



CITY OF HELSINKI COMMUNICATION GUIDELINES

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CONTENTS

1. INTRODUCTION.....	3
2. COMMUNICATION TO CITIZENS OF HELSINKI AND OTHER INTEREST GROUPS.....	4
2.1 Goals of the communication.....	4
2.1.1 Communication on decision-making and administration.....	4
2.1.2 Communication on services.....	5
2.1.3 Informing different groups of citizens of Helsinki.....	5
2.1.4 Interaction with the residents.....	5
2.1.5 General communication about Helsinki.....	6
2.1.6 International communication.....	6
2.2 Communication organisation.....	6
2.3 Means of communication: direct communication.....	7
2.3.1 Customer service and information.....	7
2.3.2 Online communication and online services.....	8
2.3.2.1 Organisation of online communication and responsibilities for updating.....	8
2.3.2.2 Online communication about decision-making and administration.....	9
2.3.2.3 Online communication about services.....	12
2.3.2.4 Online services.....	12
2.3.2.5 Information published on websites.....	13
2.3.3 Resident events.....	14
2.3.4 Public declarations and announcements and other City advertising.....	14
2.3.5 Printed materials.....	15
2.3.6 Audiovisual material.....	16
2.3.7 Exhibitions and congresses.....	16
2.3.8 City communication languages.....	17
2.4 Means of communication: indirect communication.....	17
2.4.1 Communication on preparations.....	17
2.4.2 Communication on decisions.....	18
2.4.3 Media relations.....	18
2.4.4 Press conferences.....	20
2.5 Publicity Principle and communication.....	20
2.5.1 Declassification of documents.....	21
2.5.2 Right to request information on documents.....	22
2.5.3 Rights to information of elected officials, inspection committee and auditor.....	22
2.5.4 Requesting and delivering information.....	23
2.5.5 Applications for office or position are public.....	23
2.5.6 Salary information.....	24
2.5.7 Procurement documents.....	24
2.5.8 Private letters.....	25
2.5.9 Confidential documents.....	25
2.5.10 Person registers.....	26
2.5.11 Presenting information from person registers.....	26
2.5.12 Information on punishments.....	28
2.5.13 Punishment for confidentiality crimes.....	28



3. INTERNAL COMMUNICATION	28
3.1 Goals for internal communication	28
3.2 Co-operation Act	29
3.3 Internal communication organisation	30
3.4 Employees as information officers	31
3.5 Means of internal communication	31
3.5.1 Personnel magazine	32
3.5.2 Internal network communication	32
3.5.3 Email	32
3.5.4 Other means of internal communication	33
4. COMMUNICATION IN EXCEPTIONAL CONDITIONS	33
4.1 Communication in crisis situations	34
4.1.1 External information in crisis situations	34
4.1.2 Internal information in crisis situations	36
4.2 Exceptional conditions and preparation	36
4.2.1 Goals	37
4.2.2 Contents and means	37
4.2.3 Organisation and division of responsibility	38
4.2.4 Co-operation with mass media	40
4.2.5 Confidential documents	40
5. MARKETING	40
5.1 Marketing and its goals	40
5.2 Marketing target groups	40
5.3 City profiling and image management	41
5.4 Visual appearance and City Seal	41
5.5 Marketing communication	42
5.5.1 Advertising	43
5.5.2 Sponsoring and other means of marketing communication	43



1. INTRODUCTION

The City of Helsinki communication guidelines are based on section 12 of the constitution, section 29 of the Local Government Act, and sections 1, 19 and 20 of the The Act on Openness of Government Activities (hereinafter, the "Openness Act").

Based on the Publicity Principle in section 12 of the constitution, authority documents are public unless otherwise stated in the legislation. City communications must also take into account section 10 of the constitution, where provisions are made for the protection of privacy.

According to section 29 of the Local Government Act, the municipality is required to inform its citizens about pending issues, related plans, handling of issues, decisions made and their effects.

Based on section 1 of the Openness Act, authority documents are public unless otherwise stated by legislation. According to section 19 of the Openness Act, the authorities must ensure access to documents that present information on pending plans, clarifications and decisions about generally significant issues. In addition, the authorities must present information on the phase of the treatment of the issues, the present options and the evaluations of their effects and the opportunities for individuals and communities to influence them. According to section 20 of the Openness Act, the authorities must communicate their activities and services, the preparation of issues as well as informing individuals and collectives about their rights and duties of issues within their line of business.

Furthermore, the Land Use and Building Act requires the City to communicate on land use planning, interact with the involved parties and prepare a land use report.

According to section 29 of the Local Government Act, reports about the municipal services, economy and environmental protection must also be prepared when necessary. The residents must also be informed of how to communicate questions or opinions to the preparers and decision-makers.

When a duty of the City has been assigned to a community or trust, the City is required, according to section 29 of the Local Government Act, to inform residents of the services of such a community or trust in a suitable way. In practice, this is best achieved by these communities or trusts communicating individually about the services they offer, according to instructions received from the City, or by a different



method agreed on separately with the appropriate branch of administration. Therefore, these guidelines also apply, wherever applicable, to communities and trusts serving citizens of Helsinki that are under the authority of the City, or which have been assigned duties belonging to the City.

In addition to duties defined by legislation, the communication activities of the City of Helsinki aim to promote the interests of the City and its residents by the means of communication.

The City of Helsinki's communication must present citizens of Helsinki and other interest groups with correct and sufficient information on the City's services, decision-making and activities. The City's communication must be open, up-to-date, active and proactive, as well as unbiased. The key target groups are the Helsinki citizens, which the City's communication must serve in both Finnish and Swedish and, to a necessary degree, in other languages spoken by Helsinki's residents. The City's target groups for communication also include other key interest groups, both in Finland and abroad.

2. COMMUNICATION TO CITIZENS OF HELSINKI AND OTHER INTEREST GROUPS

2.1 Goals of the communication

2.1.1 Communication on decision-making and administration

In a representative democracy, proactive and sufficient communication from the City provides an opportunity for following and monitoring the City's decision-making.

Communication on decision-making and administration must be up-to-date, proactive and truthful. Both positive and negative issues need to be published according to similar principles, and communication about issues important to the citizens must be unprompted and active. Citizens are entitled to receive a sufficiently comprehensive reply to their questions regarding the City's decision-making and administration without any unnecessary delays.

In the interest of democracy, different citizen groups need to be involved in discussion and decision-making that concerns society's development. This can be promoted through communication.

Awareness about the City's administration, decision-making, planning and history increases the citizens' activity and desire to participate.



2.1.2 Communication on services

The City must inform its citizens about their rights and duties as City dwellers, and the services provided by the City for its citizens. Spontaneous information about services from the City makes the everyday lives of Helsinki citizens easier and helps them prepare for any problems they may face.

The City dwellers need to receive sufficient, understandable information about the City's services and their availability, the opening hours of locations and alternative means of accessing the services. The City's administrative branches also need to provide proactive and unprompted information about changes to services and any exceptional arrangements. Sufficient communication is also a key tool when it comes to guiding City dwellers towards new ways of using services.

2.1.3 Informing different groups of citizens of Helsinki

The varied nature of the citizens of Helsinki requires targeted communication to be used to satisfy the needs of different resident demographics. Communication must be tailored for different target groups e.g. for the aged and families with children, residents speaking foreign languages and the handicapped. Information about the services of the City's establishments and institutions needs to be provided in a form suitable for these groups.

The City's communication must take into account the needs of both the users of online services and those citizens who cannot or do not want to use online services.

2.1.4 Interaction with the residents

Sufficient interaction with different resident groups may be used to improve the opportunities for residents and the users of services to participate in and influence City activities. In land use planning issues, the applicable legislation requires a level of interaction.

Every Helsinki resident is responsible for their City and its environment, as well as for themselves and others. Communication plays a central role in making these responsibilities understood.

The City's communication supports the involvement of its residents and critical discussions, while providing Helsinki's residents with information and preventing alienation. This work is also being carried out by home district, local district and resident organisations, political parties and other civic organisations, with the aim of developing the City.



2.1.5 General communication about Helsinki

In addition to providing information, about the City's services, decision-making as well as administrative issues, the City needs to communicate with respect to Helsinki as a whole, its population, economy and business, culture and societal conditions. General communication about Helsinki must be factual, and it must provide understandable, clear and comparable information about Helsinki to its residents, those considering moving to Helsinki, students and researchers, the mass media and other domestic and international interest groups.

The City of Helsinki Urban Facts Service systematically produces research and statistical information, as well as historical information about Helsinki; this is a key role for gathering knowledge about Helsinki.

2.1.6 International communication

The City communicates internationally, both in Europe and worldwide. Foreign mass media are informed of newsworthy issues, developments in Helsinki and their background. The principles applied are similar to those used for the domestic media. Furthermore, the City provides information on Helsinki to other international interest groups, such as representatives from foreign cities, researchers, entrepreneurs and investors, as well as foreigners considering applying for a job or to study in Helsinki.

2.2 Communication organisation

The City strategy, approved by the City Council, sets the communication framework for the City's administrative branches. The City's communication is managed and supervised by the City Board. In practice, the Mayor holds the main responsibility for the City's communication. The manager of each administrative branch is responsible for its communication. Most administrative branches have professional information officers, who are responsible for practical communication activities and the preparation of related issues.

The City's administrative branches, at a minimum, must follow the requirements set forth for communication in these guidelines, but they may also aim at providing information that exceeds these minimum requirements. In their communication, they need to take into account the special needs of their areas of activity. The Information Technology and Communications of the City Executive Office coordinates citywide



communication, issues necessary instructions and information about the City's communication, based on these guidelines, and, where possible, assists other administrative branches in developing their communication.

The communication personnel must have access to all the necessary information regarding their organisation – already at the planning stage. For reliable and quick communication, the best solution is to have the communication unit for the office, or establishment, answer directly to the management, and allow the professional information officers to attend meetings of management groups and administrative bodies.

The entire City personnel participate in direct communication. Management, planners, experts and customer service representatives alike are required to have adequate communication skills. The communication skills of personnel and elected officials may be maintained by arranging suitable training. Communication skills need to be a key part of the management training offered by the City to its personnel.

2.3 Means of communication: direct communication

Communication to City dwellers and other interest groups may be divided into direct and indirect communication. Direct communication refers to communication aimed directly at residents. Its key tools are online communication and printed materials, as well as direct resident contacts and resident events.

In direct communication, information is transferred directly between the administration and the residents. All parties may present their message in the desired format with no intermediate.

The key providers of indirect communication in the mass media include the press, radio and television.

2.3.1 Customer service and information

The key form of direct communication practised by the City is personal customer service. City employees require skills in customer service communication for their customer service duties as well as planning, administration and supervisor duties. Personal customer information is provided to Helsinki residents and other seekers of information at service points, the City's website, over the phone and by email.

The City Departments and Public Corporations of the City arrange their own information services individually. They need to be sufficient for the



customers to be able to utilise their services effortlessly. Helsinki Advice Unit of the Information Technology and Communications of the City Executive Office provides general information on the City's services. The City Departments and Public Corporations need to ensure that its *Virka Info* information service in the City Hall has access to the most up-to-date information.

In the interests of impartiality, e.g. people with sight or hearing impairments and other handicapped people need to be taken into account when providing information services.

2.3.2 Online communication and online services

The City's website is a key tool for indirect communication for the City and its administrative branches. The City has websites common to the entire City organisation and dedicated websites for administrative branches. In addition to communication, the websites of the City and its administrative branches provide City services online. The City may provide online services in co-operation with other parties, e.g. other towns or municipalities in the Helsinki region, as part of regional services. In addition to text and images, the City online services may be based on moving images and sounds. The City also provides mobile services and other digital services. These guidelines also apply to them, wherever applicable.

The City's website provides up-to-date information on Helsinki, its administration and services and the decision-making and preparation of issues within the City. Each administrative branch must provide their own, easily updated website at least in Finnish and Swedish, as a tool for resident communication and other communication. The City Departments and Public Corporations must ensure that their websites provide sufficient, understandable and up-to-date information on both their decision-making and services. The websites of different administrative branches also need to provide City dwellers with sufficient opportunities for submitting feedback and asking questions about the activities and services of the administrative branch.

2.3.2.1 Organisation of online communication and responsibilities for updating

Each administrative branch needs to appoint a responsible editor for their website, as well as a sufficient amount of other online information officers, either full-time or working alongside their other duties, who are responsible for providing content for the website and updating the website as necessary. Whenever possible, the responsible editors and other online information officers must be communication professionals,



and the best solution is to organise an online editorial board to work together with other communication duties in the administrative branch.

As online services increase, the administrative branches need to ensure that they have a sufficient amount of personnel with skills in generating online content to meet service demands.

The Information Technology and Communications of the City Executive Office is responsible for coordinating the content for the entire City's website. It will also appoint the responsible editors for the common City's websites.

The websites of the administrative branches need to indicate that the activities are the responsibility of the City. The home page needs to state the name of the office or establishment and present a link to the administrative branch's contact information. The administrative branch home page also needs to have a link to the home page of the City's website. Other web pages of the administrative branches always need to have a link to the home page of the office or establishment.

Each administrative branch is responsible for updating its website. The information on the page must be kept up to date. Old information must be removed immediately.

Website design needs to ensure usability and accessibility for the entire population, especially the handicapped.

The entire City's website is very extensive. The design of the website architecture must ensure that information is easy to find. Wherever possible, information should be available at web addresses that are already familiar to the City residents. A conservative approach needs to be taken to reserving entirely new website addresses. The administrative branches must submit information about new .fi, .eu, .net and .com domain names to be applied for or new sub-addresses in the hel.fi domain to be set up to the online editors of the Information Technology and Communications of the City Executive Office.

2.3.2.2 Online communication about decision-making and administration

The statutory documents concerning the City administration, such as the Administrative Order, the working order of the City Council and the Standing Orders of different City Departments and Public Corporations, provide City dwellers and other involved parties with information about City's decision-making and administration. The City administrative branch websites need to clarify the procedures described in these documents in a clear and understandable way. Furthermore, the



contents of these documents (Administrative Order, City Council Working Order and Standing Orders) must be available on the City's website in their most current and complete form.

The City's website will also regularly publish the decision-making documents of the City Council, City Board, committees, central executive committees and other institutions. These include agendas, minutes, strategic programmes and plans approved by the institutions and the decision documents for institutions, notifying the contents of decisions made in each meeting, according to the manner set forth in section 2.4.2 below. The administrative branches are responsible for publishing the decision documents of their institutions on their websites according to these guidelines. The decision-making index page, maintained by the Information Technology and Communications of the City Executive Office, has links to the decision document pages from different institutions.

The decision document page for each institution must state, in Finnish and Swedish, the name and tasks of the institution, the meeting times and the members and their deputies. Furthermore, the political party of each institution member, the City Council representative in the committee or central executive committee and the institution secretary and information officer names and contact details must be stated. The contact information for institution members is presented to the level of precision agreed on with the members. Further information may also include the presenter of each issue, and for the City Council and City Board and its sections, which City manager is responsible for the issue in question.

The institution agendas, with decision proposals and attached documents, are published on the institution website in due time before the meeting. A separate decision document also needs to be published on the website, usually on the day of the meeting. The institution meeting minutes are also published online.

The agendas are published at the same time they are delivered to the institution members and the mass media. The attached documents also need to be published on the institution website, simultaneously with the agendas. Where this is not possible, other means must be used to ensure that, at the least, the mass media receive the attached documents. The decision documents are published immediately after the meeting, since this will allow the decisions to be accessed before the final minutes are ready. The minutes are published on the website after inspection.



As City Council meetings are public, they may be broadcast in real time and recorded for viewing on the City's website.

Recording personal information such as names, addresses etc. in the agendas, minutes and other documents that are to be published online, as well as publishing said information elsewhere online, must be avoided. However, information on the position and duties of an individual and on the management of said duties in a public corporation may be published online when justified grounds exist.

Private information, such as information on the private lives of people and other information classified by law as confidential, personal IDs, lists including personal information of private individuals, other personal registers and the addresses, phone numbers and other contact information of private individuals are not to be published on the website. In case there is an exceptional need to publish this information on the website, it must be done based on the consent of the individual involved or on other legal grounds.

Publishing personal information from personal registers in an external or internal communication network constitutes digital distribution of personal information, which in turn requires consent of the individual involved or other legal grounds. However, documents of City meetings, containing personal information, do not constitute a personal register, and publishing them on the website does not constitute digital distribution.

Lists of private individuals, information on recipients of pay increases, a summary of applicants for a selection process and other management systems including personal information are person registers of the City and they may not be published on the website. For example, personal record summaries are always excluded from the decision documents published on the website, and a separate attached document, which is not to be published online, is prepared. Nor must other personal information be published on the website without the consent of the individual involved.

Similarly, confidential information related to issues discussed is recorded in attached documents. Confidential information must not be published on the website.

The decision documents are preserved permanently on the City's website. This, however, requires that all personal information, except that which is deemed necessary in the interests of communication (e.g. the name of the person selected for office and of those having been



suggested during the treatment of the issue and those having received votes), be removed from the documents.

The strategic programmes and plans of the City and its administrative branches are published on the website and stored there for the duration of the validity period at least.

Web pages containing decision documents also need to indicate the time and place the paper copies of the institution agendas and minutes are available for reading. They also need to indicate the person responsible for providing decision information in the second official language.

2.3.2.3 Online communication about services

Administrative branches need to have the goal of publishing information about their services on their website to the maximum possible extent. This includes information on the contents, availability and pricing of the services, the opening hours of service points and news concerning changes to the services. The website may also provide resident information about the field of activities of the City Departments and Public Corporations.

The administrative branches need to ensure that the most important brochures and bulletins distributed in printed form are also digitally available on the website. On the other hand, information on the website must be available to people who do not use online services.

Communities and trusts, which have been assigned duties belonging to the City, must provide information about their services on their own website, by following these guidelines where applicable. The City Departments and Public Corporations must monitor the communication from these communities and trusts, and if so agreed, they may also take over the communication duties for these communities and trusts. The City's website may have links to the websites of communities supporting or related to City activities, e.g. to travel promotion communities. Information about actions that are contrary to good practice, in violation of common decency or criminalised must not be published.

2.3.2.4 Online services

Online services refer to the options provided for citizens and communities to use the City's services by using websites. The law on digital services requires that the administrative branches offer residents digital service options within the technological confines, financial



resources and other limitations. Online services, and other forms of digital operations, are used wherever possible to improve and diversify the City's service portfolio. Citywide and regional online services must be designed to be communicatively functional, so City dwellers find them easy to use, and common principles must be applied for online services in different fields, wherever possible.

In addition to using the actual online services, different applications, orders and initiatives may be submitted to the City by email, for example. Therefore, each office or establishment must have a common email address, which is visible in plain text on the website, or which may be formed using the instructions therein. Some City services are also available by mobile phone.

In the event personal information, or confidential information, is required for the City's online services or other digital correspondence, the user is always required to verify their identity using a reliable means of digital identification. Personal information may only be used in online services using an encrypted connection.

2.3.2.5 Information published on websites

The City may only publish information on public matters on its website. Although public matters may involve both juridical persons, i.e. communities and trusts, and individual persons, the provisions of the Openness Act and the Personal Information Act, limit the publication of information contained in personal registers on the websites.

On the other hand, information related to the position and tasks of a person employed by the City, and generally available information on the management of said tasks, may be published on the website, where it is deemed necessary and justified for the activities or the office or establishment. These may include, for example, information on individuals employed by the municipality and their contact details. The names and party memberships of elected officials may be published on the website, e.g. in a list of committee members. In the case of other information, in addition to the name, e.g. date of birth, home phone number or photograph, to be published on the website, consent must always be requested from the person concerned (or the custodian, in cases where the person is not of legal age).

The principles of equal and unbiased treatment must be followed on the City's website and in other communication. Therefore, political parties, religious communities and service providers in the same field must be given equal treatment. For example, if the City Council website



offers links to council group websites, the same opportunity must be provided to all council groups.

Where web server services or other similar services are purchased from an outside vendor, it must be ensured that the City and its services are not identified with the vendor and the City does not provide advertising for the service vendor.

2.3.3 Resident events

Regional or Citywide resident events may be arranged with respect to City plans and projects as required. They present a good forum for public information and interaction about, for example, land use and City planning, social and healthcare issues, training, cultural and leisure time services, traffic etc. If necessary, the resident events may be filmed and transferred to the website for viewing live or as a recording.

2.3.4 Public declarations and announcements and other City advertising

According to the Finnish Local Government Act, municipal announcements shall be issued by publishing them on a notice board meant for public notices and, if necessary, in some other manner decided by the municipality. Official city notices and announcements are matters announced and notified, besides the Local Government Act, in e.g. the Land Use and Building Act, the Environmental Protection Act and Decree, the Election Act, the Waste Act etc. Applications concerning offices and employment contracts are also official municipal announcements.

The official announcements of the City of Helsinki are published in accordance with the requirements of the Municipal Act, on a notice board meant for public notices and additionally on the City's website, on electronic notice boards of the different departments of the City of Helsinki, as well as in Finnish in no more than two advertising papers with a significant amount of editorial matter in Finnish and in Swedish in one advertising paper with a significant amount of editorial matter in Swedish. The advertising papers are chosen through a competitive bidding process for one council term at a time. At least one Finnish advertising paper and the Swedish advertising paper must be papers delivered to the households in the Helsinki area. In case of applications concerning offices and employment contracts, only applications to offices where the office holder is taken on by an institution of the City, such as the City Council, the City Board, a committee or a board, must be published in the official advertising papers of the City, besides the electronic notice board.



The newspapers selected for official announcements must publish at least two issues a week. The official declarations and announcements are printed therein, assuming that they are published on the day of the declaration or announcement. According to the judgment of the administrative branches, official declarations and announcements may also be published using other media, where this is deemed necessary to reach the correct target group.

For advertising outside official announcements, the City Departments and Public Corporations are to make decisions on their own; however, they need to observe the following:

- When deciding on the medium to be used, determine the medium that provides the most comprehensive coverage and lowest price per contact for their clients or target group to a necessary degree of reliability;
- When communicating to the entire City population, primarily use the selected official announcement newspapers;
- In their own activities, take into account the provision of section 32 of the Languages Act (423/2003), stating that the announcements, declarations and releases and other public bulletins need to be issued in Finnish and Swedish. Other communication, e.g. advertising for City City Departments and Public Corporations, also needs to take into account the information needs of the Finnish and Swedish speaking population, even if the authority is not required to translate all material into the second official language in its entirety.

2.3.5 Printed materials

The City publishes an information magazine distributed to every household in Helsinki. Its purpose is to provide residents with information on the City's services, administration, plans, decision-making and the channels for feedback and participation, and to present general information, e.g. in the form of statistics and historical facts, on Helsinki as a City.

The editorial process of the magazine takes into account good journalist practices, the goals and strategies of the City and the communication guidelines.

Administrative branches are able to communicate their issues on their website as well as their own columns in the City information magazine. They may produce, however, printed publications for their target groups if necessary.



When producing printed materials, such as books, brochures and posters, special attention must be paid to providing basic information. The City may produce status reports and series of publications for significant pending issues. Publication activities also need to take into account the needs of special groups and minorities.

The City administrative branch publications, such as magazines, brochures, manuals, workgroup reports etc. need to be published both as a printed version and on the City's website whenever possible, since this will allow them to reach a much larger potential readership than printed products alone. In this respect, special care must be taken to ensure that the publications can be easily found on the website. A City publication may only be left unpublished online due to specific valid reasons (e.g. copyright or commercial reasons).

2.3.6 Audiovisual material

The Information Technology and Communications of the City Executive Office maintains the City photo archive together with different administrative branches. The branches may use the photo archive to borrow photos for their own communication purposes. Outside parties, such as the mass media, may use images from the photo archive for non-commercial purposes. Other administrative branches also have their own photo archives.

The City may also produce – in co-operation with outside professional parties – other photo, cinema, sound and multimedia records with a Helsinki theme for communication purposes. When ordering audiovisual material, preparations must also be made for distributing the material through other channels, e.g. websites, and agreement on royalties must be reached.

2.3.7 Exhibitions and congresses

Exhibitions with a Helsinki theme may be used both to communicate about Helsinki both elsewhere in Finland and abroad.

Trade shows, international meetings and congresses, large sporting events and other events offer a good opportunity for distributing information on Helsinki.

The Virka Gallery of Helsinki Info, responsible for information and exhibition activities within the Information Technology and Communications of the City Executive Office, is available for City



exhibition activities. Several offices also have their own exhibition projects and have their own exhibition spaces.

2.3.8 City communication languages

The needs of the Finnish and Swedish speaking population must be taken into account equally in outward City communications. Public releases and brochures must always be published in both official languages. The needs of the Finnish and Swedish speaking population must also be taken into account in other communications, e.g. in press releases to the mass media, even though there is no requirement to directly translate all information material to the second official language.

In addition to Finnish and Swedish, significant portions of Helsinki residents speak a language that is not one of these two official languages. Wherever possible, information on City services and decision-making must be made available to them in their mother tongue. For this purpose, the City, for example, has translated its website into several languages and has set up information points for speakers of foreign languages. The City is also working in co-operation with the mass media publishing in different languages in Helsinki to improve the availability of information about the City and its services.

2.4 Means of communication: indirect communication

2.4.1 Communication on preparations

According to the Openness Act, the authority is required to provide access to documents that provide information on pending issues of general interest. The municipality legislation requires municipalities to provide information about pending issues and their effects. According to the land use and construction legislation, land use planning requires interaction with the individuals and communities whose interests may be significantly affected by the land use plan. Furthermore, the authorities preparing land use plans must communicate on the planning in a way that allows the affected parties to monitor and influence the land use planning.

The agendas of the City Council, City Board, committees and central executive committees must be made available, free of charge, to the mass media in due time before the meeting. They are also published on the City's website. The information officers for the administrative bodies may prepare information bulletins on the key issues. However, in such a case, it must always be noted that the decision is the suggestion of the presenter, and the approval is subject to decision by



the institution meeting. Questions based on the text of the agenda may be discussed in public before the decision is made. The task of the communication personnel is to ensure that the City's decision-making structure is made clear to City dwellers and media reporters. Special emphasis must be laid on information about the institution responsible for the decision on each matter.

2.4.2 Communication on decisions

The City Council meetings are open to the public. Mass media representatives may be present to follow the decision-making, and meetings may also be broadcast in video on the City's website. The professional information officers at the City Executive Office will announce the decisions of the City Council meeting immediately on the City's website once the meeting is over.

The meetings of the City Board and its sections, the committees and executive committees and similar institutions are not open to the public. Decisions made are communicated to the mass media immediately after the meetings by announcing the information about decisions immediately after the meeting on the City's website. This will also make them immediately available to the general public.

The responsibility for informing on institution decisions is usually assigned to a professional information officer who participates in the meetings. Communication on meetings, otherwise, may only be arranged under exceptional conditions.

The meeting decision documents explain the decisions and related votes, shelving and removing issues, dissenting opinions and other issues relevant to the treatment of issues. However, no accounts of the discussions held may be published according to section 57 of the municipalities law.

Office holder decisions are displayed on the digital desktop of the City personnel. Decisions with a general significance may be transferred to public websites.

2.4.3 Media relations

The City must take an active part in communication, and not only answer questions when asked. News, reports and plans from the City administration, especially on important pending issues, must be sent in the form of press releases to the mass media at the earliest possible stage. The mass media must also be provided with the information they require and information seekers must be guided towards the correct



sources. Questions from the mass media must be answered immediately, since, for instance, the daily media usually require the information during the same day. Reporter questions are primarily answered by the office holder responsible for the matter and most familiar with the contents. This task may also be forwarded to a professional information officer, who in this case needs to be thoroughly aware of the related facts.

A defined publication time must be set for information intended for the mass media and other issues to be announced. Before the set time, the matter or document in question is not public, but immediately after the publication time it is publicly available to everyone, and related press material must be available to all interested parties – e.g. City dwellers and journalists – according to standard principles. For example, material published during a press conference should be published on the website of the administrative branch at the start of the conference. If necessary, such material may be sent to the requesting media representative before the publication time, on the condition that news concerning the information may not be published before the defined publication time.

Similar attention must be paid to different media representatives. Access to information must not be limited unnecessarily, and only legal, justified causes are allowed for withholding information. Where a requested piece of information cannot be made public, it always needs to be justified, and if the information in question is classified, the reporter must also be notified of the provision in the Openness Act requiring the classification of this piece of information. The City may never collect fees for providing information required for journalistic work.

A news item discovered by a single media representative must not, however, be actively offered to other media unless they ask questions themselves related to it.

As political observers, the media is required to view issues critically, and this critique must not be allowed to influence fair treatment. Critique in the media should not be answered by giving explanations, but factual errors in the mass media must be met with demands for a correction. The free speech legislation guarantees authorities the right to demand the correction of important factual errors presented in the mass media. This right, however, does not extend to demanding corrections for opinions presented in the media. Questions published in the letters columns of newspapers must be immediately answered.



When a City representative has a discussion with a journalist, they always have the right to know whether the meeting is intended to provide background information or if it is an interview. The interviewee may request the journalist to provide those parts of the text quoting words from the interviewee or discussing information provided by them. This gives the interviewee the right to correct erroneous quotations and other factual errors. It is important to remember that correcting interview statements afterwards is only possible in the case of an erroneous quote from the interview or a factual error.

2.4.4 Press conferences

Press conferences should only be arranged when the issue cannot be explained using a press release, e.g. when a complex project requires several presenters or in the case of the introduction of a building, piece of equipment or a concrete procedure. The information published at the press conference and related communication materials are always public from the start of the conference.

The decision to hold press conferences is made by the Mayor, Deputy Mayors, office managers and persons assigned by them. The practical arrangements are always made by professional information officers. To avoid overlap, the Information Technology and Communications of the City Executive Office must always be informed of any planned press conferences.

2.5 Publicity Principle and communication

According to the Publicity Principle in the constitution, documents and other records held by authorities are primarily public. The constitution also has provisions for the principle of privacy protection, stating that the private life of each citizen is protected, and further the protection of personal information is provided by legislation. The Openness Act and the Personal Information Act are the general laws applied to the publicity of administration, protection of personal information and data protection. The Occupational Privacy Protection Act also applies to employees.

The authorities include the City Council, City Board, committees, executive committees and commissions and office holders with individual executive authority. Authority documents include documents held by authorities, prepared by authorities, submitted to authorities for handling of an issue or otherwise related to their tasks or line of work, and documents prepared at the request of the authorities. Technical records (e.g. computer data, image and sound recordings) are considered documents.



Everyone is allowed to access to the information in a public document. The publicity of documents may only be limited due to critical reasons. Limitations or confidentiality must be separately provided for by legislation.

The Openness Act requires that authorities produce and distribute information. The authority must therefore ensure that the key documents for public access to information, or lists involving them, are available in public libraries or computer networks or by other means easily available to the public.

Publicity allows citizens to follow and monitor authority activities. The Publicity Principle is also important for the legal protection of residents.

Freedom of speech, as set forth in the constitution, also applies to City personnel. They are entitled to present their views publicly on issues that they need to deal with in their position. A person employed by the City may also present opinions on issues regarding which they are likely to hold important information. They must make it clear, however, when they are representing the organisation and when they are issuing statements as a private individual. An office holder or employee is allowed to present, as a private individual, views that differ from those of their employer.

2.5.1 Declassification of documents

The Openness Act states the times after which official documents become public, apart from the information that is required to be held classified.

The declassification time of a document is considered for each document and authority. For documents that result from the treatment of an issue with multiple phases, declassification is usually determined on a per-document basis. Official internal preparation materials usually become public, apart from the confidential documents, once the authority has finished the treatment of the issue.

The declassification times for documents stated in the Openness Act determine the final time by which authority documents should be made public. Before a document is declassified, providing information on the document is on the judgment of the authority. These documents may be considered public, subject to decision.

Whenever possible, the City of Helsinki administration takes an open approach towards pending documents and other documents that are



public subject to decision. Each administrative branch must issue instructions to communicate openly on issues pending in the office whenever possible.

The City Council has authorised the City Board to decide on the maximum publicity of preparation documents and to issue the necessary instructions. For these documents, public subject to decision, a communicative approach must be taken. Therefore, the City Council has authorised the presenters to provide information on them at the planning stage, unless separately agreed on by the City Council on an individual case.

In practice, this means that the Mayor is authorised to communicate the City budget proposal publicly before it is discussed in the City Council. The budget proposals from the committees, for their part, are public as soon as the decision is made in committee. Furthermore, according to section 2.4.1 of these guidelines, the agendas of the City institutions are published prior to the meetings on the website and are brought to the attention of the mass media, although the Openness Act only requires them to be public as part of the inspected minutes of the completed meeting.

2.5.2 Right to request information on documents

Everyone is entitled to obtain information about a public authority document and the public section of a classified document.

Barring exceptions stated in legislation, the involved parties are entitled to obtain information in documents that are not public where the document affects or may affect the treatment of their cause. This right to receive information also extends to material that is not yet public according to law.

2.5.3 Rights to information of elected officials, inspection committee and auditor

Elected officials have the right to obtain information from the municipal authorities, and to request to view documents that they consider necessary for their work. This right is however limited by confidentiality requirements. Elected officials, office holders and employees are entitled to handle confidential documents that are related to an issue that they are preparing, presenting or deciding on. The Mayor is entitled to obtain information from the City authorities and to request documents for viewing, unless confidentiality requirements state otherwise.



The inspection committee and auditors have the most extensive rights to obtain information. They are entitled to obtain information from the municipal authorities and to request to view documents considered necessary for their auditing duty, with no limitations due to confidentiality requirements.

2.5.4 Requesting and delivering information

Everyone is allowed to access information in a public document. The document request must be specific enough for the authority to determine the document the request concerns. The person requesting information need not state their identity or present a basis for their request, unless the document in question is classified or the request concerns information in an official personal register.

When information is requested from a confidential document, or other document where its only permitted to provide information on specific terms, the party requesting the information must state the intended purpose and other issues necessary to determine the prerequisites for handing out the information, and, when necessary, information on how data protection is to be managed.

The information about the contents of the document is presented by the individual assigned to the task, or to whom the task belongs as part of their position or work. The information must be provided as soon as possible, however at the latest within two weeks from the request.

The decision to hand over the document is made by the authority holding the document or the authority assigned the task. Based on section 26 b of the Administrative Order, an institution may transfer decisive authority for handing over a document, as referred to in section 14 of the Publicity of authority activities, to a subordinate office holder.

The authority must maintain a list of publicly available materials as well as descriptions of data systems and public information contained therein. The administrative branches must ensure that interest groups are able to study the requested public documents flexibly and in due time, and that they are able to receive copies of them for a fixed fee if so required.

2.5.5 Applications for office or position are public

Applications for office or position are public. With the exception of confidential issues, the application documents become public when they arrive at the office of the registrar or they are digitally delivered



using the City recruitment system. The names of applicants are public without limitation. This includes applicants who have requested that their names not be made public. However, when releasing the list of applicants, the City must also report which applicants have requested that their names be not published. The media will then decide whether or not they will publish the names.

Application documents often include personal IDs, which have separate provisions in the personal information legislation. Personal IDs, or at least the final digits, should be covered when displaying otherwise public documents or handing out copies.

2.5.6 Salary information

The salary information of City employees and information about compensation paid to elected officials are public. Paid compensation, such as travel costs or daily allowances, are public.

However, in a competitive situation, the salaries of municipal business employees may be considered trade secrets, in which case they are not public.

The salaries of the employees of communities owned or trusts controlled by municipalities are not public.

2.5.7 Procurement documents

The agenda text for a procurement issue and its appendices are published, with the exception of the confidential sections, together with the agenda.

Confidential sections of procurement documents are those that include trade or professional secrets belonging to the City or the bidder, e.g. a technical implementation method or a programming method for an IT procurement. The call for tenders requests bidders to state sections that include trade or professional secrets in a separate appendix. The authority will determine the parts of the tender that are to be kept confidential. Generally speaking, price cannot be considered a trade secret.

The procurement decision and its appendices are public, once the decision has been made. The received tenders and other procurement documents that are not attached to the agenda, office holder decision or institution minutes, will only become public, with the exception of the confidential parts, once the contract has been signed. However, another bidder is entitled to obtain information on the posted tender,



with the exception of trade and professional secrets, once the decision has been made.

2.5.8 Private letters

Letters from individuals or private parties addressed to the City are public, once they arrive at the office of the registrar. However, private letters, which have come into the possession of the authority by other means, e.g. as lost property, are not to be published without the consent of the writer, or where they are dead, their heirs.

2.5.9 Confidential documents

Documents may only be deemed confidential by law. A municipal authority cannot establish the confidentiality of an issue or document.

The most common grounds for confidentiality are included in the Openness Act, section 24, which has a list comprising 32 different reasons for confidentiality.

The confidentiality of an issue or document is determined by the person primarily responsible for its preparation.

Office holders and employees, elected officials and individuals involved may not disclose the confidential contents of a document or other issues that have been deemed confidential by law and of which they have become aware during their duties. A confidential official document or the confidential section of an otherwise public document, or a copy or printout thereof, may not be displayed or handed over to third parties or otherwise be presented to third parties for viewing or use.

The authority may only present confidential information where separate provisions for this have been made by legislation or where consent is obtained from the party the confidentiality is intended to protect.

However, the involved party is allowed, barring certain exceptions stated in the legislation, to be informed of the confidential decision and its appendices, in order to be able to appeal the decision. In this case, the involved party is bound by the confidentiality requirements concerning confidential information that apply to others. Where confidential documents are presented to an involved party, based on their right to obtain information, the involved party must undertake to observe the non-disclosure and utilisation rights described in section 23 of the Publicity of Official Activities Act. In procurement-related issues, however, the involved party is not entitled to receive information on the trade and professional secrets of another bidder.



A member of a municipality is only entitled to obtain information on the public sections of the decision.

Digital means must not be used to relay confidential or sensitive information, unless the data security of the said means has been ensured in a reliable manner.

2.5.10 Person registers

A person register is a set of information consisting of personal information records that are connected by their intended purpose, handled partially or in whole using information technology or arranged into a file, list or other comparable format to allow the information on a certain person to be discovered easily and without unreasonable cost.

Personal information refers to all sorts of records concerning a natural person or their properties or living conditions that may be identified as applying to them, their family or members of the same household.

An agenda or decision document from an institution may also include personal information. They cannot, however, be seen to establish a person register set up for a particular purpose. Therefore, presenting information contained within them cannot be considered providing information from an official person register. Since the agendas and decision documents do not form a person register, handing out information from them in the form of photocopies, for instance, is not limited by the regulations in paragraph 3 of section 16 of the Openness Act.

2.5.11 Presenting information from person registers

The Openness Act applies to presenting information from an official person register.

Handing out information orally or by presenting information for viewing, reading or duplication is different from handing over the information in copy, print or digital format.

Where information is provided orally, the party requesting the information does not need to provide their name or the intended purpose of the information. However, where the party requests a large amount of information for viewing or duplication, they must be informed of the prerequisites for handling personal information stated in the personal information legislation.



When public personal information is requested in copies, prints or in digital format, the requesting party must state the intended purpose for the requested information and their rights for storing and using personal information. In this case, the party providing the information must evaluate whether the reported purpose is one that personal information may be handed over for. The recipient may only use the information for the intended purpose.

For journalistic purposes, public personal information may be handed over to the mass media.

Likewise, public personal information may be handed over to a natural person for solely personal or comparable private purposes.

Personal information, usually, cannot be provided from a person register for the purposes of direct marketing, surveys or market research.

The register descriptions are held publicly available at the office of the registrar or another public service location, and they are also available on public computer networks and the City's website.

Personal information included in a person register must not be published on the City's website without the appropriate consent of the individual involved or other legal grounds. However, information on the position and duties of the individual and their management in the public corporation may be published, where justified grounds exist and the publication is in the interest of the City's activities.

Therefore, a decision document published online must not contain the names of all the applicants for office, but only the number of applicants. The name of the person selected for office may remain permanently in the online publication, as well as the names of the other suggested persons and of the candidates in the actual election alongside information on the number of votes received. An appendix to an agenda containing a summary of the personal records of the applicants must not, however, be published on the website.

Furthermore, applications such as the digital City of Helsinki phonebook may publish the names and contact information of key office holders and employees dealing with preparations for decision-making and customer service on the website.



2.5.12 Information on punishments

An imposed punishment is confidential information. A written warning is not information on punishment as determined by law; therefore, information on a written warning is public.

2.5.13 Punishment for confidentiality crimes

A penalty based on the penal code may be imposed on an office holder or public corporation employee due to violation of confidentiality requirements or exploitation of confidential information. A user of digital messaging may also commit a crime or cause damage to the City or third parties. The personal information legislation describes punishments related to the personal information system.

3. INTERNAL COMMUNICATION

Communication carried out systematically, and in an organised manner inside the organisation is referred to as personnel communication or internal communication.

Internal communication is used to communicate the goals, strategies, plans, activities, services, finances, future changes, decisions and personnel benefits of the City, office or establishment, as well as current issues from the field to the personnel. In addition to communication, efforts are made to clarify and specify issues and provide background information.

Internal communication also creates opportunities for external communication, as every member of the City personnel will also communicate issues within their circle of acquaintances.

3.1 Goals for internal communication

The goal for internal communication is personnel who receive varied, open and timely information and who in turn participate actively and are committed.

Internal communication must be active, proactive, open and adequate, interactive and timely at all organisation levels.

Open communication means that all activities are communicated truthfully, realistically and objectively. In addition to successes, problematic issues and their suggested solutions are also reported.



Interactive communication means that communication does not consist of one-way information delivery; instead, it means message transfer and exchange in all directions within the community. Actions may be changed, corrected and improved mutually, based on feedback, discussion and a common understanding.

Timely communication means that, without exception, information is provided on time to the personnel, so it remains useful to them and so it is also perceived to be useful.

The goal for internal communication is to support the actions of the organisation, provide information on activities, provide background information, and present the desired image of the organisation to the personnel and support interaction and discussion within the organisation. Interaction within the organisation promotes the definition, achievement and implementation of common goals. Participation in discussions promotes understanding of activities and goals and increases commitment to the community. Interaction turns into development ideas, and it generates feedback to support preparation and planning. In internal communication, the target group and communication partners are the personnel.

For key issues related to the City's activities, the personnel need to be informed first, or at the latest simultaneously with the external communication on the issue. These issues include significant plans and changes to the organisation, activities or services.

Managing change requires openness and interaction. At the latest, when suggested changes become public along with the decision documents, they must be communicated to the personnel and discussions must be held with the people most influenced by the changes. For this, personnel information or discussion events may be arranged.

3.2 Co-operation Act

The Co-operation Act, with respect to employer and employee co-operation in municipalities sets a requirement for the employer to communicate issues to the employees. The Co-operation Act creates grounds for the co-operation of the employer and employees. Co-operation is part of a wider participation system involving employee representatives and occupational safety.

According to the Co-operation Act, before utilising the co-operation procedure, the employer must present the personnel or their representatives with sufficient information to allow them to study the



issue and prepare for discussions in an appropriate manner. In issues covered by the co-operation procedure, this communication duty must also be implemented in a manner that guarantees opportunities for the personnel to participate. It is good practice to inform the personnel of issues covered by the co-operation procedure already when the issue publicly appears for the first time, e.g. on the agenda of an institution.

The organisation and personnel changes covered by the procedure must also be orally communicated to the affected individuals.

The purpose of co-operation is to provide the personnel with an opportunity to participate in functional development together with the employer, and to influence the preparation of decisions affecting their work or the working community.

According to the Co-operation Act, the following issues are to be handled in co-operation:

- Changes in work organisation, municipal service structure, municipality distribution or co-operation between municipalities that significantly affect the personnel's position
- Principles of service restructuring where they may have significant personnel effects
- Principles and plans related to personnel, personnel development and equal treatment and information exchange within the work community
- Shifting to part-time work, lay-offs or dismissals, due to financial or production reasons.

The employer must discuss the grounds, effects and alternatives of these pending procedures with at least the individuals concerned before deciding on the issue. The negotiations must be started as early as possible.

Co-operation within the City of Helsinki is managed by the City personnel committee and the corresponding committees for the offices, establishments and their organisation units.

3.3 Internal communication organisation

The central administration is responsible for the centralised internal communication within the City. Internal communication within the office or establishment is the responsibility of the office or establishment manager. Internal communication within a unit is the responsibility of the unit manager. Therefore, responsibility for sufficient, open and timely communication ultimately belongs to the supervisor, but at the



same time, the procedure for internal communication is distributed: He/she who knows, tells.

Several offices and establishment have a full-time employee in charge of internal communication. Workplaces also have part-time information officers, contact persons for information or persons responsible for communication. The responsible editors of the personnel magazine and internal communication websites need to be professionals in the field of communication or journalism, in order for these media to be edited according to good journalistic practice.

3.4 Employees as information officers

The supervisor is responsible for internal communication within the work community. The supervisor is responsible for communicating the activities and goals of the office or establishment, and what they mean in practice in the day-to-day actions and work of the unit in question. Internal unit communication is built on discussions and interaction, where every member of the work community is welcome to participate. A professional information officer provides good support for the supervisor.

City personnel need to have good communication and interaction skills to work with City residents and customers. Each employee is a communicator for issues within their own area of responsibility. Messages, feedback and development ideas provided by City dwellers in the feedback systems are actively considered for preparation and planning.

3.5 Means of internal communication

The City of Helsinki is one of the largest employers in Finland, with tens of thousands of jobs within the City and some outside. About half of the personnel work in shifts; in hospitals, care facilities, reception homes, maintenance, harbour services, rescue services, traffic services and energy and water supply. In several locations, it is impossible to assemble the entire personnel at the same time. This creates challenges for the internal communication organisation.

The means of internal communication include personnel magazines, intranet, email, meetings, memos, seminars, and participation and information forums for the entire personnel and personal interaction.



3.5.1 Personnel magazine

The primary task of personnel magazines is to provide information on the activities of the organisation, provide background information and to familiarise employees with the organisation. The magazine conveys information about the strategies, goals, plans and activities of the office and makes them more understandable by shedding light on their background. It provides information and material for common discussion. The magazine presents the views of both the employer and the personnel. Views from different personnel groups are presented as equally relevant. Therefore, the personnel magazine, for its part, promotes the activities of the organisation and the achievement of the goals.

The editorial policy of the magazine takes into account the requirements of the Co-operation Act, the personnel strategy of the City and the communication guidelines. The personnel magazine is edited according to good journalistic practice.

The editorial board may be supported by an editorial committee that defines the principles for creating the magazine and supervises their implementation, aligns the content planning of the magazine with current strategies and takes responsibility for developing the magazine.

Most City Departments and Public Corporations have their own personnel magazines. The City publishes the Helsingin Henki personnel magazine for the entire City personnel.

3.5.2 Internal network communication

The City City Departments and Public Corporations must utilise an intranet website intended for their personnel. Internal network communication is a tool for rapidly posting internal news and is part of the common digital desktop of the City personnel, which also hosts the data repositories, applications and internal discussion forums required for the work. In order for internal websites to work as a significant and effective means of communication, data storage and interaction, their comprehensive updating must be ensured.

A Citywide internal website is available to the entire City personnel.

3.5.3 Email

Email is primarily used for targeted communication to a particular group of recipients or personally to a certain individual.



3.5.4 Other means of internal communication

Other means of internal communication include:

- Personal interaction and discussions between the management, the supervisor and the employees
- Meetings and negotiations: communication on events and discussion thereof
- Agendas and memorandums
- Email
- Team calendar
- Telephone
- Mobile communication
- Bulletin board
- Quick bulletins
- Other forums and information events
- Co-workers
- Co-operation institutions and elected officials.

The most effective means of internal communication are often events that include personal involvement and interaction, such as department and unit meetings, workgroup meetings and other personnel interaction and discussion forums. Meetings and discussions enable personal, real-time co-operation where information and views can be exchanged immediately and feedback can be received. The more difficult the issue at hand is, the more personal the communication forum should be.

It is important for work community meetings, and the discussions between the immediate supervisor and employee, for the discussion to cover what the goals and changes of the office or establishment specifically entail for the work of the employee. The immediate supervisor is considered to be the primary source of information on most organisation issues. Promoting communication by personal interaction will remain a challenge for internal communication.

Finnish is the primary language for Citywide internal communication, as well as internal communication inside administrative branches in the City of Helsinki. Swedish may also be used for internal communication, in Swedish-speaking administrative branches or functional units. People with Swedish as their mother tongue must be guaranteed sufficient support in the use of systems, forms and procedures required for their work.

4. COMMUNICATION IN EXCEPTIONAL CONDITIONS

The international, technological and networked society is susceptible to disturbances. Exceptional conditions, for which communication



procedures must be prepared, are thus not only caused by wars and their consequences, but also by different disturbances or threats endangering the basic structures and function of society.

Differentiating between normal crises and disturbance events and exceptional conditions may sometimes be difficult. Therefore, it is important to prepare for the management of all exceptional conditions.

Communication has a central role, in both various crises and disturbance situations as well as during normal times and the exceptional conditions stated by the preparedness legislation, such as war or threat thereof. Communication is also central when preparing for exceptional conditions, issuing instructions for survival in a crisis or dangerous situations or providing assistance in case of an accident.

The common preparedness principles for the City of Helsinki administration are included in the City Preparedness Procedure.

4.1 Communication in crisis situations

Disturbance and crisis situations, which are less critical than actual exceptional conditions and usually develop very quickly, require rapid external and internal communication. The vital functions for society may be endangered by different types of accidents and disturbances in service production, such as service interruptions (traffic, water, and energy), unprecedented changes to service times (temporary closing of schools, day-care, libraries), accidents, fires, the spread of poison, strikes and occupational accidents. Disturbance and crisis situations, which are more severe than normal conditions, also include:

- Threats to information systems
- Illegal immigration and population movements causing safety risks
- Threats to nutrition and the health of the population
- Disturbance in international trade and production and economic downturn or recession
- Organised crime
- Large environmental and health effects due to pollution
- Problems in electricity, water and district heating supply
- Wide-spread epidemics crossing borders
- Terrorism
- Natural disasters.

4.1.1 External information in crisis situations

Providing information quickly to City dwellers in a crisis or disturbance is always a key factor in successful management of the situation. For



disturbances that can be anticipated, City dwellers and other interest groups should be informed in due time, and to an adequate extent, on the temporary exceptions to service provision and other related special arrangements. In crisis situations, e.g. during severe accidents, sufficient and rapid information must be provided to all parties involved as soon as the situation is brought to the attention of the administrative branch.

The City's website is the key channel for communication during different crisis and disturbance events. Information on crisis situations may be transferred to a back-up site located off the standard City server, but with sufficient capacity to serve a large number of visitors in a crisis situation. In a crisis situation, the website must describe the situation and its causes and effects. The website may also provide the population with instructions for the crisis or disturbance. It will also be used for publishing any official or emergency bulletins.

The City is also prepared to establish a telephone service for providing information in crisis situations.

Network communication is not sufficient for crisis situations, and it may not be possible during a severe crisis. The mass media are important partners in disturbance situations. Radio, television and other instant electric media have a key role during sudden crisis situations. The mass media must be provided with the essential information concerning the situation, and they must be kept up to date on the development of the exceptional situation. Any official instructions issued to the public must also be relayed to the mass media. Individuals responsible for crisis communication must be accessible to journalists as far as possible. The mass media also need to be informed that the crisis situation is over. If necessary, printed bulletins and other material may be distributed to the public during crisis or disturbance situations. They may also be sent as electronic messages.

The journalists relaying information on an accident or other crisis situation must be assisted wherever possible. For example, representatives of the mass media are allowed to move in the accident zone, where it does not endanger the safety of the journalists or the current activities.

In disturbance and crisis situations, the leading official of the administrative branch is always responsible for communication. They are assisted by professional information officers from the office or establishment. Information on severe disturbance or crisis situations must always be brought to the attention of the City Management and the Information Technology and Communications of the City Executive



Office. For crisis and disturbance situations concerning several administrative branches, the Information Technology and Communications of the City Executive Office will co-operate with the professional information officers in the administrative branches. The Administrative branches are responsible for communicating issues concerning their duties and services, while the Information Technology and Communications of the City Executive Office will manage the general crisis communication and coordinate the communication activities.

4.1.2 Internal information in crisis situations

In a crisis or disturbance, internal communication must also be exact, correct and rapid and the contents must be unambiguous and truthful. The personnel are in a key position to prevent the spread of false rumours when communicating the exceptional arrangements, due to the crisis, to the public.

Where the City personnel, or part of it, take industrial action, the City and the administrative branch in question must communicate the effects of the industrial action to the personnel and the users of the services. Information must be provided on how the industrial action may disturb operations; which services are available during the industrial action, which services may be interrupted and which replacement arrangements are available. These must be communicated both before the industrial action and during it. Erroneous information must be corrected.

4.2 Exceptional conditions and preparation

Exceptional conditions mentioned in the preparedness legislation include:

- Local or wide-spread large-scale accident
- Heightened international tensions
- Severe violation of regional sovereignty
- Threat of war
- Armed attack and war
- Post-war situation.

The key City Departments and Public Corporations are to prepare their own, field-specific communication plans for exceptional conditions. The up-to-date status and usefulness of the plans must be verified periodically.

During normal times, the communication of preparedness information is aimed at residents, authorities and the mass media. During exceptional



conditions, the communication guidelines and plans are brought to the attention of the residents, offices, establishments and mass media in suitable ways, aiming at a credible and functional communication.

The key principle is that the normal course of action is followed during exceptional situations and conditions, taking into account the requirements of the preparedness state. A basic state of preparedness is maintained during normal times, and its procedures form the basis for switching to raised preparedness. During raised preparedness, the level of activities is increased to the level required by the potential or current exceptional situation. During full preparedness, all resources are utilised in the way required to control the disturbance or crisis situation.

4.2.1 Goals

According to the Rescue Services Act, the municipality is responsible for providing instruction and advice about the rescue services. The goal is for individuals to be able to recognise potential hazards, prevent accidents and act correctly during accident situations, and to prepare themselves for exceptional conditions.

In normal conditions, the communication aims to provide the residents with the necessary basic skills to work correctly in accident or danger situations.

When residents prepare themselves in advance and are aware of the risks of an accident, they will survive the shock of the accident more easily. Constant truthful information will increase the mental crisis tolerance of the residents.

During exceptional conditions, the importance of communication is increased, and it reaches its full performance during full preparedness. The communication must be rapid, open and reliable. It also must be clear, simple and unambiguous. Misunderstandings and interpretations are minimised, and the message is offered in an easily digested form.

4.2.2 Contents and means

At regular intervals, the residents are provided with guides and instructions on how to act in exceptional situations and how to survive various dangers, how to prevent dangerous situations and accidents from occurring and how to prevent the spread of damage once it has occurred.



Communication on civic defence is important both under normal and exceptional conditions. Bulletins are sent to every home, the City information magazine and website and the mass media are regularly used to communicate the civic defence arrangements, the restoration of house-specific shelters, the location of civic shelters and instructions for behaviour in emergency situations.

In exceptional situations, large-scale accidents etc. communication is started as quickly as possible.

During exceptional situations, the importance of the mass media increases, since in addition to the provided news, the media can be used to communicate urgent official bulletins and the training and instruction required by the situation, quickly and to a large audience.

The authority must be the first to state openly and truthfully, what the situation is as well as the actions that are being taken to rectify the situation. Quick official communication prevents rumours, misunderstandings and any deliberate manipulation from spreading.

A separate communication point may be set up during accident situations, to host communication, press conferences and communication personnel centrally. Public enquiries are directed to the communication point.

The accident situation must be communicated internally before external communication is made, or at the latest simultaneously with the external communication.

For external communication, radio is the most effective communication channel during normal times, as residents have been trained to receive instructions over the radio in crisis situations. In addition to the normal communication channels, such as websites, press, radio and television, the City must study in advance the options for using other means of communication, as the use of the mass media may be severely limited by increasing disturbances during exceptional conditions. For internal communication, the City uses connections built for this purpose.

4.2.3 Organisation and division of responsibility

During normal times, general communication to the public and instructions about the rescue services are the responsibility of the Information Technology and Communications of the City Executive Office and the rescue services, in co-operation with City Departments and Public Corporations that are strategically important during exceptional conditions.



In the preparedness communication, the City may also co-operate with district and resident organisations to arrange information and discussion events about exceptional conditions.

In large-scale accident situations, communication at the national level is managed by the Ministry of the Interior, and communications on financial crises and related exceptional conditions is the responsibility of the Council of State Communication Unit. At a time of war, a communication department is set up in the offices of the Council of State to assist the responsible minister.

Provincial official communications, in exceptional conditions, are managed by the provincial government. In the City of Helsinki, the City is responsible for official communications during exceptional conditions. It will co-operate with the provincial government, neighbouring municipalities, local military authorities and other regional and local authorities.

Communication during exceptional conditions is centralised, and any significant communication is channelled via the City Management Centre. The Mayor is also responsible for managing the communication in exceptional conditions. He or she assisted by the Information Technology and Communications of the City Executive Office. During exceptional conditions, a sufficient amount of personnel is transferred from the Information Technology and Communications of the City Executive Office to the Helsinki Management Centre. The manager of the Information Technology and Communications of the City Executive Office is responsible for coordinating and guiding the communications of the Management Centre in practice. Communication personnel remaining at the City Executive Office, manage the general public communication. City Departments and Public Corporations communicate on their own activities in co-operation with the Communication Manager.

The rescue services' regional fire management system specifically promotes direct communication, i.e. communication directly to the residents and workplaces. The instruction provided by the rescue services, however, is not sufficient to achieve the goal, and therefore, this proactive work to change attitudes, create, and develop a safety culture must be pursued in all the administrative branches. Individuals responsible for safety must be especially committed to this task.



4.2.4 Co-operation with mass media

According to the legislation on preparedness and defence, the mass media need to relay official instructions directly to the public. In addition to the National Authorities, the City Board may also issue regulations to relay the instructions.

Even during exceptional situations, journalists must be assisted in acquiring and sending communication material. Interview requests should be approached positively. If necessary, a dedicated contact person, from the City information officers, is to be assigned to support and to assist the journalists.

4.2.5 Confidential documents

According to the Openness Act, documents related to preparedness for accidents or exceptional conditions, civic defence or accident analysis, are confidential.

5. MARKETING

5.1 Marketing and its goals

The City Departments and Public Corporations may market their services to citizens and other interest groups as required. Marketing methods – e.g. advertising – may be used to enforce messages to the public alongside the regular communication.

Marketing must be goal-oriented. Its goal, for example, may be attracting residents or other customer groups to the available services, customer guidance, when new services are started, improved communication about services and events, recruiting or attracting new jobs, investment capital, conferences or tourists to the City.

City marketing is a strategic tool for the City Management, and it is used as a tool when developing the City from a people-centric starting point and marketing the City's strengths to different interest groups.

5.2 Marketing target groups

The primary target group for the City's administrative branch's marketing is the City dwellers. For administrative branches, marketing offers means to communicate the City's services and attract customers to them.



Helsinki City's marketing target groups, including domestic and foreign companies seeking locations for headquarters or production, investors, new residents, tourists, travel agencies and bodies arranging meetings and conferences.

5.3 City profiling and image management

Profiling refers to the long-term construction of a City image by using service and authority activities, communication and visual appearance.

Image refers to the view City residents and other interest groups have of the City of Helsinki. It is primarily influenced by the City's services and personnel competence. However, it is also affected by communication issues, such as information on services and decision-making, appearance and interior decoration of service points, printed products and the visual appearance of the City, such as the City Seal, choice of colours and the typography defined in the graphical guidelines and the visual insignia of different administrative branches. Key factors for managing the City image include experiences from people and their circle of acquaintances and the image given by the mass media.

Thus, three key factors affect the image of the City; what the City does and how it does it, what the City says and how it says it, and how it looks. Marketing alone can never guarantee a good image; image management must always be based on the good standard of service provided by the City.

5.4 Visual appearance and City Seal

Visual appearance includes issues such as insignia in city offices (e.g. signs) and interior decoration, customer service staff-clothing, printed materials, audiovisual materials, website visual appearance, business gifts and other presentation material.

The key elements for the visual appearance include the City Seal, the typography chosen and the choice of colours for graphical presentations.

The City emblem or graphical symbol is the City of Helsinki Seal, which has been profiled to the residents and other interest groups since 1639. The City Board has issued separate instructions on the use of the City Seal. These instructions apply to both City administrative branches and other users of the seal.



The City uses a uniform visual appearance in its communication. The basic element is the City Seal. An application of the Helsinki City emblem is the logo, consisting of the combination of the City Seal and the name "City of Helsinki". This logo, with the crown on top of the seal, is used by the City Council, City Board, City Management and the City Executive Office in their external communication. The logo of the City's other administrative branches is formed by the seal and the name of the office together with the "City of Helsinki" text.

The visual appearance of the City is defined in more detail in the graphical guidelines for the City and its City Departments and Public Corporations, as issued by the Mayor, and the dedicated graphical guidelines for different administrative branches.

For justified reasons, the City's administrative branches are allowed to use their own office or establishment emblem in a manner approved by the City Board. The City Board will approve the administrative branch emblem, according to the suggestion of the relevant committee or executive committee. A statement from the Information Technology and Communications of the City Executive Office is required before an office or establishment emblem differing from the regular City standard may be approved.

For example, the City public corporations and units operating in the fields of culture and leisure time activities may have justified reasons for using their own office, establishment or corporate appearance. However, in the interests of customer service and marketing in the administrative branches producing basic City services, it can usually be justified that basic City appearance, based on the seal, is used to represent that the City of Helsinki is responsible for providing the services.

The administrative branches may also use a service or campaign specific visual appearance for marketing their own services. Such marketing communication material must also be accompanied by information, according to the official City or administrative branch visual appearance, stating the office or establishment responsible for providing the services.

5.5 Marketing communication

Marketing communication refers to bilateral communication between the City and its target groups. The aim is to generate interest according to defined marketing goals, as well as attitudes and behaviour that positively influence the goals.

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5.5.1 Advertising

Advertising refers to paid marketing communication. In advertising, like other marketing communication, the sender of the message must always be clearly identifiable. In their messaging, the City administrative branches must refrain from publishing paid newspaper articles that are in fact advertising but do not clearly state the sender of the advertisement message. Such paid articles are not favourable for the public image of the City.

Advertising is an expensive communication channel and often requires significant resources. Therefore, a conservative approach must be taken to the widespread use of marketing, and the costs and benefits of advertising campaigns must be critically assessed. Advertising works best when it is used to convey messages about the City's services to their current and potential users. Such informative advertising usually works best for communities in public administration.

Image marketing, which is used to improve the public image of the City and its administration, should only be used in exceptional situations, and it must always be related to concrete actions, for instance, improvements in the City's services. Unfocused general image advertising should be avoided altogether.

The City administrative branches advertise their functions based on their judgment and within their budgets. Announcements and declarations need to be easily readable and informative in appearance in accordance with the City visual appearance.

5.5.2 Sponsoring and other means of marketing communication

Sponsoring refers to a marketing communication method where one party of the sponsoring agreement, i.e. the sponsor, pays the other party – e.g. the organiser of an event or activity – an agreed-upon sum of money, guaranteeing the sponsor a defined amount of marketing visibility in connection with the sponsored project.

City sponsoring refers to the City receiving marketing benefits, in return for monetary compensation, from an event or activity it is not entirely responsible for organising.

City administrative branches may also seek outside sponsor support for their work. Co-operation with citizen organisations, businesses and other interest groups may increase the City's marketing resources. When choosing partners for co-operation, care needs to be taken to



ensure that the activities fit in well with the goals and ethical principles of the City.

Marketing communication by the City needs to either provide direct financial gain to the City or promote events or other activities that are favourable in terms of the City's goals. It cannot be considered support or charity. Therefore, sponsorship with no returns or paid support advertising are not considered as acceptable channels for the City's marketing communication. Grants are decided on by the appropriate committees according to their Standing Order.