the larger area of Aviapolis which is one of the fastest growing corporate areas in Finland (Vantaa 2023). The city council of Vantaa decided 22.5.2023 to start the building of light rail in Vantaa which is supposed to increase the growth of the city in the future (Yleisradio 2023). Today Vantaa is the fastest growing city in Finland and it has been awarded with the European rising innovative city award in November 2021 (EIC 2021).

Organizationally Vantaa is divided to four divisions and the service sections below each division. The divisions are the division of strategy and leadership, division of urban environment, division of education and learning and the division of urban culture and well-being. The division of strategy and leadership is led by the mayor and the other divisions are led by deputy mayors. It is worth noticing that the mayor and the deputy mayors in Vantaa are elected by the city council and they do not have mandate directly from the electorate. The comparison is important because in many Finnish cities the mayor is nowadays elected in more direct way by the citizens and that naturally changes the dynamics of power in these kinds of cities. In this thesis I will focus to the division of strategy and leadership. The division is led by the mayor and it consists of six departments. Departments are personnel and group services, growth services, municipal democracy, finances and strategy, internal audit and communications. The structure is visualized in figure 1 below. (Vantaa 2023)

Figure 1. Visualization of the organizational structure of division of strategy and leadership of Vantaa. (Vantaa 2023)

The most important decisions in Vantaa are made by the city council. In the 67-seat city council the largest number of seats is held by National Coalition Party, with 18 seats. The second largest party is SDP with 16 seats. After them the True Finns have 11 seats,

Greens 9 seats, Left Alliance 4 seats, Center Party 2 seats, Christian Democrats 2 seats, Movement now 2 seats, Swedish people part 2 seats and Vantaa belongs to the people movement 1 seat. According to the municipality act the city council in responsible for the actions of the city as a whole and decides for example about the annual budget. The council is chaired by Antti Lindtman (SDP) and vice-chaired by Laura Kaira (National Coalition Party) and Erika Veltheim (True Finns). (Vantaa 2023)

The city council appoints the city board which represents the city as an employer and for example is responsible of the HR-policies. During this council term (2021-2025) there are 15 seats in the city board and the seats are divided in the following way, National Coalition Party 4, SDP 4, True Finns 3, Greens 2, Center Party 1 and Left Alliance 1. Every member of the city board has a personal vice member. The city board is led by Sari Multala from National Coalition Party and Säde Tahvanainen (SDP) and Mika Niikko (True Finns) act as vice chairs. (Vantaa 2023)

3 Theoretical basis

Theoretical basis of this thesis is paradox theory and paradox-thinking. Writing about value conflicts is also an important background for this thesis and a very possible approach to the subject. When approaching such enormous and wicked problems such as a paradox between transparency and effectiveness the value conflict might leave the subject just a little bit too thin since the problem is so much more than just a conflict between different values. In this section, the aim is to go deeper in to paradox theory and paradox thinking.

3.1 Paradox theory

When starting to talk about paradox theory it is important to define the word paradox. As defined in section 2.4 we lean to the definition by Lewis and Smith (2011, p. 382) stating that a paradox means "contradictory but still interrelated events that exist simultaneously and persist over time. Paradoxes are a much-written subject but they lack of conceptual clarity (Lewis & Smith, 2011, p. 385) as already mentioned in section 2.4. Paradox studies offer an alternative approach to the contingency theory which is based on assumption that tensions affecting an organization are highly contextual (Lewis & Smith, 2011, p. 381). In paradox studies the attitude adopted towards tensions behind organizations is different and it aims to explore how organizations can attend to competing demands simultaneously (Lewis & Smith, 2011, p. 381).

In literature, paradoxes are divided to four different categories, learning, belonging, organizing and performing (Lewis & Smith, 2011, p. 383). Learning paradoxes often focus on tensions between old and new, belonging paradoxes often focus on identities, like individual vs. collective. Organizing paradoxes refer to tensions that arise through competing designs and processes and performing paradoxes are about struggle between internal and external demands between aims and performance (Cunha and Putnam, 2019, p. 98). Criticism has been voiced to this division since it has been used as finished all-

embracing classification of paradoxes. Two shortcomings have been pointed out, exclusion and isolation. The first one, exclusion, refers to paradoxes that do not fit into this classical categorization. The isolation means that the interdependence of these categories has not been properly examined. (Cunha and Putnam, 2017, p. 98)

Paradoxes are not to be tamed or just solved. Paradoxes are not to be treated as problems because it may lead to homogenizing or mainstreaming the paradoxes. Paradoxes are wicked, surprising and uncontrollable by nature. Instead of being solved, paradoxes should be examined and learned from. As Smith and Lewis (2011, p. 381) stated the building block of paradox are contradiction, interdependence and persistence. From these blocks the paradox in hand should be looked into and the more specific plan of action should be drawn. But it is also worth remembering that paradoxes are constantly changing within organizations and the world around us so different plans of action are more than often local and disposable. (Cunha and Putnam, 2017, p. 100-101)

How to deal with paradoxes when they are changing and uncontrollable and so on? In using paradox to build management and organization theories Van de Ven and Poole define four different ways or responses to paradoxes. The first response is opposition, to accept the paradox and using it constructively is often also the first thing one could do when facing paradoxes. In this response it is important to learn to live with to paradox but not to ignore it. The implications of paradox should be pursued and pushed to juxtaposition. The first response acts often as an opening to other responses available. (Van de Ven & Poole, 1989, p. 565 - 567)

The second response is spatial separation which refers to clarifying the levels of connection between different tensions (Van de Ven & Poole, 1989, p. 566). This can be done for example if the tensions are allocated in different levels or units of an organization (Lewis & Smith, 2011, p. 381). Even in this position it is important to specify very carefully how the different levels interrelate since the interdependence of the tensions is essential to paradoxes. The third response is temporal separation which means choosing one pole of

a tension at one point and another at another point. The fourth response is called synthesis which aims to finding a way to accommodate the opposing tensions. (Van de Ven & Poole, 1989, p. 566 - 567)

Tobias Fredberg (2014, p. 174) wrote down the six defensive approaches to paradoxes and the three positive ones recognized by Lewis. The defenses are; 1 splitting the paradox or dividing it into silos, 2 blaming someone else for the problem, 3 blocking the negative feelings, 4 using old solutions to new problems, 5 trying to discredit the problem with an excessive display of positive feelings or 6 compromising in the way that is not helping the organization. In these six approaches the common thing is that the nature of paradox is disregarded. The three positive approaches take the interrelated and contradictory nature of paradoxes much better into account. (Fredberg, 2014, p. 174)

The three positive approaches are acceptance, the managers dealing with paradox find a way to live with the paradox. Second approach is confrontation, the idea is to find out better way to deal with the situation. The last approach is transcendence which means that the managers have the capacity to think paradoxically (Fredberg, 2014, p. 174). The one thing all the positive approaches have in common, is that they require that the managers or others in the situation understand that they are dealing with a paradox.

4 Methodology

The methodology of this thesis is qualitative content analysis. The data is collected with a questionnaire which has four different sections. From the questionnaire the aim is to collect data and information about the decision making in Vantaa and about the visibility and management of the paradox in the city. Naturally, some background data to compare the collected information is also collected.

The questionnaire was sent to the personnel of the division of strategy and management. In the division there are in total 1068 people employed (Vantaa 2023). This number consist only the personnel working directly for Vantaa. Under the division of strategy and management there are also four subsidiaries. The personnel of those subsidiaries are not included in personnel of the division and the questionnaire was not send to them. The subsidiaries are Vantti, Vantaan energia, VAV and Mercuria. Vantti is a property management company which also provides meal services for Vantaa. Vantaan energia is a municipal energy company. Mercuria is a secondary level educational facility that provides business education and VAV is a public housing company owned by Vantaa. For the relevance of this thesis the personnel of these subsidiaries are not relevant since they do not work so directly with the decision making of the city.

As mentioned in chapter 3 each of Vantaa's four divisions is divided to different service sections. In this point it is important to take a look what is the work the division of strategy and management is responsible of. There are four service sections under the division which explain quite well the function and the activities of the division. The first one is personnel and group services which provides HR, internal audit and information management services for other divisions. Second one is growth services which is charge of employment and business services in Vantaa. Third one municipal democracy where lies the expertise of legal matter, decision making and other administrative services. The fourth and last section is financial and strategy section which is responsible of the city's overall finances and improving the city according to the strategy approved by the city

council. The four directors leading these sections are also part of whole city's executive team with the mayor and deputy mayors. (Vantaa 2023)

The questionnaire was sent to the employees of the division of strategy and management 20.6.2023 by email. The questionnaire was also published in the internal communication channel of the division. The data collection ended 20.7.2023 so the questionnaire was open for a month. It is worth of noticing that the data collection occurred during the summer vacation season which might limit the number of recipients.

4.1 Background of the questionnaire

In this section of the questionnaire, the aim is to find out some background information about the recipients. There are about six hundred people working in the city executive office, some of them are in different manager positions but most of the personnel are just employees. In this survey, a four-step manager division is used and the fifth option to choose is an employee. The manager positions available in the questionnaire are top level manager (e.g., mayor, administrative and financial director etc.), middle manager (e.g., divisional director), first line manager (e.g., director of a department) and a team-leader (e.g., senior specialists). It is also important to notice that the recipients choose most fitting option according to their own mind.

As a background question, the age of recipients is also relevant question. In general, the options are in ten-year segments, from twenty years to twenty-nine years and so on. Ages under twenty and over sixty are asked separately since the retirement age differs between the employees. Same applies to the other end of the line, there are probably not too many employees under the age of twenty working in the city executive office. Other basic background question is the gender of the recipients. Options available are male, female, other and I prefer not to tell. Last question in this section of the questionnaire is the duration of the employment of the recipient. The first option is the less than a year option and, in the end, more than twenty years. In the middle the options go from one to three years, four to five years, five to ten years and from ten to twenty years.

4.2   Basic questions about decision making in Vantaa

In this section the aim is to find out how the recipients see the decision making in general in Vantaa. In the beginning of this section the word transparency is explained as a situation where the background of the decision-making process and the process itself are easily accessible to the public. The section contains four questions about the transparency and the effectiveness of the decision making in Vantaa. Questions one and three have the same response options and the questions 2 and four have the same response options together.

In questions one and three the commonness transparent or effective decision making is asked and the recipients are asked to tell if the decision making is effective or transparent always, often, seldom or never. In questions two and four the recipients are asked to define how transparent or effective they see the decision making in Helsinki by putting the transparency or effectiveness of the decision-making process to the scale from one to five.

4.3   Visibility of the paradox

The third section of the questionnaire is about the visibility of the paradox. In the beginning of the section the word paradox in this context is explained to the recipients as a situation, where effective decision making and transparent decision making are in contradiction with each other. First, the recipients are asked if they have noticed the contradiction between transparency and effective decision making in Vantaa. The recipients have a chance first to answer plainly yes, no and I don't know but for those who answer yes, it is asked how often this contradiction occurs.

After the warming up questions, the recipients are asked in three different ways about the visibility of the paradox, in favor of transparency, in favor of effectiveness and last about the clash or direct contradiction of the two values. After each question there is a

question for those who answered yes to ecplain more about the situation. These open questions are meant to collect the real-life experiences to categorization.

4.4 Managing with the paradox

The last section of the questionnaire is about the management of the paradox. First two questions aim to measure how often the managers of the city manage the paradox well or poorly. The given options are the same always, often, sometimes, seldom, never that in previous section. In the last four questions of the section and the whole questionnaire, the recipients are asked if they have witnessed any good or bad ways of working with the paradox. The good way to manage a paradox was explained as a situation where the decision making was swift and done in transparent way. The recipients have first a chance to tell if they have or have not witnessed good or bad ways for managing the paradox. After that question those who have witnessed good or bad ways to work with the paradox, have a possibility to share more about those situations.

In yes or no questions in section four and three there is also always the option to answer "I don't know" to prevent unsure answers from the results. In the same way, in the second section where the effectiveness and transparency of the decision-making process is asked to put on a scale there is an option zero; "I prefer not to answer".

5   Results

During the month the questionnaire was open 21 answers were received. From the total of 1068 employees working in the division that represents about 2% of all the workforce of the division without taking the personnel of four subsidiaries into account. Relevantly low number of recipients could be explained by the fact that the data collection was done during the summer vacation season.

The low number of recipients raises the question about coverage of the material. On the other hand, it is also important keep in mind how to keep the material in controllable form during the process. Too much material can lead to situation where material starts to repeat itself and new material is unlikely to bring out new data. This situation is naturally hard to define even if in this case with the material at hand we are most likely not there yet. Nevertheless, the small material gives the researcher a possibility to really dig in to the data and often stated principle in qualitative research seems to be to write lot from little rather than little from lot. All this in mind, I hope the small material offers some benefits to this thesis and sheds some light to the subject. (Raunio, 2014, p. 189)

5.1   Background of the questionnaire

In total the questionnaire had 21 responses. Of those 21 recipients 4 (22%) were 20-29 years old, 5 (28%) were 30-39 years old, 3 (17%) were 40-49 years old and 6 (33%) were 50-59 years old. None of the recipients was not older than 60 years and apparently 3 recipients decided not to tell their age. Vantaa does not report the age of its personnel within divisional accuracy. Most (13) of the respondents identified as women and four identified as men. Four recipients chose not to answer this question. Most of the division's personnel are men (52%) (Vantaa 2022), so the questionnaire is rather misrepresented from this point of view.

Most of the recipients work in an employee level, in total 13 (68%) recipients. The rest (32%) work in managerial level and from those four are team leaders, two are junior

middle management and one in top management. Two recipients decided not to answer in this question. According to the personnel review of Vantaa (Vantaa 2022) 7% of the division's personnel work in managerial level so the managers are over-represented in this material. Most of the recipients have been working for Vantaa for a relatively short time since average duration of employment in Vantaa is about 11 years (Vantaa 2022). Four of the recipients had just started working for Vantaa since their employment had lasted less than a year. Nine recipients have worked for Vantaa from 1-3 years, four recipients from 4-5 years, two recipients from 5-10 years and only one recipient from 10-20 years.

In this section of the thesis, the results of the questionnaire are explored and the background variables compaerd together and with all the results. The aim is to see if the different response groups see the paradox in different way. There are eight response groups formed from the recipients. First response groups are those recipients older than 40 years old and younger than 40 years old. They are also referred as older and younger recipients in the text ahead. Half of the recipients are under 40 years old and half are older, in total 9 recipients in both groups.

Next two response groups are male and female recipients. As stated above 4 recipients chose not to answer the question about sex. These response groups are also referred as men and women. These response groups are quite unbalanced which need to take in notion when reading these results.

The original plan was to compare the responses of employees to different managerial positions. When almost 70% and 13 of the responses where from employees and only 6 responses from different managerial positions, the only reasonable decision is to combine the managerial positions into one response group whose answers were compared to the answers of the employees. In the text these response groups are referred as managers and employees.

The last two response groups are those who have been working for Vantaa less than four years and those who have been working for Vantaa more than four years. These response groups are also referred as newer employees and more experienced employees. The employee in these sections refers to all the personnel. The original plan was to compare the responses of those who have been working for Vantaa more than ten years to those who have been working less than that since an average duration of an employment in Vantaa is about eleven years (Vantaa 22). When only one respondent reported an employment longer than 10 years, the first two response options are combined and the responses of newer employees are compared to those who have been serving for longer time. The idea was that maybe the newer employees would have still newer eyes for possible failures in processes.

5.2   Transparency and effectiveness of decision making in Vantaa

Generally, decision making in Vantaa is seen in rather transparent and effective. In both cases the answers vary between the response options but the number of negative responses is bit larger when talking about the effectiveness of the decision making. When asked how transparent or effective the decision-making process is in Vantaa from scale 1 to five the average answer in both cases is three. When looking into the median answer it is both cases also three which at least tells about the symmetry of the answers.

Interestingly when asked if the decision making in Vantaa could be described effective or transparent in effectivity there are clearly more negative responses. 25 precent see the decision making to be rarely effective when compared to transparency, where only 11 precent see that the decisions in Vantaa are made in transparent way.

When evaluating the decision-making process itself, both the transparency and effectiveness received generally grade three as mentioned above. In both cases about half, 53% the recipients gave the grade three but the variation was much larger when talking about transparency.

When evaluating transparency all the response options were used so there were grades from one to five. Anyway, when compared to the answers from the grades of effectiveness the number of above average positive responses was higher, 37% of the responses were 4 or 5 when with transparency that percentage was only 21%. Contrary the number of below average responses was higher when evaluating effectiveness, 26% of answers when with transparency only 10% were below average.

Even if the responses were quite similar there seems to be more questions raised from the effectiveness of the decision making than from the transparency of the decision making. Where could this come from? Maybe the publicity act and the constitutional pressure to the public and transparent public governance or generally felt ineffectiveness of public authority

Value conflicts are irreversible part of good public governance (Gjalt & van der Wal, 2010, p. 625) and it would be surprising if none would be visible in Vantaa. The aim of this thesis is to look into the paradox of transparency and effectiveness but it is fair to ask if there are value conflicts that are raised from the material and separate them from the paradox. The value conflict between transparency and effectiveness has been recognized earlier in different researches (de Graaf et al., 2014, p. 18-19). As the answers vary it is well reasoned to believe that the value conflict between transparency and effectiveness is also visible in the answers, transparency and effectiveness do not make the most likely pair when picking a value to push forward (Gjalt & van der Wal, 2010, p. 625).

5.2.1 Older and younger employees

With younger recipients the answers vary more and the response options always and rarely are used. With older recipients the answers vary less and half of them think that decisions are often made in transparent way and other half thinks that decisions are sometimes made in transparent way
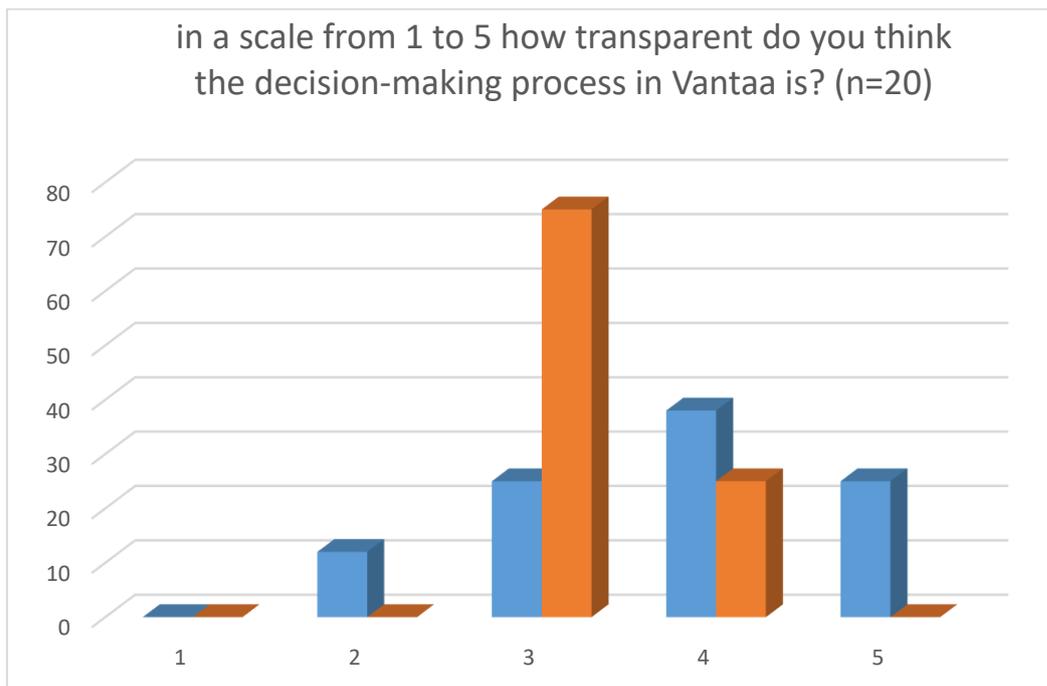
Figure 2. Comparison of answers of older and younger recipients in question 5.

Same continues when evaluating the transparency of the decision making. Again, the answers from younger than 40 years old recipients vary more. When the responses of the older recipients match clearly with the responses of all with the average answer of 3,3 and median of 3, the younger recipients give the transparency much better grade with the average of 3,8 and with median of 4:

When asking if the decision making in Vantaa could be described as effective the younger recipients see the decision making clearly more effective than the older recipients. Half of the below 40 years old recipients would say that the decision making is usually done in an effective manner when only 34% of the older than 40 years old recipients see it that way. On the other end of the scale 33% of the older recipients say that decisions are rarely made in effective way when only 13% of the younger recipients see it that way.

Same pattern is seen in the responses when asked to evaluate the effectiveness of the decision-making process in Vantaa. Younger recipients give the decision-making process an average answer of 3,4 when older recipients give it in average 2,9. It is anyway worth

noticing that again the responses of the younger recipients vary more with answers from 2 to 5 when the clear majority (62%) of older recipients are willing to give the grade 3

5.2.2   Male and female recipients

When comparing the answers between male and female recipients, the overriding story seems to be that men seem to value the decision-making process in Vantaa more effective and more transparent than women. This is clearly visible in all the responses in the questionnaires section 2

75% of male recipients see that decisions are made in transparent way in Vantaa and the rest (25%) say that the decisions are sometimes made in transparent way. With women the answers vary a lot more. Like the men, most (37%) of the women think that the decisions are often made in transparent way but unlike men there is also 18% of the recipients who see that the decisions are seldom made in transparent way and the 9% who think that the decisions are always made in transparent way.

The same goes on when asked to evaluate the transparency of decision-making process in Vantaa. With men the average answer is 3,5 with median of 3,5. With women the average answer is 3,3 and median 3. When men gave only grades 3 and 4 the responses with women varied lot more as the female recipients used the all the response options from 1 to 5.

All the male recipients thought the decisions in Vantaa are made in effective way when only 31% of the women answering thought so. With women the most common answer was sometimes (46%) and 23% of the female recipients thought that decisions are seldom made in an effective way in Vantaa. This is clearly indicated in the evaluation question as well. When the male recipients gave for effectiveness of decision-making process in Vantaa the grade 4 in average, was the average of female recipients only 2,8 with the median of 3.

5.2.3   Managers and employees

When comparing the responses between employees and those recipients who are in managerial roles, it seems that the employees regard the decision making in Vantaa more transparent and more effective than those in managerial roles.

55% of the employees think that the decisions in Vantaa are often made in transparent way, 9% would say that the decisions are always done in transparent way, 27% think that decisions are sometimes made in transparent way and 9% think that decisions are seldom made in transparent way. The responses of managers vary little less but the majority of managers (50%) says that decisions are sometimes made in transparent way, 17% say that they are seldom made in transparent manner and 33% think that they are often made in transparent way. Same is visible in the evaluation of the transparency of the decision-making processes. Employees gave the average grade of 3,5 when the average answer of managers was 3,0. The median response anyway was 3 for both response groups.

The same patterns repeat itself when talking about effectiveness. The responses of managers vary quite equally when asked if they would describe the decision making in Vantaa as effective, 34% says often, 33% sometimes and 33% seldom. With the employees almost half (46%) would describe the decision making in Vantaa to be often effective, 31% would say it is sometimes effective and 23% see it to be seldom effective. When asked to evaluate the decision making in Vantaa, the employees gave the average answer of 3,2 with median being 3 and the managers gave the average answer of 2,6 with a median of 2.

5.2.4   Newer and more experienced employees

New workers in Vantaa seem to be slightly more positive about the transparency and effectiveness in Vantaa when compared to older employees. When asked if the decisions are made in transparent manner in Vantaa, most of the newer employee recipients said

often (50%) or always (8%). From the more experienced employee's majority (67%) answered sometimes and the rest said often (33%). The same slightly more positive attitude towards the transparency of decision-making processes in Vantaa was visible in the evaluation question too. The newer employees gave the average grade of 3,4 when the average grade for more experienced employees were 3,2 and median being 3 for both.

When asked about the effectiveness of decision making in Vantaa the most common answer for the newer employees was often (46%) and with the more experienced employees it was seldom (43%) Overall the figures seem quite opposite with each other.
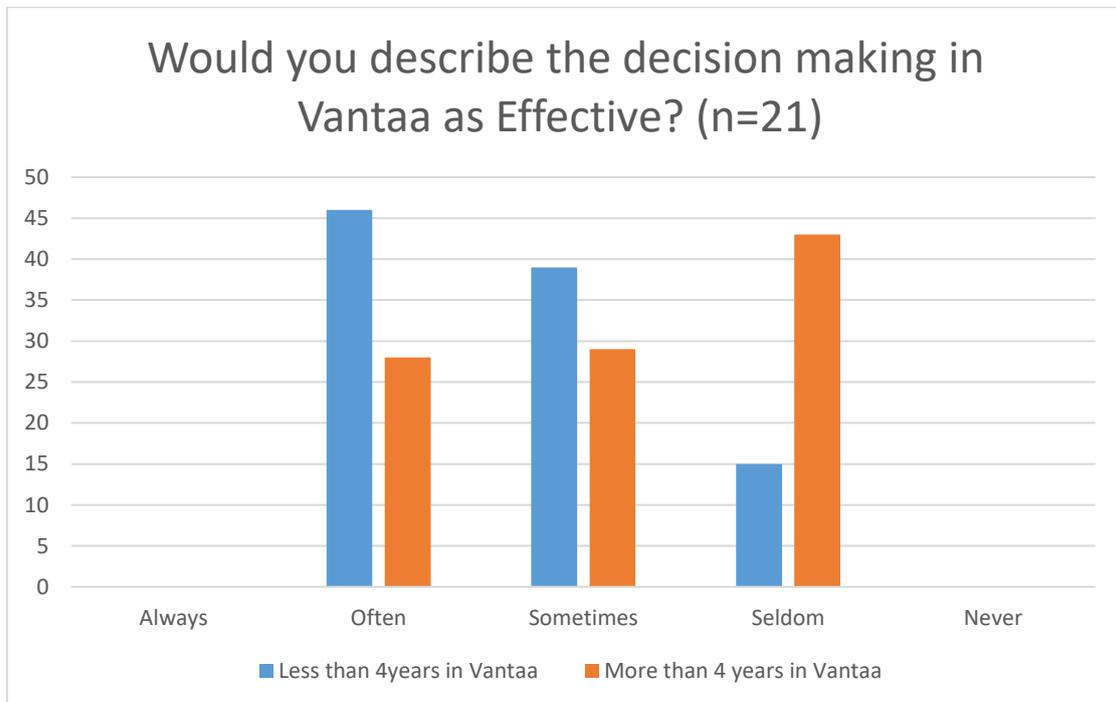

Figure 3. Showing the comparison from question 7 between newer and more experienced employees.

In the evaluation question the average answer of newer employee was 3,1 and with more experienced employees 2,9. The median aswer was the same 3 with both response groups.

5.3 Visibility of the paradox

The first question of this section was if the recipients had recognized the contradiction between transparency and the effectiveness. 21% of recipients did not recognize the contradiction, 37% were didn't know and 42% said that they recognize the contradiction. Those 42% answered to the question how often that contradiction is visible. For those responses it seems that the contradiction occurs regularly, 63% chose the option monthly and 12% said even weekly. The rest chose the option annually. The variation could of course be explained for example by the different job descriptions of respondents.

Next question was meant to find out is it more often transparency that suffers for effectiveness or vice versa. 39% of recipients had witnessed a situation where the aim to transparency was weakened by an aim to effectiveness. Vice versa only 26% had recognized the situation where aim to effectiveness was weakened by an aim to transparency. With the latter the number of no or I don't know answers was also higher. It seems that the aim to transparency is seen more often to be weakened by an aim to effectiveness even if both cases are recognized by the personnel of Vantaa as seen in example (1).

> Example (1) For example in HR nominations and other services have been really slow which has led for example to the slowness of recruiting new personnel.

Even if it seems more common to recognize situations where aim to transparency is weakened by effectiveness, the opposite seems also possible. The duty of the city is to "improve the wellbeing of its citizens and the vitality of its area" as stated in the law (Local government act 410/2015 1§:2). It can be said that the vitality of the area is improved when the land is planned for new houses, business or public services. Same time the municipality belongs to its citizens and in democracy they have the right to participate and have their voice heard. To this the transparency is vital element. In Using land and construction act the hearing process has been stated thoroughly and executing that

process takes time and can cost the municipality money. And of course, the actual construction of new houses, hospital of needed business facilities- is delayed by this process.

This creates the contradictory but still interrelated events that do exist simultaneously and persist over time as the paradox is defined by Lewis and Smith (Lewis & Smith, 2011, p. 382). In situation described above it is also worth to remember that these kinds of situations are often unavoidable since the conflict is built inside the system (DeGraaf et al p7)

> Example (2) When planning the land for housing the hearing processes coming from the law can be seen slowing down the decision-making process and the motivation for executing them is not high. I myself see these hearing processes important and feel that they should be executed in even more flexible and innovative way.

Even when this example (2) is from the part of the questionnaire which is about aim to transparency weakening the effectiveness, the content of it clearly shows what sort of problems can be caused with too much pushing and forgetting the transparency. The example above shows quite well what might happen if someone is just trying to solve the paradox, it is a way towards vicious cycles where the situation might keep deteriorating. (Lewis & Smith, 2011, p. 389)

5.3.1 Older and younger recipients

When comparing the answers of over 40-year respondents to the answers of under 40-year respondents it seems that younger recipients do recognize the contradiction better than older ones. Half of the younger recipients have noticed the contradiction between effectiveness and transparency in decision making in Vantaa. With over 40-year-old recipients that number was only 12%.

The same pattern goes on with more specific questions aimed to visualize the paradox. 43% of the younger recipients had witnessed a situation where the aim to transparency had weakened the aim to effectiveness and 37 % of the younger recipients had witnessed the situation where the aim to effectiveness had weakened the transparency. With older recipients the percentages were only 22% and 12%.

When asked if they have witnessed a situation where transparent and effective decision making are in clear contradiction both response groups answered mainly that they have not (50% both) and only 12% in both groups said they had witnessed such situation.

5.3.2   Male and female recipients

Both male and female recipients said they had noticed the contradiction between transparent and effective decision making in Vantaa (men 33% and women 39%). 67% percent of men and 15% of women said that they hadn't noticed such contradiction but 46% precent of the women answering the questionnaire chose the I don't know option for this question. For the frequency of this contradiction, both response groups thought it occurred in monthly basis, this was the opinion of all the male recipients and 60% of the female recipients.

From men responding to the questionnaire, 75% had witnessed a situation where the aim to transparency had weakened the aim to effectiveness. From women responding, only 27% had recognized the situation. Same pattern can be seen in the next actual question where only 8% of women responding had witnessed the situation where the aim to effectiveness is weakened by the aim to transparency whereas 67% of men responding to the questionnaire had witnessed such situation.

Slight contradiction in the responses occurs when asked if the recipients have witnessed a situation where transparent and effective decision making are in contradiction in city's decision making. None of the men responding didn't recognize the situation whereas 25%

of women did. Nevertheless most (50%) of the women responded that they had not witnessed such situation too.

5.3.3 Managers and employees

When comparing the responses of employees and those in managerial positions the managers seem to have been witnessing the different contradictions more often than the employees. 80% of the supervisors answering the questionnaire had noticed the contradiction between transparent and effective decision making in Vantaa. With the employees the percentage was only 31%. The employees also had various opinions about the frequency of those contradictions when half of them chose the answer annually. The supervisors answered unanimously that the contradiction is present on a monthly basis.

When asked if the recipients had witnessed a situation where transparency of decision making is weakened by the aim to effectiveness, 80% of those in managerial position answered yes whereas only 25% of the employees had witnessed such a situation.

When asked if they have witnessed situation vice versa compared to the previous question again, only 23% of employees answered yes. Anyway, the responses of the supervisors if they had witnessed a situation where the effectiveness of decision making is weakened by aim to transparency show that with this response group too it seems to be the rarer situation. Only 40% answered yes. Even when this is more compared to the responses of all recipients (23% said yes) it is much smaller percentage than in question which was about transparency of decision-making weakening by the aim to effectiveness.

This is also visible in the last question where the recipients were asked if they had witnessed a situation where transparent and effective decision making are in visible contradiction in city's decision making. 60% of supervisors answered yes whereas only 8% of employees did so. The pattern from the second section of the questionnaire seems to

continue and employees seem to have somewhat more positive picture of their employer than those in managerial positions. It is naturally also possible that different challenges are more visible in managerial point of view.

5.3.4 Newer and more experienced employees

Comparison of responses between those who have worked less than 3 years in Vantaa with those who have worked more than 3 years in Vantaa shows that the contradiction between transparency and effectiveness has been noticed more often by those who have been working for Vantaa less than 3 years. 59% of newer recipients had noticed the contradiction compared to those working for Vantaa longer time. because only 14% of them had noticed the contradiction. Also, the number of "no" answers is different, nor newer employees only 8% answered no in comparison to the 43% of older employees answering the questionnaire. Also, the number of "I don't know" answers is higher with those working for Vantaa longer, 43% to the 33% of those new in Vantaa. Majority of all these respondents agree that the contradiction is visible in monthly basis but with the newer employees the answers vary more with options weekly (14%) and annually (29%) chosen too.

New employees have also more often witnessed situation where the aim to transparency is weakened by the aim to effectiveness, 46% answering "yes" compared to the 28% of old employees. With the opposite statement, if the aim to effectiveness has been weakened by the aim to transparency, the old employees had noticed the situation more often 29% compared to the 25% of the new employees. Especially with the old employees the "I don't know" option has been most popular with this statement, 57%.

When asked if the respondents have witnessed a situation where the transparency and effectiveness are in clear contradiction in Vantaa's decision making both response groups were inclined to "no" or "I don't know" when only 17% of old employees and 23% of new ones answered "yes". This is quite in line with the answers of all the respondents.

5.3.5   How is the paradox visible?

All the questions in the third section of the questionnaire were looking for answers for one question from different angles. The question obviously was how is the paradox visible? The question was approached from four different angles and three of these questions had an option to type the answers to an open-ended text field. Next, a review what was found in these answers is presented

Since all the questions were traced from same core question, it was possible to collect all the answers together, in total there were 9 open responses in this section. Looking at the responses it was clear that there were two kinds of responses. The first clear category was with responses which were clearly about the macro-level or larger processes lasting for a longer period of time. So, the determining factors for this category were the duration, generality and size. Location of the construction of Vantaa light rail -decision and urban planning decision were determined here since light rail is a once in a decade scale investment and the decision took some time from the city. Urban planning, while it's recurring process, it also lasts for a long period of time with the hearings and appeal periods. The responses 1, 3, 4, 6, 7 and 8 are in the first category called the macro-category from here on.

The second category was a place for other responses, determining factors were the one of the kind nature, specificity and relatively short duration of the decisions in questions need. Some thinking was needed with the response number 9 which is about the aim towards the child friendly community status given by UNICEF while the city is cutting of the city benefit for families with children. I don't know how long process this is but it seemed rather specific thing amongst the urban planning and new light rail construction that it looked more fitting in the category two which is here on called the micro-category. The micro-category consists of remaining responses 2, 5 and 9.

Within the macro-category there were clearly again two kinds of answers. The first group is clearly defining the processes that are creating or feeding the paradox between effectiveness and transparency. That sub-category in the macro-category is called the processes feeding the paradox. Other responses are merely practical examples of cases where the respondents think the paradox is visible. That sub-category is called examples of the paradox. From the answers left in this category, answers 1, 3 and 6 belong clearly to the processes feeding the paradox and the answers 4, 7 and 8 go to the examples of the paradox.

The examples of paradox category consist of three responses, numbers 4,7 and 8. Responses 7 and 8 are about urban planning and response 4 is about the construction of the new light rail in Vantaa. The latter being actually linked to urban planning too. The responses describe large processes which involve a huge amount of citizen participation and a need to transparency towards the public but also an imminent incentive towards effectiveness, since the stalling of these kinds of projects lead easily to more costs which of course can have negative effects for the citizen's point of view with raising tax rate in the city.

The macro-category was divided into two categories, processes feeding the paradox and the examples of paradox. Processes feeding the paradox is still needed to divide into two sub categories. The two new sub categories are apparent effectiveness and democracy. Response number 1 is the only answer in the category of apparent effectiveness and it also gave the name for the category. It describes a situation where the aim towards effectiveness has unintended consequences such as passivation of citizens and a risk for delays due to appeals as described in example (3).

> Example (3) I think it is more about apparent effectiveness. Often when the decisions are made in haste, the value and possibilities of transparency and citizen

participation is noticed on the last minute. Then we are wondering why the decision are appealed and citizens passivate. The latter is more common in Vantaa when compare for example to Helsinki where people complain more easily.

The example 3 demonstrates well how paradoxes are not to be solved and what are the risks if managers fail to recognize the challenges they are facing as a paradox and instead try to deal with it as with any problem. Passivation of citizens could make the hearing of citizens perspective even harder and widen the gap between citizens and decision makers which starts to sound like a vicious circle. Paradoxes are wicked, uncontrollable and surprising which easily leads to unintentional consequences as seen in the example above. (Cunha & Putnam, 2017, p. 99-101)

The second sub category within the processes feeding the paradox category is Democracy. It consists of responses 3 and 6 which both from their slightly different angles describe the contradictions between tensions of effectiveness and slow public processes with hearings and debates. It is easy to argue that slow and predictable public decision-making processes are transparent and important for the democratic process. It is as easy to argue that lingering and seemingly endless processes do not create more trust towards democratic system as described in example 4

Example (4) It applies more to joint decision-making between Vantaa and external project partners. Constant discussion and joint development may slow down the effective solution of the actual problem. Time must be given to the discussion. It is important that every decision-maker forms his own justified position on problems. Effective ways must be found for the discussion. But decisions also have to be made in time, and e.g. meeting discussions are not always the only and best way to conduct the discussion.

It is anyway also possible to argue that Example 4 describes rather a value conflict than a paradox. In public governance transparency and effectiveness are values to promote

and they can be pulling the organization to opposite directions. Important question is if the situation in example 4 could be solved somehow, for example in better way led political debates or maybe more effective management of the projects. If the situation could be solved it would turn out to be for example a value conflict rather than a paradox since paradoxes cannot be solved (Cunha & Putnam, 2017 99-10).

In the micro-category there is also two kinds of responses. Two of the three responses in category are specific symptoms of the paradox. They are related to the process of public administration and as themselves demonstrate how the paradox of effectiveness and transparency is made visible. The responses in this category are naturally numbers 2 and 5. The response 5 is about smaller public procurements as seen in example (5).

> (5) Smaller acquisitions are sometimes needed to be decided quickly and there is no obligation to take them to Asta (Response 5)

The act on public procurement and concession contracts (1397/2016) states the values in euros when a public entity in entitled for public procurement procedure and defines the boundary conditions for the process. The response 5 probably refers to a situation where value of an acquisition in hand is below the threshold value and is therefore not legally forced to go through the public procurement process. When basically the lowest sum to begin the procurement process is 60 000 euros (The act on public procurement and concession contracts 1397/2016, 25 §) there can naturally be acquisitions happening that are not made public but could have public value as seen for example by the case of former minister of finance Katri Kulmuni whose communication trainings were acquired without procurement procedure (Yleisradio 2021). Naturally it is also very understandable that public entities have many smaller acquisitions and making them all public from beginning would slow down the activities of public entities certainly.

The second category visible in micro-category is more related to communication problems within the city. The only answer in category refers to a situation where Vantaa is

aiming towards the children friendly municipality status given by the UNICEF but is same time weakening the benefits of families with children. It seems that the different parts of the city's organization either disagree on how to achieve this goal of children friendly municipality status or are just simply unaware of each other's actions. In both cases that refers to a communication problem which could be an example of paradoxical tensions in action or as well an example of a value conflict in city's management.

So according to the responses to the open-ended text field questions in the questionnaire it can be said that the paradox is visible in five different ways described earlier in this chapter and in figure 4 below. In apparent effectiveness, in democratic process, in specific examples of paradox, in symptoms of the paradox and in communication challenges. As raised above in text in certain situations it is well possible to argue that the situation raised is more like a value conflict than a paradox.

One could ask why the examples of paradox and the symptoms are two different categories. The responses in the category of examples of paradox are in their way so vast that more detailed research- about the paradox of effectiveness and transparency from the urban planning processes or the Vantaa light rail could be conducted whereas the symptoms are seemingly only symptoms and the actual reasons of the paradox are to be looked from elsewhere.
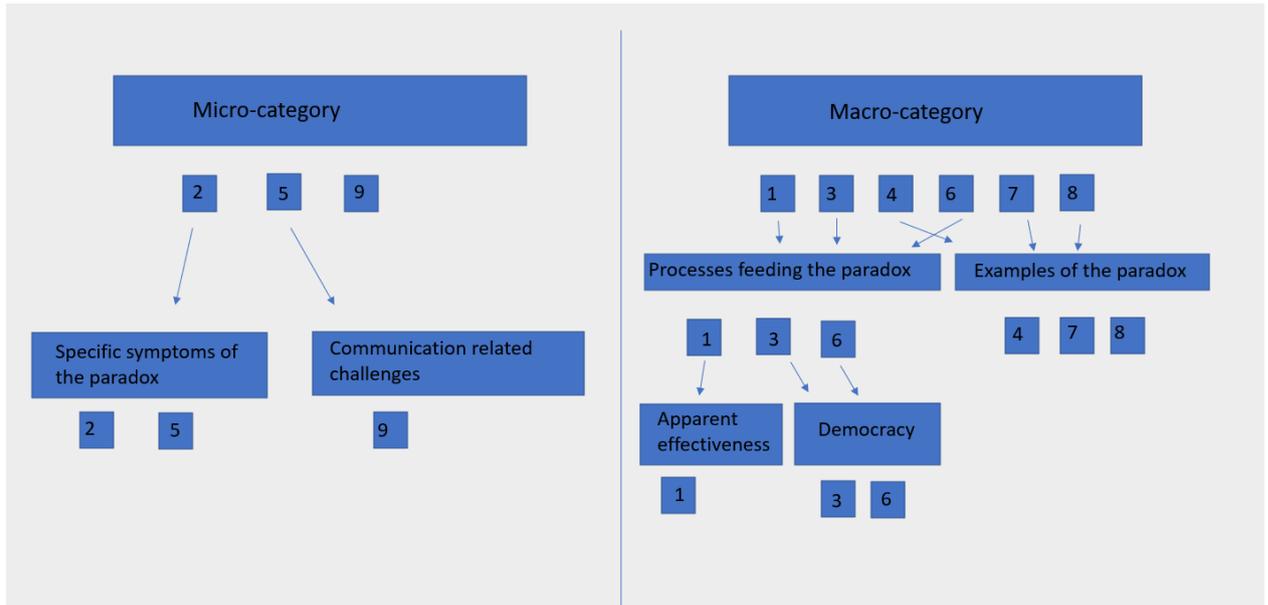
Figure 4. Visualizing the visibility of the paradox from the open-ended answers.

5.4 Managing with the paradox

Generally, the recipients seem to think that managers of Vantaa do rather well with the paradox of transparency and effectiveness. 58% of the respondents would say that the managers often do well with the paradox and the rest 42% would say that the managers do at least sometimes well. When asked how often the managers act poorly with the paradox, the answers are in line with the previous question. Half of the recipients think that the managers act only seldom poorly. 40% think that the managers act poorly with the paradox sometimes and only 10% think that they act poorly often. 40% of the recipients had witnessed good ways to manage with the paradox, 15% didn't recognize such situation and 45 % didn't know.

In the open-ended text field questions, the recipients were able to describe such situation where the paradox had been managed well. The decision to construct the new light rail in Vantaa was mentioned in many responses as a model example of managing with the paradox of effectiveness and transparency as written in example (6)

Example (6) The planning of light rail was an example of extremely well executed process where both transparency and effectiveness were taken care of. Very pro-active communicational work helped with the transparency too.

With the opposite question, if the recipients had witnessed any dysfunctional ways to try to manage the paradox most of the recipients answered "no" (37%) or "I don't know" (37%) and only 26% answered "yes".

From the open-ended responses poor communication and tight schedules were raised as is seen in example (7)

Example (7) In particular, issues with tight deadlines, where schedule pressure comes from the outside (statements, contracts) can lead to a situation where efficiency overtakes transparency.

5.4.1   Older and younger recipients

Age of the recipients does not seem to effect on the opinions about the managing with the paradox. 62% of the older recipients think that the managers often do well with the paradox and same applies to 75% of the younger recipients. Younger recipients seem to have witnessed less bad performances with managing with the paradox than the older recipients. 75% of the younger recipients said they had only seldom witnessed bad performance when the same percentage with older recipients was 44% and most of them answered sometimes (56%)

Half of the younger recipients had witnessed working ways to manage with the paradox when only 33% of the older recipients agreed with this statement. The other half of the younger recipients answered "I don't know" whereas older recipients answered also "no" (22%). Older recipients did not recognize situations from their work where they would have witnessed dysfunctional ways of managing with the paradox but the 50% of the younger recipients did.

5.4.2 Male and female recipients

All the men responding to the questionnaire think that the managers of Vantaa often perform well with the paradox of effectiveness and transparency. With the women responding half of them would say the managers often perform well and half of them say sometimes.

Half of the men think that managers of Vantaa perform poorly with the paradox sometimes and half said seldom. With women responding, half of them answered often and half sometimes. So according to this response group it would seem that women are more skeptical towards the management than men. All the men responding had witnessed working ways to manage with the paradox whereas only 31% of women did so. 67% of the men responding have witnessed dysfunctional ways of managing with the paradox. With the women responding the percentage is 23% with 46% answering "no" and 31% answering "I don't know"

5.4.3 Managers and employees

The managers of Vantaa seem to have either realistic or modest opinion about their performance with the paradox of effectiveness and transparency, most of them think that they perform sometimes well and sometimes poorly with the paradox. The employees of Vantaa think that managers of Vantaa preform often well with the paradox of effectiveness and transparency, this was the answer of 69% of the recipients. The rest (31%) think that those managers do sometimes well. 40% of managers think they do well with the paradox and 60% answered sometimes.

When asked if you think the managers are performing poorly with the paradox, again 69% of the employees answered seldom, 23% sometimes and 8% often. With the managers, 66% thought they perform sometimes poorly, 17% said often and 17% said seldom. The

pattern that was visible in earlier sections of this chapter seems to be repeating itself, the employees give the managers more credit than the managers give to themselves.

The managers seem to have a better vision towards the paradox in Vantaa since they seem to have witnessed more often both functional and dysfunctional ways of managing with the paradox when compared to the answers of the employees. 50% of managers had witnessed functional ways and 40% had witnessed dysfunctional ways. Same percentages with employees were 39% and 23%.

5.4.4   Newer and more experienced employees

As in earlier comparisons with the visibility of the paradox, the new workers in Vantaa seem to have more positive attitude towards their employer even if the attitude of the old workers is not negative either. 62% of new employees think that the managers of Vantaa perform often well with the paradox of effectiveness and transparency. When asked the opposite, 46% think the managers perform seldom poorly. With the old workers 50% think the managers do often well with the paradox and 57% think they preform seldom poorly.

46% of new employees had witnessed functional ways to manage with the paradox when only 29% of the old employees did so. The percentage of "no" answers was about the same in both cases (15% and 14%). None of the old employees had not witnessed a situation where the paradox was managed poorly but the most common (57%) answer was "I don't know" whereas 42% of new employees had witnessed such a situation.

5.4.5   Managing the paradox in practice

The last section of the questionnaire was about managing with the paradox. As described earlier, paradoxes are not to be solved instead they are to be studied while reflected (Cunha & Putnam, 2017 99-101). This makes it important to make a disclaimer that good and functional practices listed in this thesis are not to be read as list of "best

paradoxical practices" (Cunha & Putnam, 2017, p. 100) but rather a study of the nature of the paradox. The insolvability of paradoxes is also the reason why in this thesis the term managing with the paradox is used to highlight the persisting and constantly living nature of them (Cunha & Putnam, 2017, p.101).

The open-ended questions in the last section of the questionnaire are about functional and dysfunctional practices to manage with the paradox. Once again it is in place to re-member that all paradoxical or difficult situations described in the results are not neces-sarily paradoxes but for example value conflicts even though they are labeled as para-doxes from here on. Because of the differing nature of the questions and the fact that all the responses answer to the question in hand, it seemed to be the wisest solution to keep the functional and dysfunctional responses in these categories. So, the material is divided into the category of functional methods and to the dysfunctional methods.
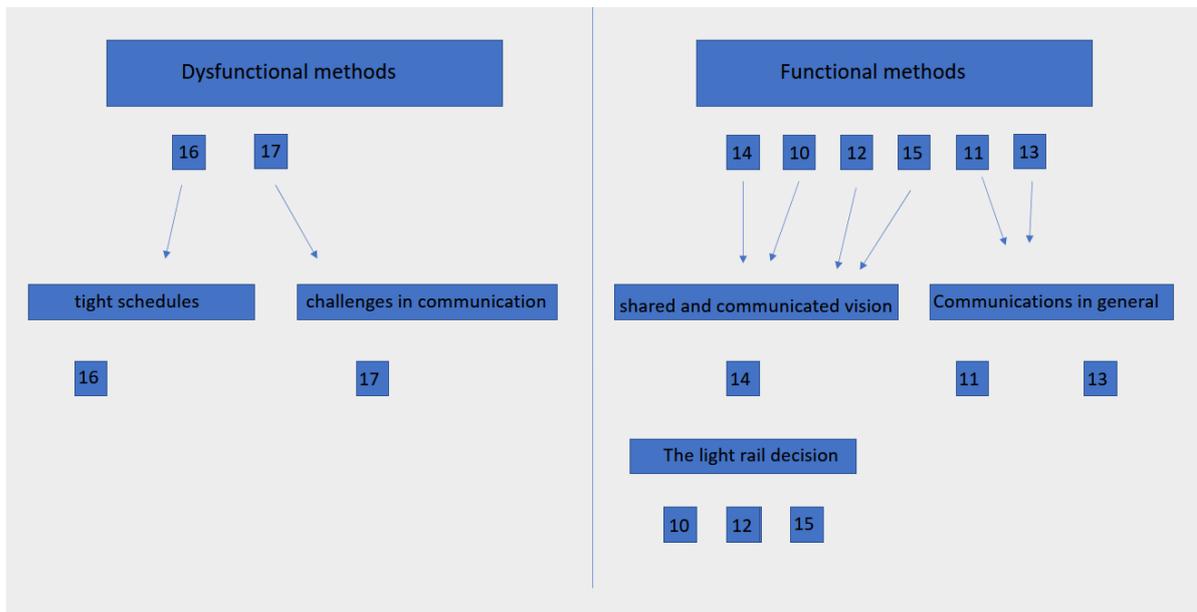

Figure 5. Visualizing the categorization between dysfunctional and functional methods.

The category of functional methods consists of six responses. The common denominator in these responses is good and proactive communications as way to provide both effec-

tiveness and transparency during the process. Half of the responses were about the construction of the Vantaa light rail which seems natural since the decision about the construction was made in the city council right before this questionnaire was sent so the process was probably clear in the recipient's minds.

In the category of functional methods there are still three other responses. Two of them, the responses 11 and 13, were about communications in general and the response 14 highlighted the importance of shared and well communicated vision of the goals and aims. These responses were divided into two different categories of "communications in general" and "shared and communicated vision". The communications in general sub-category is slightly different from others since there the effect of the communications is rather diminished and the role of communications in making the decision making effective and transparent is not apparent as seen in response 13 in example (9)

> Example (9) A piece of news is often published in Vantaa's website, in intranet and often also in social media about the decision-making process / about the decisions.

The last response in the category of functional methods is the response 14 where the recipient describes the model where shared and in right way formulated vision makes the decision making easier. The creation of the vision needs to happen in public but it also requires confidential discussions to happen. The respondent stresses that good visions are often born in confidential discussions but they are qualified and improved in public debate. I created the last sub category for this response and I call it the category of shared and communicated vision.

Responses about the light rail were the responses 10, 12 and 15. Since all the mentioned answers were about one specific process, I labeled them to a sub-category called light rail – example of good communications. Example (8) speaks for all of the responses in

this sub-category. Since the light rail process sounds like an example of the process described in category of shared and communicated vision, a sub-category of "light rail decision" was created under it.

> Example (8) For example, extensive information and participatory work was carried out in the light rail decision, but the efficiency still did not suffer and the decisions were made. Of course, the complaints remain to be seen.

In the category of dysfunctional methods there are two responses. Responses are anyway different as can be seen from response 16 in example (10) and from response 17 in example (7) in page 36. Response 17 is clearly about tight schedule making the managers or public servants to dismiss the transparency within the process in hope of getting the process done in a quicker way. So, response 17 is labeled in a sub-category of tight schedules. Response 16 could be about the tight schedules but it could also describe a communication problem in the administration.

> Example (10) For example, in the preparation work of the programs, too opaque preparation happens easily in a small circle and there are returns to the preparation.

Even if the response 16 could be labeled together with the response 17 the respondent speaks about the preparation work happening in an opaque way in within small group of people. The reason to work within small group of people could be due to the tight schedule but it could also be an organizational practice. Because the reason for working in too small team without widening the circle and increasing communication is not named to be the schedule, it was labeled in a sub-category of "challenges in communication" since the widening of that circle could probably be done with better communications.

According to this material the employees of Vantaa responding to this questionnaire recognize two functional ways of managing with the paradox of effectiveness and transparency. Those categories were communications in general and shared and communicated vision. Half of the responses in the category of functional methods were about the light rail decision and they are located as an example under the category of "shared and communicated vision". There were also to different dysfunctional categories which were about tight schedules and challenges in communication.

Common with all the functioning ways to manage with the paradox is that they are managed with resolution which is the way to deal with the paradoxes by Lewis and Smith (2011 p.385). In the functioning ways the managers or the people responsible for the processes in question have been able to find a synthesis in the situation appreciating the need to effectiveness and to transparency. This also is visible in the dysfunctional methods. Other half of the paradox is either ignored or there has been an attempt to separate it from the process with poor results.

6   Conclusions

The purpose of this study has been to find out how the paradox of transparency and effectiveness is visible in the management of the Vantaa and how it is managed. Specific research questions were how the paradox of transparency and effectiveness is visible in the management of Vantaa and how is the paradox being managed by the leadership of the city. The main hypothesis is that paradox of transparency and effectiveness is visible in the management and in its's management the managers are trying to achieve both transparent and effective decision making.

The paradox of transparency and effectiveness seems to be visible for the personnel of Vantaa but it is worth of noticing that there is big proportion of personnel who either don't recognize or not sure about the contradiction between transparency and effectiveness. Aims to transparency and to effectiveness are visible as two competing tensions and the personnel of Vantaa don't seem to think that they have problem with just transparency or with just effective decision making.

The material also indicates that those in managerial positions are more sensitive to notice the contradictions between competing values than employees. It also seems that new employees notice more easily the contradictions compared to older employees. It is anyway relevant to remember that the results with smaller response groups are very small which increases the unreliability of the results.

The paradox of transparency and effectiveness seems to be visible in five ways in Vantaa. The paradox is visible as an apparent effectiveness which refers to a situation where the effective way of doing things dismisses the value of transparency with unintentional consequences and leading for more ineffective decision making. The second way the paradox is visible is through democratic process where the debates and deliberation tend to slow down the effectiveness of processes but are simultaneously essential for functioning and transparent democracy. In a macro level also some examples from processes

where the paradox is visible were raised such as urban planning. In more micro-level the paradox is visible through specific symptoms of the paradox small public procurements and through communicational challenges.

Managers of Vantaa seem to be doing quite well with the paradox of transparency and effectiveness. The study also raised up some functional and dysfunctional ways to manage with the paradox. Interestingly the managers seem to have more modest or realistic way of assessing the performance of their own and of their colleagues. But in the other hand the most common response from the managers does sound rather realistic with sometimes I do well and sometimes I don't.

In this thesis I raised up some functional and some dysfunctional ways to manage with the paradox. Communications was the key in most of them. The functional methods to deal with the paradox were good communications in general and shared and communicated vision about process at hand. From the dysfunctional methods the recipients raised the effect of tight schedules and poor communications as examples of bad ways to manage with the paradox.

All the functional methods to manage with the paradox that came up in this thesis are about good communications. From the responses the value of well communicated and shared vision was mentioned. Especially the light rail decision in Vantaa was raised as a good example where the paradox was managed well even if the appeal period is still ahead. The value of communications was also present in the visibility of the paradox and my suggestion according for the managers would be to focus on the both internal and external communications. With clear communication the presence of the paradox can be made clear which would help to increase the awareness about the situation and reduce the unfunctional attempts to solve the paradox.

Furthermore, I would think that more research with more comprehensive material should be conducted. The appearance rate with the light rail decision in my material also points the focus into that process. I would warmly welcome even more focused research about the visibility of the paradox in the light rail decision and about the methods it has been and probably still is handled in that process.

Bibliography

Act on public procurement and concession contracts 29.12.2016/1397. Finlex. Retrieved 2.8.2023 from https://www.finlex.fi/fi/laki/alkup/2016/20161397

Ball, Carolyn (2009). What is transparency? Public Integrity, 11:4, 293 - 308. Published online 08 Dec 2014. https://doi.org/10.2753/PIN1099-9922110400

Bianchi, Andrea (2013). On power and illusion: The concept of Transparency in international law published in Transparency in International law (Andrea Bianchi & Anne Peters) Cambridge university press 2013 pages 1-21.

CNN 7.11.2016. Timeline of Hillary Clinton's email scandal retrieved 2.8. from https://edition.cnn.com/2016/10/28/politics/hillary-clinton-email-timeline/index.html

de Graaf, Gjalt., Huberts, Leo., Smulders, Remco (2014). Coping with public value conflicts. Administration & Society. (1-27). Published online 29 April 2014: http://aas.sagepub.com/content/early/2014/04/28/0095399714532273 3

de Graaf, Gjalt., van der Wel, Zeger (2010). Managing conflicting public values: Governing with integrity and effectiveness. The American review of public administration 40(6) (623-630). Published online 18th August 2010: https://doi-org.proxy.uwasa.fi/10.1177/0275074010375298

European innovation council (2021). Meet the winners of the 2021 European capital of innovation awards: Vantaa. retrieved 2.8.2023 from https://eic.ec.europa.eu/eic-prizes/european-capital-innovation-awards/meet-winners-2021-european-capital-innovation-awards/winner-vantaa-finland_en

Finavia. (2023). Information and statistics about the Helsinki-Vantaa airport. Retrieved 19.7.2023 from https://www.finavia.fi/fi/uutishuone/2023/tilastot-finavian-len-toasemien-matkustajamaarien-kasvu-jatkui-rovaniemi-ylitti?navref=liftup

Fredberg, Tobias (2014). If I say it's complex, It bloody well will be: CEO strategies for managing paradox. The Journal of applied behavioral science 2014, Vol 50(2) 171-188. Published online 24 February 2014: https://doi.org/10.1177/0021886314522859

Helsingin Sanomat 27.10.2021 Helsingin vasta aloittanutta pormestaria syytetään demokratian tallomisesta: muutti ensitöikseen ratkaisevalla tavalla päätöksentekoa –"Olemme todella tyrmistyneitä" Piece of news about the changes Mayor Vartiainen did in the city's budget process retrieved 2.8.2023 from https://www.hs.fi/kaupunki/art-2000008361274.html

Hyry, Jaakko ? TNS Gallup (2017). The state of civil servants' ethics and morals – citizen's survey results. Ministry of Finance publications 2c/2017, published online 17 October 2017: julkaisut.valtioneuvosto.fi

Lazarus, Hal & McManus, Tom (2006). Transparency guru: an interview with Tom McManus. Journal of Management Development Vol. 25 No. 10 2006. 923-936. Published online https://doi-org.proxy.uwasa.fi/10.1108/jmd.2006.02625jaa.001

Lewis, Marianne W. & Smith, Wendy K (2011). Toward a theory of paradox: a dynamic equilibrium model of organization. Academy of management review 2011, Vol 36, no. 92, 381-403. Published online https://www.jstor.org/stable/41318006

Lipsky Michael (1980) Street-level bureaucracy – Dilemmas of the individual in public services. Russel Sage Foundation 2nd edition (8.4.2010)

Local government act 10.4.2015. Finlex. Retrieved 2.8.2023 from https://www.finlex.fi/fi/laki/ajantasa/2015/20150410

MOT Oxford Dictionary of English

Pina e Cunha, Miguel. & Putnam, Linda L. (2017) Paradox theory and the paradox of success. *Strategic organization 2019*. Vol 17(1) 95 – 106. First published online October 31. 2017: https://journals.sagepub.com/doi/full/10.1177/1476127017739536

Politico 30.12.2022 "Trump's tax returns released, launching fresh scrutiny of his finances" retrieved 22.8.2022 from https://www.politico.com/news/2022/12/30/trumps-tax-returns-released-launching-fresh-scrutiny-of-his-finances-00075851

Poole, Marshall & Van de Ven, Andrew (1989) Using paradox to build management and organization theories. *Academy of management review*, 1989, Vol 12, 562 – 578. Permanent address: https://doi.org/10.5465/amr.1989.4308389

Raunio Kyösti. (2014) Gradun hyvät käytännöt. Tampereen yliopiston päivitettävä verkkojulkaisu, latest update 15.12.2014. Permanent address: http://urn.fi/urn:isbn:978-951-44-8434-6

Vantaa, (2022) Henkilöstökertomus 2022: Vuoden tunnuslukuja, (personnel review of Vantaa 2022), retrieved 2.8.2023 from https://www.vantaa.fi/fi/henkilostokertomus-2022-vuoden-tunnuslukuja

Vantaa, (2023) Organisaatio (The organizational structure of the city), retrieved 10.12.2023 from https://www.vantaa.fi/fi/kaupunki-ja-paatoksenteko/organ-isaatio

Vantaa, (2023) Vantaa lyhyesti (facts and statistic about Vantaa in short), retrieved 2.8.2023 from https://www.vantaa.fi/fi/kaupunki-ja-paatoksenteko/tietoa-van-taasta/tilastot-ja-tutkimukset/vantaa-lyhyesti

Yleisradio, 20.1.2021. Esitutkinta Katri Kulmunin koulutuksista valmistui, Kulmunia ei epäillä – Poliisi: Virkamies sai petoksella ministeriöt maksamaan koulutukset. Ret-rieved 2.8.2023 from https://yle.fi/a/3-11745735

Yleisradio, 22.5.2023. Vantaa päätti: kaupunkiin tulee ratikka – väriksi ehdotettiin jo kää-rijänvihreää (piece of news about the Vantaa light rail decision). Retrieved 2.8.2023 from https://yle.fi/a/74-20032900

Appendice

Appendix 1. Survey in English

Background questions

1. **Age**
- 20-29 years
- 30-39 years
- 40-49 years
- 50-59 years
- 60 or older

2. **Sex**
- Male
- Female
- Other
- I prefer not to tell

3. **Position**

Choose the option that best describes your position
- Top-level manager
- middle manager
- first-line manager
- team-leader
- employee

4. **For how long have you been working for the city of Helsinki?**
- 1-3 years
- 4-5 years
- 5-10 years
- 10-20 years
- More than 20 years

- Less than a year

Basic questions about decision making in Vantaa

In this context I mean by transparency a situation where the background of the decision-making process and the process itself are easily accessible to the public.

5. Do you think decisions in Vantaa are made in a transparent way?

- Always

- Often

- Sometimes

- Never

6. in a scale from 1 to 5 how transparent do you think the decision-making process in Vantaa is?

- 1 Not transparent at all

- 5 Very transparent

- 0 I prefer not to answer

7. Would you describe the decision making in Vantaa as Effective?

- Always

- Often

- Sometimes

- Never

8. In a scale from 1 to 5 how effective the decision-making process in the city is?

- 1 Not transparent at all

- 5 Very transparent

- 0 I prefer not to answer

Visibility of a paradox

Paradox in this context refers to a situation where effective decision making and transparent decision making are in contradiction with each other.

9. Have you noticed a contradiction between transparency and effectiveness in Vantaa?

- Yes

- No

- I don't know

10. If you answered yes, in previous question, how often does this contradiction occur in your position

- Daily

- weekly

- monthly

- annually

- Not even annually, sometimes

11. Have you witnessed a situation where the aim to transparency has weakened by an aim towards effectiveness?

- Yes

- No

- I don't know

12. If you answered yes to the previous question, could you describe a situation where the aim to transparency has weakened by an aim towards effectiveness

13. Have you witnessed a situation where the aim to effectiveness has weakened by an aim towards transparency?

- Yes

- No

- I don't know

14. If you answered yes to the previous question, could you describe a situation where the aim to effectiveness has weakened by an aim towards transparency

15. Have you witnessed a situation where the where transparency and effectiveness clash in management of the city?

- Yes

- No

- I don't know

16. If you answered yes to the previous question, could you describe a situation where transparency and effectiveness clash in management of the city

Managing the paradox

17. Do you think that managers of Vantaa can manage well with the paradox of transparency and effectiveness?
- Always
- Often
- Sometimes
- Never

18. Do you think that managers of Vantaa manage poorly with the paradox of transparency and effectiveness?
- Always
- Often
- Sometimes
- Never

19. Have you witnessed working ways of managing with paradox between effectiveness and transparency? E.g., situation where decision making was swiftly and in transparent way to the public.
- Yes
- no
- I don't know

20. If you answered yes to the previous question, could you describe a situation where the paradox between effectiveness and transparency managed well

21. Have you witnessed poor ways of managing with paradox between effectiveness and transparency?
- Yes
- No

- I don't know

22. If you answered yes to the previous question, could you describe a situation where the paradox between effectiveness and transparency managed poorly

Appendix 2. Survey in finnish

1. Kuinka vanha olet?

20-29 vuotta

30-39 vuotta

40-49 vuotta

50-59 vuotta

60 tai vanhempi

2. Sukupuoli

Mies

Nainen

Muu

En halua kertoa

3. Asema - valitse nykyistä tehtävääsi parhaiten kuvaava

Ylin johto

Keskijohto

Alempi keskijohto

Ryhmänjohtaja

Työntekijä

4. Kuinka kauan olet työskennellyt Vantaan kaupungin palveluksessa?

Alle vuoden

1-3 vuotta

4-5 vuotta

5-10 vuotta

10-20 vuotta

Yli 20 vuotta

Tällä sivulla esitetään kysymyksiä päätöksenteosta Vantaalla. Tässä kyselyssä läpinäky-vyydellä tarkoitetaan tilannetta tai toimintaa, missä päätöksenteon taustat ja päätöksen-tekoprosessi itsessään ovat helposti julkisuuden saavutettavissa.

5. Tehdäänkö sinun mielestäsi päätöksiä Vantaalla läpinäkyvällä tavalla?

Aina

Usein

Joskus

Harvoin

Ei koskaan

6. Asteikolla 1-5, kuinka läpinäkyvänä pidät Vantaan päätöksentekoprosessia?

0   1   2   3   4   5

1= en lainkaan läpinäkyvänä, 5 = erittäin

läpinäkyvänä ja 0=en halua vastata

kysymykseen

7. Kuvailisitko päätöksentekoa Vantaalla tehokkaaksi?

Aina

Usein

Joskus

Harvoin

En koskaan

8. Asteikolla 1-5, kuinka tehokkaaksi kuvailisit päätöksentekoa Vantaalla?

0   1   2   3   4   5

1= en lainkaan tehokkaaksi, 5 = erittäin

tehokkaaksi ja 0=en halua vastata

kysymykseen

Tällä sivulla kysymykset käsittelevät päätöksenteon tehokkuuden ja läpinäkyvyyden väli-
sen paradoksin

näkyvyyttä. Tässä kyselyssä paradoksilla tarkoitetaan tilannetta, missä tehokas päätök-
senteko ja läpinäkyvä päätöksenteko ovat ristiriidassa keskenään.

9. Oletko huomannut ristiriitaa läpinäkyvän päätöksenteon ja tehokkaan

päätöksenteon välillä Vantaalla?

Kyllä

En

En osaa sanoa

11. Oletko todistanut tilannetta, missä päätöksenteon läpinäkyvyys kärsii

tehokkuuden kustannuksella?

Kyllä

En

En osaa sanoa

12. Jos vastasit kyllä edelliseen kysymykseen, voisitko kuvailla tilannetta missä

päätöksenteon avoimuus on kärsinyt tehokkaan päätöksenteon kustannuksella?

13. Oletko todistanut tilannetta, missä päätöksenteon tehokkuus kärsii

läpinäkyvyyden kustannuksella?

Kyllä

En

En osaa sanoa

14. Jos vastasit kyllä edelliseen kysymykseen, voisitko kuvailla tilannetta, missä tehokas päätöksenteko on kärsinyt avoimen ja läpinäkyvän päätöksenteon kustannuksella?

15. Oletko todistanut tilannetta, missä läpinäkyvä ja tehokas päätöksenteko ovat näkyvässä ristiriidassa kaupungin päätöksenteossa?
Kyllä
En
En osaa sanoa

16. Jos vastasit kyllä edelliseen kysymykseen, voisitko kuvailla tilannetta, missä ristiriita tehokkaan ja läpinäkyvän päätöksenteon välillä on erityisen näkyvä?

Tällä sivulla kysymykset koskevat tehokkaan ja läpinäkyvän päätöksenteon välisen paradoksin hallintaa. Tämä
on kyselyn viimeinen sivu, kiitos vastauksistasi jo tässä vaiheessa!

17. Oletko sitä mieltä, että Vantaan johtajat suoriutuvat läpinäkyvän ja tehokkaan päätöksenteon välisen paradoksin kanssa hyvin?
Aina
Usein
Joskus
Harvoin
Ei koskaan

18. Oletko sitä mieltä, että Vantaan johtajat suoriutuvat läpinäkyvän ja tehokkaan päätöksenteon välisen paradoksin kanssa huonosti?
Aina
Usein

Joskus

Harvoin

19. Oletko todistanut toimivia tapoja suoriutua tehokkaan ja läpinäkyvän päätöksenteon välisestä paradoksista. Esimerkiksi siis tilannetta, missä päätöksenteko on ollut tehokasta ja läpinäkyvää julkisuudelle?

Kyllä

En

En osaa sanoa

20. Jos vastasit kyllä edelliseen kysymykseen, voisitko kuvailla tilannetta, missä paradoksi läpinäkyvän ja tehokkaan päätöksenteon välillä on hallittu hyvin?

21. Oletko todistanut toimimattomia tapoja suoriutua tehokkaan ja läpinäkyvän päätöksenteon välisestä paradoksista. Esimerkiksi siis tilannetta, missä tehokas päätöksenteko on syönyt päätöksenteon läpinäkyvyyttä tai päinvastoin?

Kyllä

En

En osaa sanoa

22. Jos vastasit kyllä edelliseen kysymykseen, voisitko kuvailla tilannetta, missä paradoksi läpinäkyvän ja tehokkaan päätöksenteon välillä on hallittu huonosti?

Appendix 3. The answers of the open-ended text field questions

Visibility of the paradox

1)   Kyse on ehkä enemmänkin näennäistehokkuudesta. Usein kun päätöksiä tehdään vauhdilla, tajutaan avoimuuden ja osallisuuden mahdollisuus ja merkitys vasta viime tin-

kaan. Sitten ihmetellään, kun päätöksistä valitetaan tai asukkaat passivoituvat. Jälkimmäinen on tyypillisempää Vantaalla verrattuna vaikka Helsinkiin, jossa valitetaan herkemmin.

2)   Esim. HR:ssä nimitykset ja muut palvelut olleet todella hitaita, rekrytoinnit esim. ovat kestäneet

3)   Koskee enemmän Vantaan ja ulkopuolisten hankekumppanien yhteistä päätöksentekoa. Jatkuva keskustelu ja yhteiskehittäminen saattaa hidastuttaa varsinaisen ongelman tehokasta ratkaisua. Keskustelulle on annettava aikansa. Se on tärkeää, että jokainen päättäjä muodostaa oman perustellun kantansa ongelmiin. Keskustelulle on löydettävä tehokkaat tavat. Mutta päätöksiäkin pitää tehdä aikanaan eikä esim. kokouskeskustelut ole aina ainoa ja paras tapa keskustelun käymiseen.

4)   Ratikka

5)   pienet hankinnat pitää joskus päättää nopeasti eikä niitä ole pakko viedä Astaan

6)   Pitkittyneet prosessit, jotka pitkittyessään muottavat muotoaan ei läpinäkyvyyden vaan paikalleen jämähtämisen takia.

7)   Kaavoituksen puolella laissa vaadittavien kuulemisprosessien voidaan kokea olevan päätöksentekoa hidastavia, eikä motivaatio niiden suorittamiseen ole korkea. Itse koen nämä kuulemisprosessit ovat tärkeitä ja niitä tulisi suorittaa nykytilaakin joustavammin ja interaktiivisemmin.

8)   Kaavoituspäätökset on usein tällaisia.

9)   Esim. yritämme saada Unicefin Lapsiystävällinen kunta -statusta, mutta lakkautamme kaupungin lisän lapsiperheille

Managing with the paradox

10)   Esimerkiksi ratikkapäätöksessä tehtiin laajaa tiedotusta ja osallisuustyötä, mutta tehokkuus ei silti kärsinyt vaan päätökset saatiin tehtyä. Toki valitukset jäävät vielä nähtäväksi. Kyselyn alussa ei tainnut olla tehokkuuden määritelmää. Onko se vain nopeus?

11)   Lehtijuttuja eri asioista on usein tehty

12) Vantaan Ratikan pitkä prosessi eteni sujuvasti ja siinä käyttöön otettu kaavarunko-ajattelu, jossa samalla kerrotaan selkeästi myös ratikan ympäristön kehityshankkeista on edullista kaikille näkökulmille.

13) Päätöksenteosta/tehdyistä päätöksistä julkaistaan usein "juttu" Vantaan nettisi-vuilla ja myös Vantaan kaupungin sisäisessä Intrassa, usein mysö ulkoisessa verkossa ja somessa.

14) Muualla olen kokenut ja mallia yritetään tuoda nyt Vantaalle hankkeessani. Kun on yhteinen uskottava ja oikealla tavalla luotu näkemys ja visio, päätöksenteko helpottuu. Tuo visio taas syntyy julkisuuttakin ja avoimuutta sopivasti hyödyntävällä tavalla, mutta kaipaa kuitenkin myös runsaasti luottamuksellisia keskustelutilaisuuksia syntyäkseen. Hyvät näkemykset synnytetään usein luottamuksellisissa keskusteluissa, niitä kehitetään ja jalostetaan sekä arvotetaan julkisemmassa keskustelun vaiheessa. Kun on yhteinen näkemys/visio päätoimenpiteineen, sillä on "imuvoimaa". Esim. tässä hankkeessa tätä mallia yritetään: https://business.vantaa.fi/fi/hankkeet/hanke/value-vantaan-alueelli-nen-ennakointimalli

15) Ratikan suunnittelu oli esimerkki äärimmäisen hyvin tehdystä prosessista missä nämä molemmat puolet olivat hyvin huomioitu. Asiaan liittyi läpinäkyvyyden osalta myös vahvasti proaktiivinen viestinnällinen työ.

16) Esimerkiksi ohjelmien valmistelutyössä sorrutaan herkästi liian läpinäkymättö-mään valmisteluun pienessä piirissä ja tulee valmisteluun palauttamisia.

17) Erityisesti ajallisesti tiukat asiat, joihin aikataulupaine tulee ulkopuolelta (lausun-not, sopimukset) voivat johtaa tilanteeseen, jossa tehokkuus ajaa ohi läpinäkyvyyden.