



Equality and Non-Discrimination Plan for the personnel of the City of Helsinki

2026–2029



“ We are different, we are of equal value. Together, we make Helsinki!

The City of Helsinki’s staff diversity mission statement **“We are different, we are of equal value. Together we make Helsinki!”** serves as a common signpost for promoting diversity in Helsinki. The mission statement emphasizes the work communities’ shared, conscious commitment to equality and mutual esteem. Its purpose is to recognize and respect the diverse backgrounds, experiences and resources of people already working in the city.



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1. We promote an equal and non-discriminatory working life

Helsinki, a city we can be proud of, is built on equality, non-discrimination and a non-discriminatory work culture. In line with our City Strategy, we seek to promote an equal and non-discriminatory city in which no one faces harassment or discrimination. Our personnel provide equal and non-discriminatory services to residents and clients and ensure that Helsinki is a good place to live, work and visit. This requires that equality and non-discrimination are also realised at the personnel level. We want to be a workplace where everyone can be themselves, without facing any kind of discrimination. As Finland's largest employer, we have a responsibility to be at the forefront of promoting diversity in working life and to ensure that we take equality and non-discrimination into account in all activities related to personnel.

The Equality Act

The personnel equality plan is a statutory obligation for the employer as defined in the Equality Act (Act on Equality between Women and Men 609/1986). Its purpose is to ensure that representatives of all genders are treated equally in workplaces. Under the Equality Act, everyone, regardless of gender, gender expression or gender identity, must be able to perform their work properly without facing any inappropriate comments, harassment or discrimination.

The Non-Discrimination Act

The non-discrimination plan is based on the Non-Discrimination Act (1325/2014), and its purpose is to define how the organisation, in its own activities and as an employer, promotes non-discrimination and prevents and addresses discrimination. The measures set out in the plan must take into account age, disability, origin, language, sexual orientation, religion and other grounds for discrimination prohibited under the Non-Discrimination Act. Non-discrimination planning seeks to ensure substantive equality, meaning that everyone is treated fairly, taking into account individual differences and differing starting points.



Through this plan, we continue the City's long-term and responsible personnel policy. The plan is based on an analysis of the implementation and indicators of the measures included in previous equality and non-discrimination plans, as well as on forward-looking planning. The measures set out in the plan guide personnel policy work in promoting an equal and non-discriminatory working life. All measures aim to prevent and address discrimination. The objective is to mainstream both the gender perspective and the non-discrimination perspective as an integral part of leadership, supervisory work, decision-making and the day-to-day operations of work communities. The City of Helsinki also requires its partners to adopt a respectful approach to human diversity.

The city-level equality and non-discrimination measures for 2026–2029 are divided into three separate thematic areas. The areas are:

The job applicant experience is equal and non-discriminatory.

Our personnel policy is equal, non-discriminatory and takes diversity into account.

Our work and leadership culture is equal, non-discriminatory and fair.



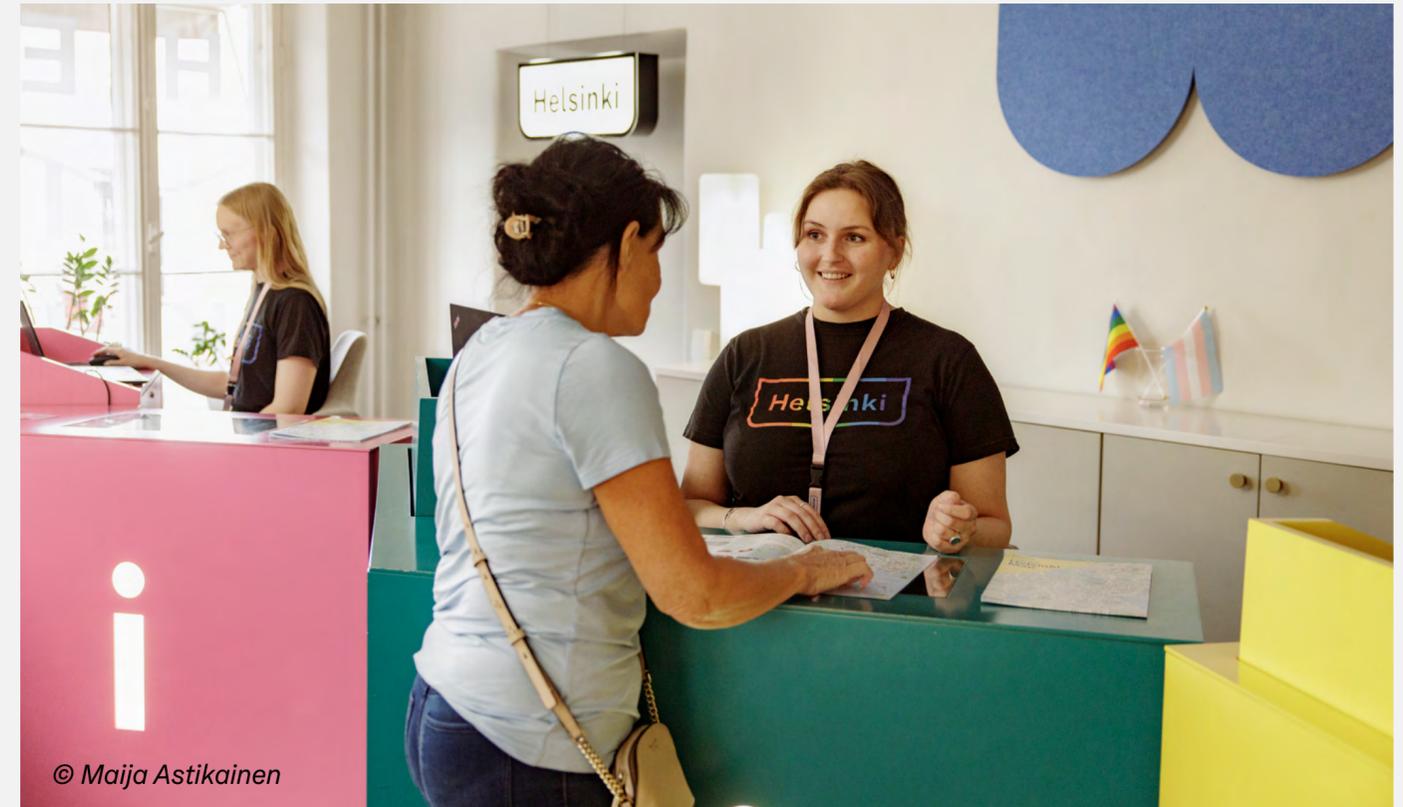
Promoting equality and non-discrimination is reflected at all stages of the employment relationship. The plan's key priorities have been compiled so that they cut across the entire employment relationship. Promoting diversity and inclusion within the organisation begins with equal and non-discriminatory recruitment practices. Through the measures, we promote, among other things, the use of anonymous recruitment and positive action and prevent discrimination in recruitment.

In personnel policy, our objective is to ensure that pay and reward policies as well as the reconciliation of work and other areas of life are implemented in an equal and non-discriminatory manner across the city organisation. We can support success and the smooth running of work through rewards and by enabling a balanced life for personnel, for example through flexible working arrangements. The ability to retain and attract skilled labour also requires an equal and non-discriminatory work and leadership culture. We strengthen an inclusive and non-discriminatory work culture by increasing personnel's competence in equality and non-discrimination

and by training supervisors and employees to identify, prevent and actively respond to racism and discrimination.

The plan includes the content required under the equality and non-discrimination legislation, namely an assessment of the current situation, the setting of concrete development measures, ensuring monitoring of implementation, and an evaluation of past measures. The plan begins with a mapping of the current situation (Chapter 2), followed by the presentation of the measures and objectives for promoting equality and non-discrimination for 2026–2029 (Chapter 3). The measures have been prepared and discussed through cooperation with personnel, human resources, management, supervisors, occupational safety and health, and personnel organisations. Responsibility for implementing the measures lies with all organisational units of the City.

The latter part of the plan presents the indicators for monitoring and implementation (Chapter 4) as well as an assessment of the implementation and results of the previous equality and non-discrimination plan (Chapter 5).



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In addition, the plan includes a glossary (Chapter 6) explaining the key concepts related to equality and non-discrimination. The legislation guiding equality and non-discrimination planning, as well as the appendices to the plan, are also included in

more detail at the end of the plan (Chapter 7).

The City of Helsinki also has a separate functional equality and non-discrimination plan concerning the City's services.



Progress and approval of the equality and non-discrimination plan preparation

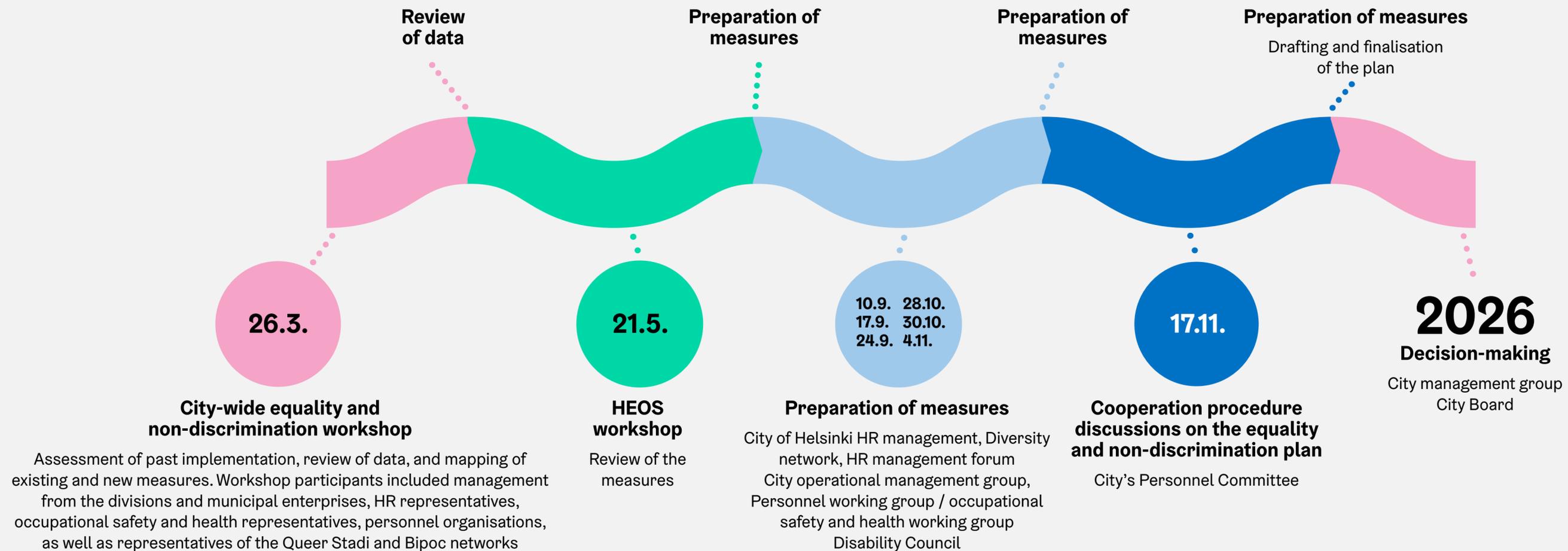


Figure 1: The preparation of the equality and non-discrimination plan began in spring 2025 with a city-wide workshop. Participants in the workshop included management from the divisions and municipal enterprises, HR representatives, occupational safety and health representatives, representatives of personnel organisations, as well as representatives of the Queer Stadi and Bipoc networks (Bipoc refers to the English-language terms Black, Indigenous, People of Colour).

During autumn 2025, the draft measures were reviewed and commented on by the management and HR of the divisions and municipal enterprises, occupational safety and health, personnel organisations, and the City's Disability Council. The review process concluded in November with cooperation procedure discussions in the City's Personnel Committee. The plan proceeded to the City Board on 2.2.2026, where it was approved on 2.2.2026.



2. Assessment of the current state of equality and non-discrimination in the City's workplaces

The observations emerging from the mapping of the current situation serve as the basis for drafting the measures of the new personnel equality and non-discrimination plan. In mapping the current state of personnel equality and non-discrimination, we utilise both personnel surveys and data obtained from human resources statistics.

We conduct the City's own Fiilari survey and the Kunta10 survey organised by the Finnish Institute of Occupational Health and carried out jointly by several municipalities in alternating years. In addition, once during each strategy period, we conduct an anonymous equality and non-discrimination survey for personnel.

In mapping the current situation, we also take into account pay equality as well as the realisation of equality and non-discrimination in recruitment, i.e. in the hiring process. The pay survey analysis conducted every two years provides essential information on the state of equal pay and reward. The realisation of equality and non-discrimination in recruitment is examined through the applicant experience survey.

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2.1 Equality and non-discrimination in personnel survey results

We examine personnel equality and non-discrimination through the results concerning experienced discrimination in personnel surveys. It should be noted that the results of all surveys are not directly comparable with one another, as several of them use different question formulations. The results on experiences of discrimination that are comparable with each other are those from the Kunta10 surveys conducted in 2022 and 2024 and the result of the Fiilari survey conducted in 2025, as the discrimination-related question formulation has remained the same in these surveys.

¹**Question formulation 2018-2020:** Does discrimination occur in your workplace on any of the following grounds? If so, has the discrimination been directed at you during the past 12 months?

Question formulation 2021: First, respondents are asked whether they have experienced discrimination (“Have you yourself experienced discrimination?”). If the answer is “yes”, the different grounds for discrimination are then displayed.

Experiences of discrimination in personnel surveys 2020–2025, % yes

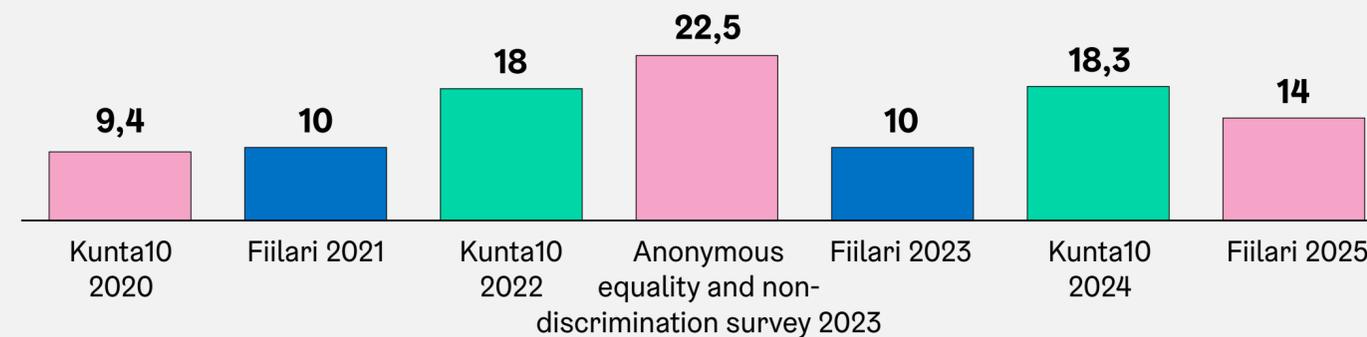


Figure 2: Experiences of discrimination in personnel surveys 2020–2025. The results that are comparable with each other are the Kunta10 surveys conducted in 2022 and 2024 and the Fiilari survey conducted in 2025, as the question formulation is the same in these surveys.¹

Question formulation 2022: Have you been subjected to discrimination during the past 12 months on any of the following grounds?

Question formulation 2023 (Anonymous equality and non-discrimination survey): “In the last two years, have you experienced discrimination at your workplace?” and “Do you feel that you have been treated unequally or discriminated against?”. If the answer is “yes” to both or to either question, the different grounds for discrimination are then displayed.

Question formulation 2023 (Fiilari): First, respondents are asked whether they have experienced discrimination (“Have you yourself experienced discrimination?”). If the answer is “yes”, the different grounds for discrimination are then displayed.

Question formulation 2024: Discrimination includes, in addition to direct and indirect discrimination, harassment, denial of reasonable accommodation, as well as an instruction or order to discriminate. Have you been

In the Kunta10 surveys conducted in 2022 and 2024, **18 per cent** of employees reported experiences of discrimination in the workplace. In the Fiilari survey conducted in 2023, **10 per cent** of employees reported having experienced discrimination. The clear difference compared with the Kunta10 results is likely explained by differences between the surveys and their question formulations.

The results of the Fiilari survey conducted in 2025 indicate that experiences of discrimination at the overall personnel level have decreased. Despite this positive development, the result remains a cause for concern. It is very important, that we take every case of discrimination seriously and reduce the experience of discrimination in the city to zero level. We require appropriate and respectful attitudes and behaviour from everyone in all work communities and work tasks.

subjected to discrimination in your workplace during the past 12 months on any of the following grounds?

Question formulation 2025: Have you been subjected to discrimination in your workplace during the past 12 months on any of the following grounds?



Experience of discrimination by gender in 2024 and 2025

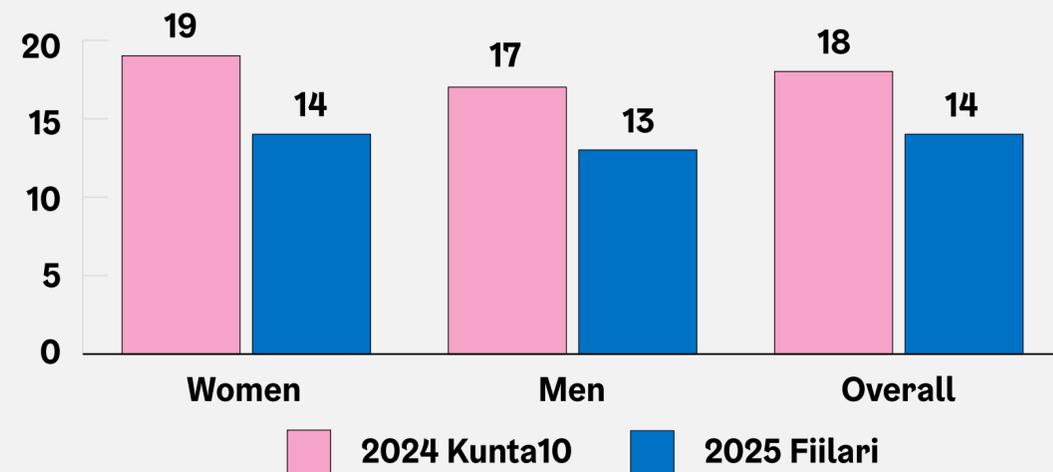


Figure 3: Experience of discrimination by gender in 2024 and 2025.

When examined by gender, experiences of discrimination were slightly more common among women than among men². According to the Fiilari survey conducted in 2025, **14 per cent** of women and **13 per cent** of men had experienced discrimination during the past year. In the Kunta10 survey conducted in 2024, **19 per cent** of women and **17 per cent** of men had experienced discrimination during the past year.

In the Kunta10 survey, experiences of discrimination in the City of Helsinki are largely at the same level as in the other cities participating in the survey. The study includes 11 cities, and for example in 2024 the overall results for all these cities regarding experiences of discrimination were **18.3 per cent** among women and **16.5 per cent** among men (TTL 2024).

²In the Kunta10 survey, experiences of discrimination are compared by gender only between men and women, as the proportion of respondents identifying as non-binary is not known.

Reasons for discrimination reported in personnel surveys, % of all respondents who have experienced discrimination

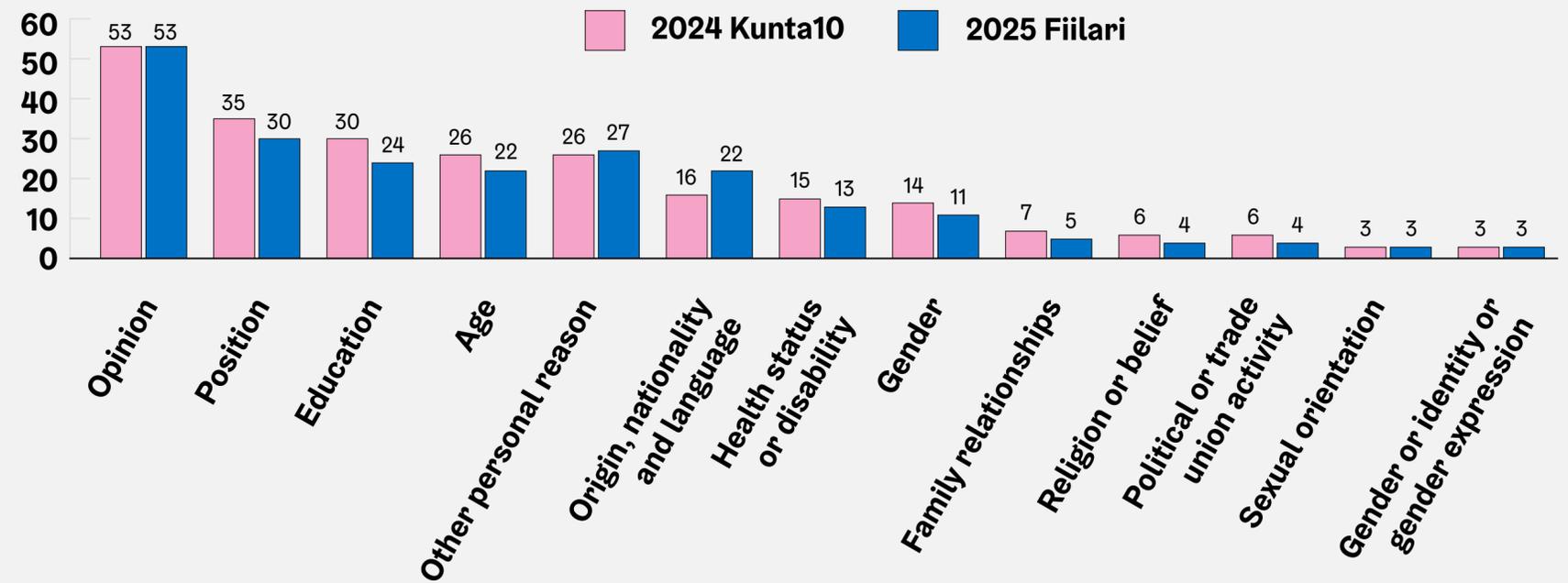


Figure 4: Reasons for discrimination reported in personnel surveys, % of all respondents who have experienced discrimination. Respondents may select more than one option.

In the Kunta10 survey conducted in 2024 and the Fiilari survey conducted in 2025, discrimination was most often experienced on the grounds of opinion (**53 per cent**). Discrimination was also experienced particularly on the grounds of position, education and other personal reasons.

Some differences were observed between the surveys, for example in experiences of discrimination based on education as well as on origin, nationality and language. In the Kunta10 survey, experiences of discrimination based on education were slightly more common than in Fiilari. By contrast, the proportion of respondents who had experienced discrimination based on origin, nationality and language was slightly higher in the Fiilari survey compared with the Kunta10 survey.



2.2 Anonymous equality and non-discrimination survey 2023

In 2023, we conducted an anonymous equality and non-discrimination survey among the City's personnel. The survey examined employees' experiences of discrimination as well as the state of equality and non-discrimination in the workplace. A total of 4,630 people responded to the survey, representing approximately **12 per cent** of the personnel.

Due to the low response rate, the survey results cannot be statistically generalised to cover the entire personnel of the City of Helsinki. However, the results provide valuable information on the views of the respondent group and complement the overall picture of the state of personnel equality and non-discrimination formed on the basis of human resources statistics and other personnel surveys.

I feel that I can truly be myself at my workplace: 4,622 responses

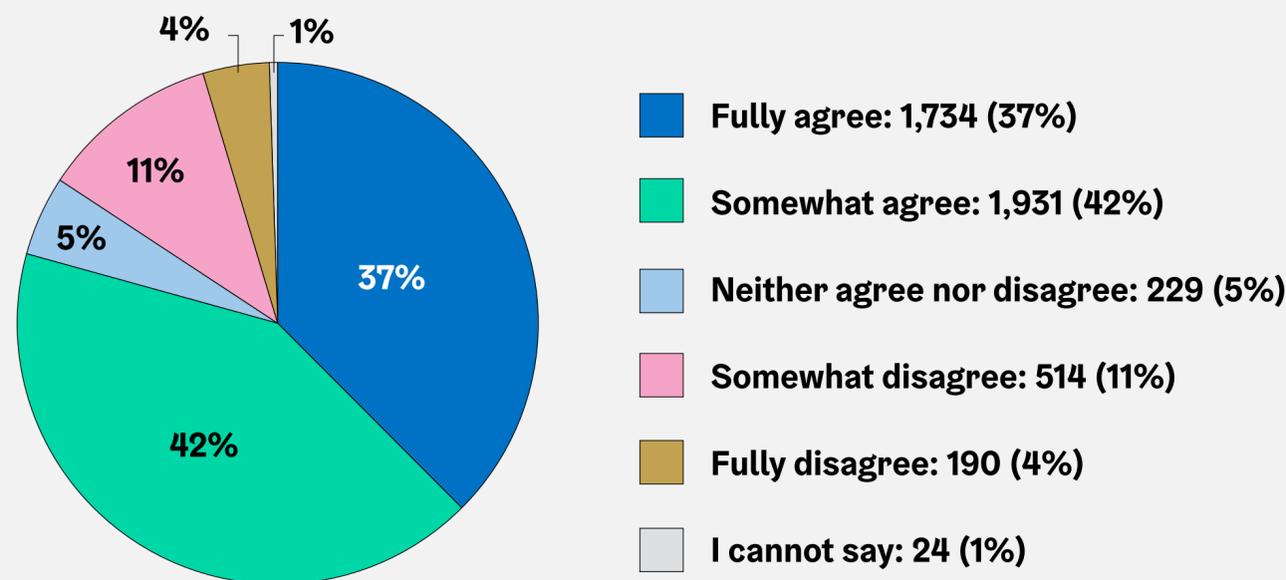
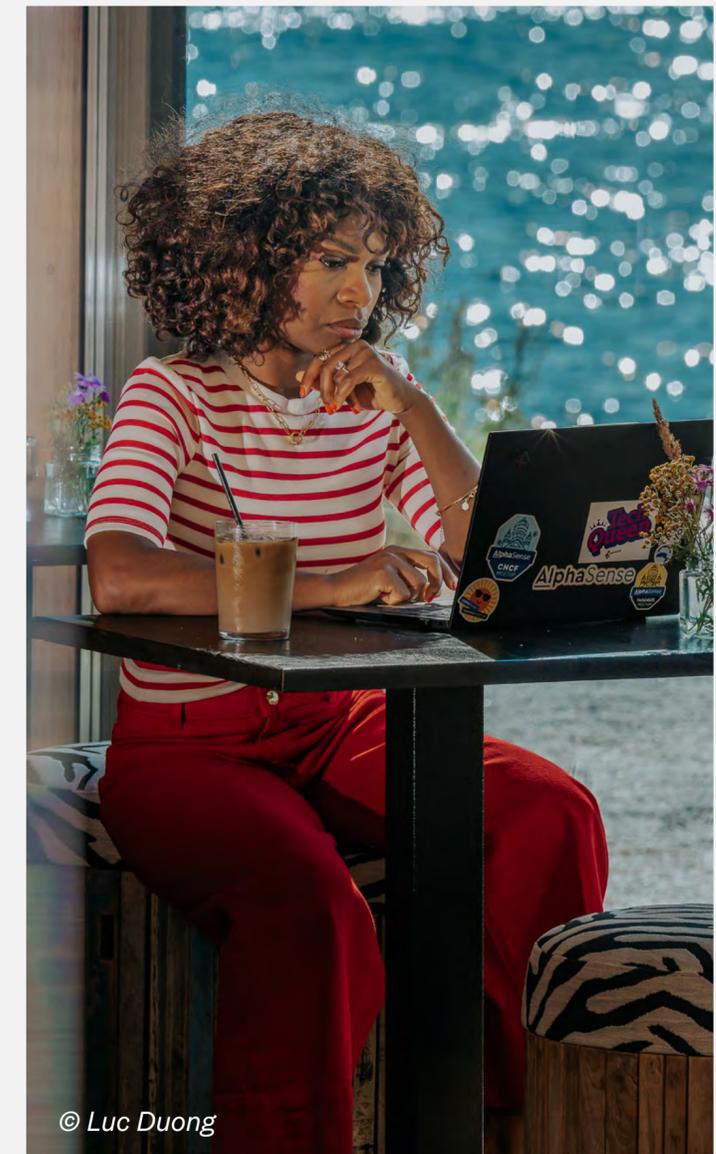


Figure 5: *I feel that I can truly be myself at my workplace*





I feel that I can truly be myself at my workplace, by minority group

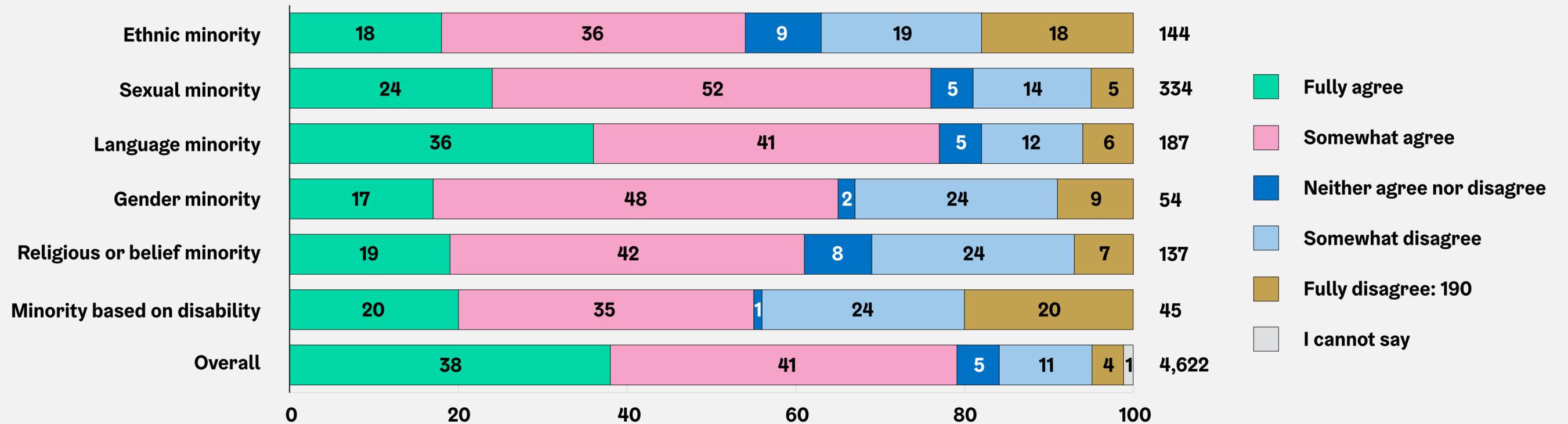


Figure 6: I feel that I can truly be myself at my workplace, by minority group

79 per cent of respondents fully or somewhat agreed that they can genuinely be themselves in the workplace. No significant differences were observed between men and women in this respect; however, only **57 per cent** of non-binary respondents agreed with the statement. Similarly, only **54 per cent** of respondents belonging to an ethnic minority fully or somewhat agreed with the statement.



Reconciling work and other areas of life

The balance between work and other areas of life is one of the most important quality factors in working life. It helps ensure resilient and well-being personnel as well as high-quality services. Reconciling work and other areas of life can be facilitated through work and working time arrangements, individual flexibility, and by coaching supervisors. These measures support both parents of young children and employees who care for elderly relatives. (TTL 2025.)

A large majority of respondents felt that they had succeeded very or fairly well in reconciling work and other areas of life. No significant differences were observed between men and women in this respect; however, only **62 per cent** of respondents belonging to gender minorities felt that they had succeeded well or fairly well in reconciling work and other areas of life.

How well are you able to balance work and personal life? 4,616 responses

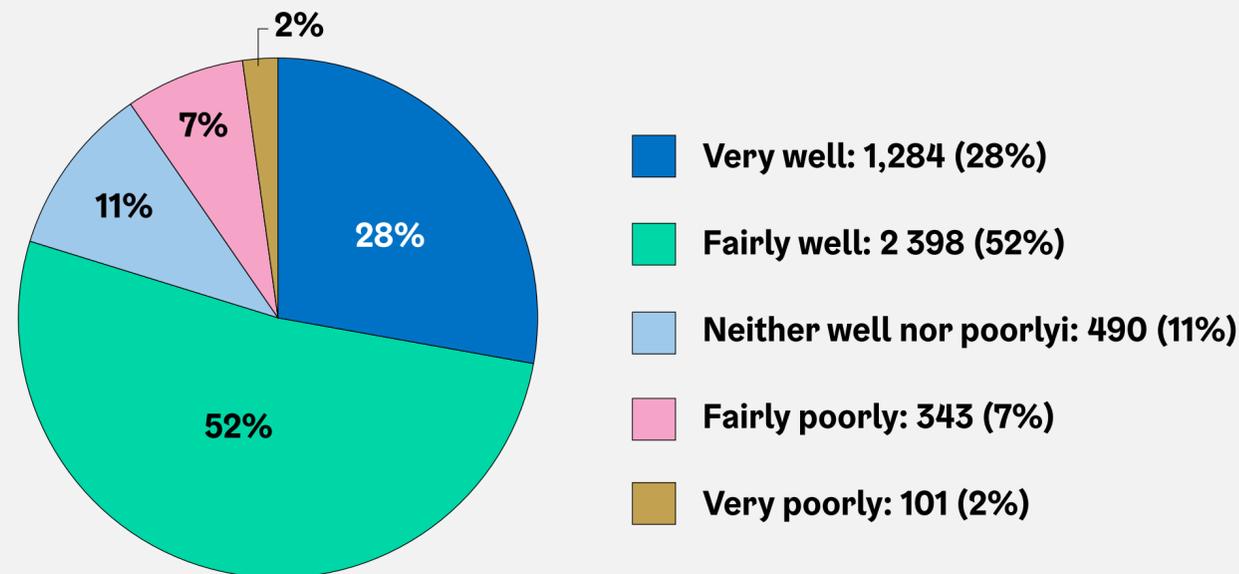


Figure 7: How well are you able to balance work and personal life?

Among gender minorities, however, only 62% felt that they had succeeded well or fairly well in reconciling work and other areas of life: 155 responses

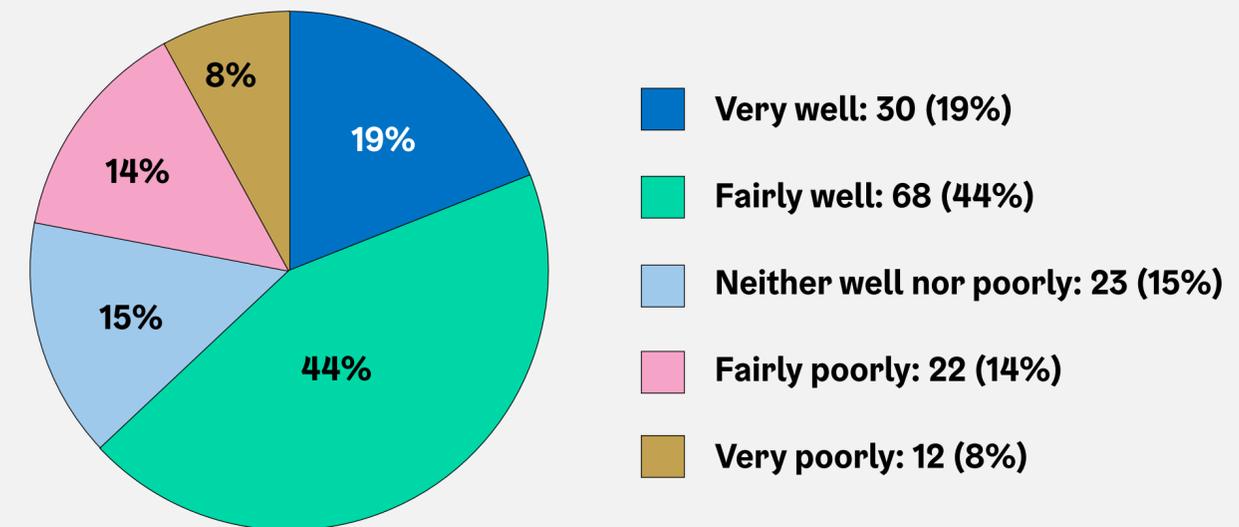


Figure 8: How well are you able to balance work and personal life? (respondents belonging to gender minorities)

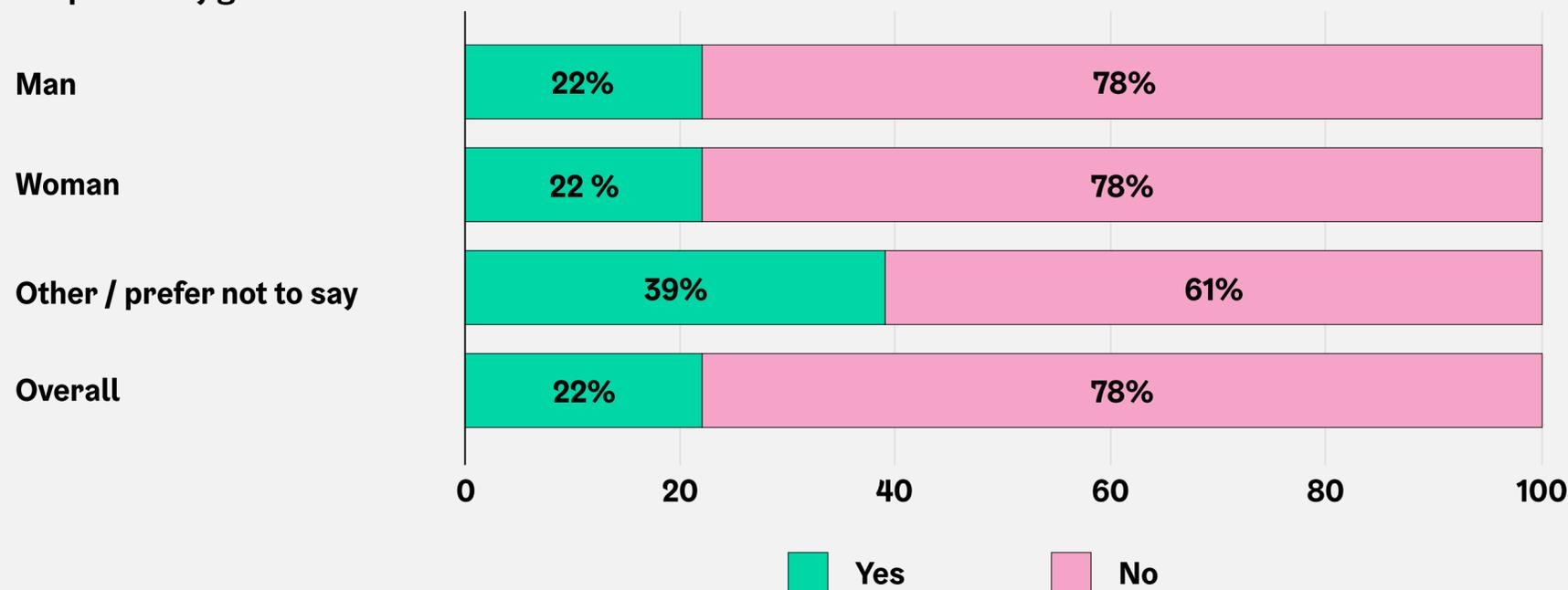


Nearly one in four has experienced discrimination

In the survey, we examined experiences of discrimination in the workplace. Nearly one in four respondents (**22.5 per cent**) reported having experienced discrimination at work.

In the last two years, have you experienced discrimination at your workplace? 4,623 responses

Responses by gender



In workplaces in the municipal sector, discrimination has generally been observed more often on the grounds of family status and pregnancy, as well as health status and work ability.

Women’s and men’s experiences of discrimination in the workplace were similar, as approximately **22 per cent** of respondents in both groups reported having experienced discrimination at work during the past two years. Discrimination was most commonly experienced on the grounds of opinion (**16.4 per cent**), personal characteristics (**16.4 per cent**) or age (**13.6 per cent**). Discrimination was most often experienced within work communities and in everyday work situations.

Only **10 per cent** of those who had experienced discrimination reported that they had not raised the issue. Most often, experiences of discrimination were discussed with a colleague (**30 per cent**) or with a supervisor (**28 per cent**). The issue was least often discussed with a shop steward (**5 per cent**). **43 per cent** of respondents reported that raising the issue was beneficial. Non-binary respondents felt that raising the issue was less beneficial.

Figure 9: In the last two years, have you experienced discrimination at your workplace? Responses by gender.



Did you bring up the discrimination or inappropriate treatment with anyone listed below? 1,724 responses

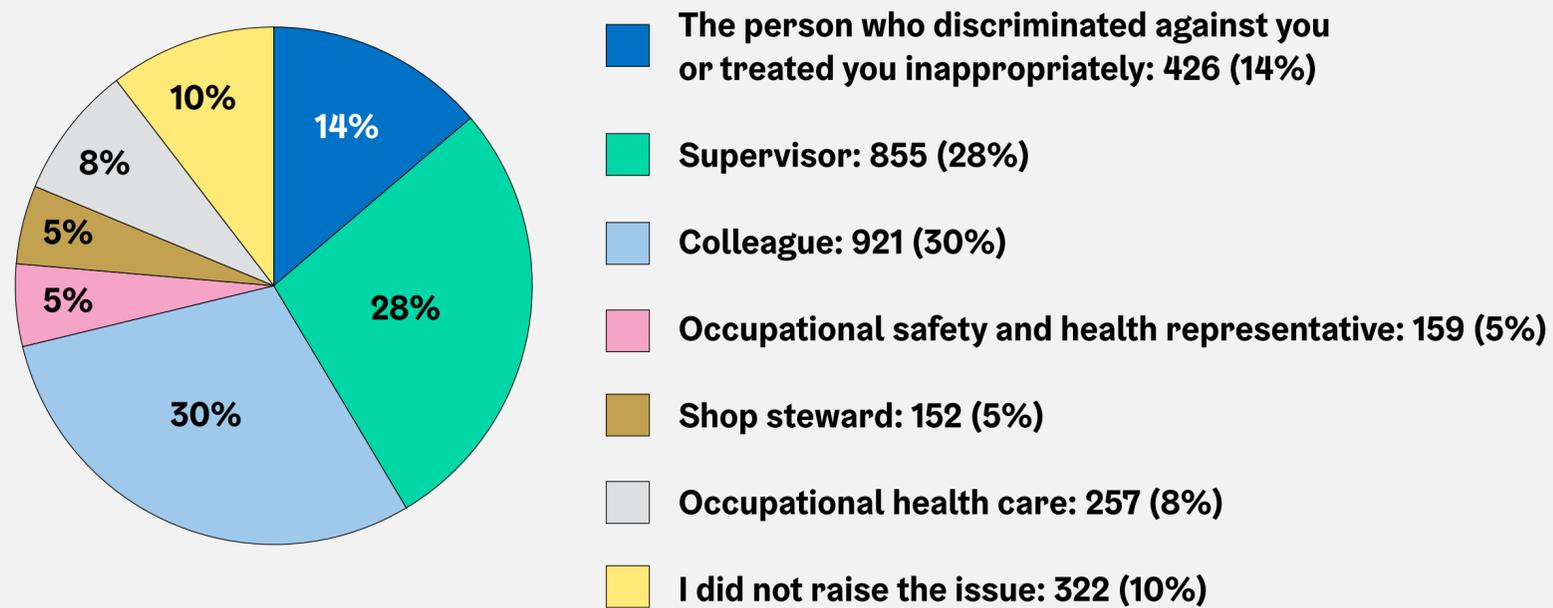


Figure 10: Did you bring up the discrimination or inappropriate treatment with anyone listed above?

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2.3 Pay survey and pay equality in the City of Helsinki

The Act on Equality between Women and Men requires employers to carry out a pay survey every two years in order to identify unjustified pay differences between genders in the same or equally demanding tasks. If clear pay differences between women and men are identified in the survey, the employer must examine the reasons for the differences. If no acceptable grounds are found, the employer must rectify the situation.

We have compared pay equality on the basis of the so-called pay grading categories defined in collective agreements. These

pay grading categories include the same or similar job tasks and often classify tasks of different levels of demandingness within a specific field.

In addition to the pay grading categories, there is a miscellaneous group of ungraded positions. This approach enables us to compare pay differences between women and men in similar job tasks. The method is in line with the recommendation of the Municipal and Wellbeing Area Employers KT.



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Average monthly salaries by collective agreement sector and gender (excluding total salary employees)

Collective agreement sectors	Average task-specific salary (EUR)			Average regular salary (EUR)		
	Men	Women	Difference	Men	Women	Difference
HYVTES - General collective agreement for the wellbeing services sector	3,118	3,247	129	3,420	3,604	184
HYVTES Technical sector	2,657	2,934	277	3,024	3,306	282
KVTES General Collective Agreement for Local Government Personnel	3,026	2,788	-238	3,271	3,018	-253
Medical Doctors Collective Agreement	4,739	5,078	339	5,547	5,959	412
Musicians Collective Agreement	3,375	3,275	-100	4,304	4,156	-148
OVTES Collective Agreement for the Municipal Education Personnel	3,443	3,425	-18	3,903	3,896	-7
Health and social services collective agreement	2,787	2,944	157	2,941	3,155	214
TS Technical staff	3,619	3,919	300	4,212	4,522	310
Total	3,199	3,097	-101	3,543	3,405	-138

Table 1: Average salaries of monthly paid collective agreement sectors by gender, excluding total pay positions.

In the 2024 pay survey, the differences between genders were small. In almost **90 per cent** of the pay grading categories examined, the difference between genders was less than **3 per cent**. The data included eight pay grading categories in which the pay difference between genders exceeded **5 per cent**. These cases were examined separately to determine the reasons for the differences. As a result of the review, gender-based discrimination could be ruled out.

The pay grading categories with large pay differences often had in common that they included only a small number of individuals and that the data contained errors distorting the pay differences (for example, a specialist physician had been placed in the pay grading category for physicians

in specialist training). Differences exceeding **5 per cent** were also observed in groups outside the pay grading system. This is due to the fact that in these groups we were unable to compare similar tasks with each other.

The differences have been examined in cooperation with the HR units of the divisions and municipal enterprises, which have presented their own views on the reasons for the observed differences as well as development proposals for the forthcoming equality and non-discrimination plan.



Price code-specific percentage differences in relation to women's basic salaries

Difference between genders	Number of price codes	Share, %
less than 1%	69	58
less than 2%	89	75
less than 3%	103	87
less than 5%	110	93
more than 5%	8	7
Total	118	100%

Table 2: Percentage differences by pay grading code in relation to women's basic pay. The table takes into account pay grading codes for both monthly paid and hourly paid positions

In connection with the pay survey, we also examined gender pay differences at city level more broadly than required under the Equality Act. When comparing the average task-specific pay of women and men across the entire City organisation, we found that women's task-specific pay was on average **2.44 per cent** lower than that of men. Correspondingly, in terms of regular pay, women's pay was **3.47 per cent** lower than that of men.

Among hourly paid employees, women's basic hourly pay was **3 per cent** lower and total hourly pay was **5.48 per cent** lower than that of men. Women's total pay in top management was on average **3.8 per cent** lower than that of men.

Average salaries and supplements of men and women at the city level

Average salaries and supplements of monthly-paid employees at the city level

Averages	Men	Women	Difference (%)
Task-specific salary	3,158.11	3,082.89	75.22 (2.44%)
Regular salary	3,505.83	3,388.17	117.66 (3.47%)
Work experience	215.26	213.74	1.52 (0.71%)
Personal supplement	212.39	178.41	33.98 (19.04%)

Table 3: Average salaries and allowances of monthly paid employees at city level. Percentages calculated in relation to women's pay.

The most significant relative difference was observed in the personal allowance. Among monthly paid employees, women's personal allowance was **EUR 33.98** per month, i.e. **19.04 per cent** lower than that of men. Among hourly paid employees, women's allowance was **EUR 0.09** per hour, i.e. **12.16 per cent** lower than that of men.

No differences were observed in the payment of one-off bonuses granted for achievements and attainment of objectives: they were awarded equally often and were of equal amounts for women and men. It should be noted that the city-level review does not take into account the placement of women and men in different positions, but instead examines the situation across the entire City organisation. The differences identified in the survey are therefore likely explained by the placement of women and men in different roles within the City.



Average salaries of hourly-paid employees by gender

Averages	Men	Women	Difference (%)
Basic hourly wage	14.75	14.32	0.43 (3.00%)
Total salary	16.93	16.05	0.88 (5.48%)
Work experience supplement	1.33	1.29	0.04 (3.10%)
Personal supplement	0.83	0.74	0.09 (12.16%)

Table 4: Average pay of hourly paid employees by gender. Percentages calculated in relation to women's pay.

Number and average salaries of total salary management employees by gender

	Men	Women	Difference
Number	69 (38 %)	112 (62 %)	43 pers.
Total salary	8 545	8 227	318

Table 5: Number of total pay positions in management and average pay by gender. Figures rounded to the nearest euro.

Different types of pay

Regular pay consists of the task-specific pay and the related personal allowances and compensations, such as the length-of-service allowance, personal allowance and language allowance. It is used as the calculation basis, for example, for the payment of sick leave pay or annual holiday pay. It does not include, for example, overtime compensation or evening, night or public holiday allowances.

Task-specific pay is the basic pay determined by the demandingness of the job, excluding pay supplements. It is determined on an employer-specific basis according to the job evaluation system and is influenced by factors such as the competence required for the task, responsibility and working conditions.

Total pay is an agreement between the employer and the employee on a fixed monthly salary. In addition to basic pay, it includes possible fringe benefits, such as a car benefit and a phone benefit. Total pay is paid to the City's top management.



2.4 Equality and non-discrimination in recruitment

How Helsinki assesses the realisation of equality and non-discrimination in recruitment

The Non-Discrimination Act revised in 2022 obliges employers to examine the realisation of equality and non-discrimination in recruitment. Recruitment refers to the entire recruitment process, including, for example, defining the job description, the job advertisement, the job interview and the selection criteria. The aim of the reform is to prevent discrimination in recruitment. In the City of Helsinki, the assessment of equality and non-discrimination in recruitment is based on an applicant experience survey conducted twice a year. Questions related to discrimination were added to the survey in spring 2025. The survey was sent to individuals who had applied for jobs with the City of Helsinki between 1.9.2024–28.2.2025. The response rate of the survey was **15 per cent** (6 289 respondents).

In the survey, job applicants were asked to assess whether they had experienced discrimination during the recruitment process. The response options covered all grounds for discrimination listed in the Non-Discrimination Act. Of the respondents, **85 per cent** had not experienced discrimination, while **15 per cent** reported having experienced it.

Age was the most commonly reported ground for discrimination across almost all City divisions. Some job applicants felt that their chances of being invited to an interview or being selected were weaker because of their age. The second most commonly mentioned ground for discrimination was education. Job applicants felt that their education was not valued or did not meet the organisation's expectations, even though the formal qualification requirements were met.

The third most common experiences concerned situations in which the applicant's origin, language or nationality was perceived to have had a negative impact on progress in the application process. Other grounds for discrimination (including gender, religion, disability or sexual orientation) did not emerge to a significant extent in the survey. This does not, however, mean that such experiences do not occur, it may also reflect caution in raising the issue.

Based on the survey results, we will develop recruitment processes so that recruiters are better able to recognise their own biases, particularly those related to age and education. We will also clarify qualification and competence requirements so that no one feels discriminated against on the basis of education. We will ensure that assessments are based on competence that is essential for the task, in order to make

recruitment decisions as fair and equitable as possible.

When assessing the survey results, the prevailing exceptional situation in the labour market must also be taken into account. The challenging employment situation has increased competition for open positions and has influenced, for example, applicants' perceptions that the effort invested in applications has not been valued.

Questions on discrimination were included in the applicant experience survey in this format for the first time. It is important to monitor what kinds of changes in trends emerge in the responses when the labour market situation again becomes more favourable from the applicants' perspective.



Anonymous recruitment

Anonymous recruitment has been introduced in the City of Helsinki as part of good recruitment practices, and its use has increased steadily. In anonymous recruitment, information that is irrelevant to the job, such as the applicant's name, date of birth, gender and mother tongue, is removed from applications before they are reviewed by the supervisor. The aim is for interview selections to be based solely on the applicant's competence and experience. In 2025, the total number of recruitments carried out by the City was 5 140, of which 1 124 were conducted anonymously. The use of anonymous recruitment increased significantly after anonymous recruitment was set as the default option in the recruitment system as of December 2024. Supervisors still have the option to change the recruitment to non-anonymous if they so wish. We continue to increase the use of anonymous recruitment in the upcoming planning period.

Anonymous recruitment is an important means of promoting equality and non-discrimination. Its impact is greatest when it is part of a non-discriminatory recruitment process. Such a process covers job advertisements, qualification requirements, interview practices, documentation of selection criteria, and the use of positive action at the selection stage.

Positive action is a procedure whose use we promote as a means of strengthening equality and non-discrimination. Positive action refers to special measures aimed at improving the position and circumstances of groups in a disadvantaged position and preventing disadvantages arising from discrimination. Its use requires an assessment of organisational diversity already at the early stages of recruitment. So far, the use of positive action has been limited, and information on its use is not yet available from the recruitment system. We intend to continue increasing the use of anonymous recruitment and positive action in application processes.





2.5 The state of personnel equality and non-discrimination in human resources statistics

The practical implementation of the obligation to promote equality requires up-to-date information on the situation of different genders and the active use of this information. Equality statistics in human resources management mainly relate specifically to gender, as many of the grounds for discrimination prohibited under the Non-Discrimination Act are such that the employer is not permitted to collect or process related data, as these are not personal data necessary for the employment relationship.

It should be noted that, in the personnel information system, only the proportions of women and men have so far been reported by gender. The proportion of non-binary personnel is not known. All personnel key figures have been drawn from personnel reports for the years 2021–2024.





Gender distribution of personnel 2021–2024

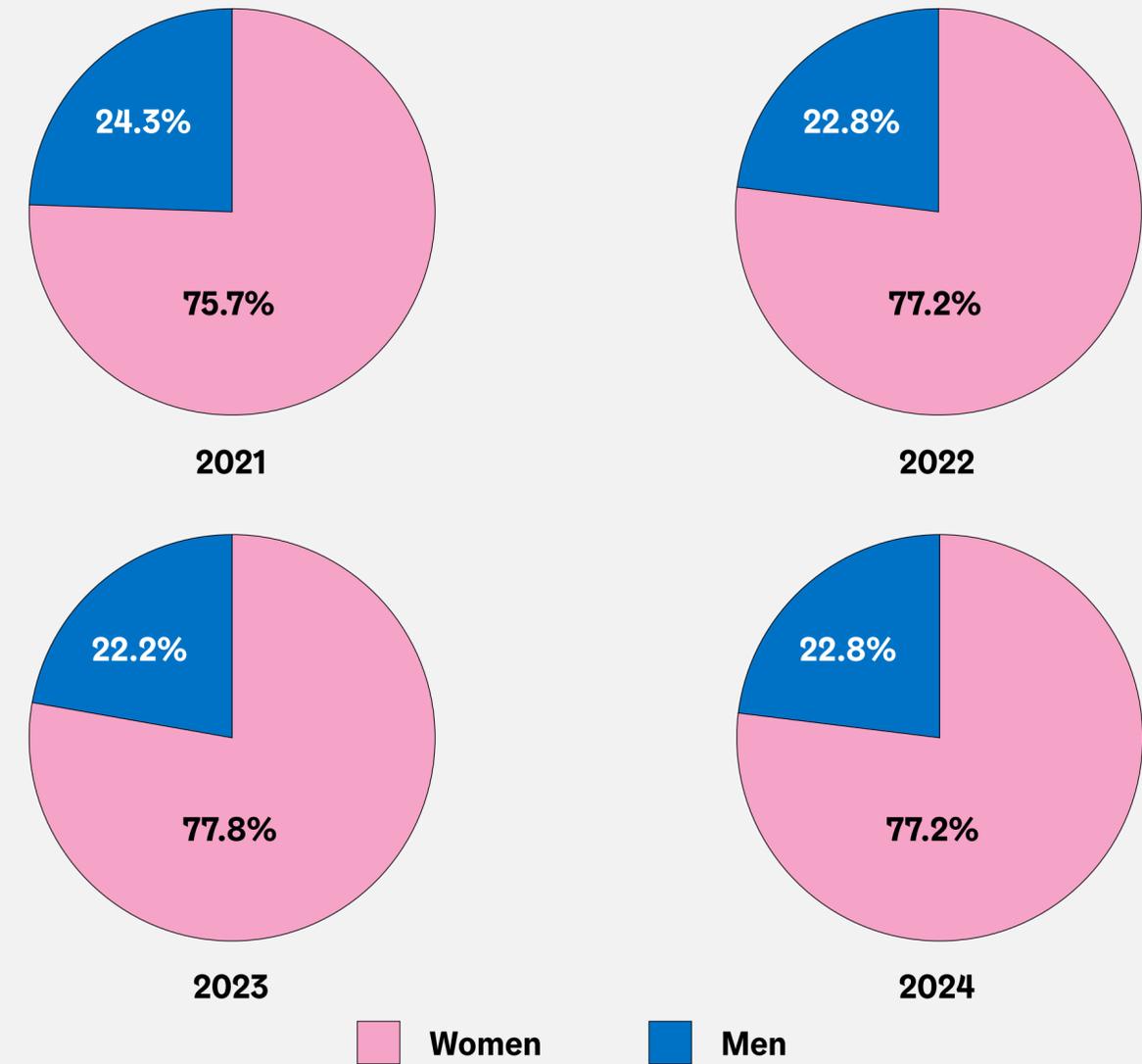
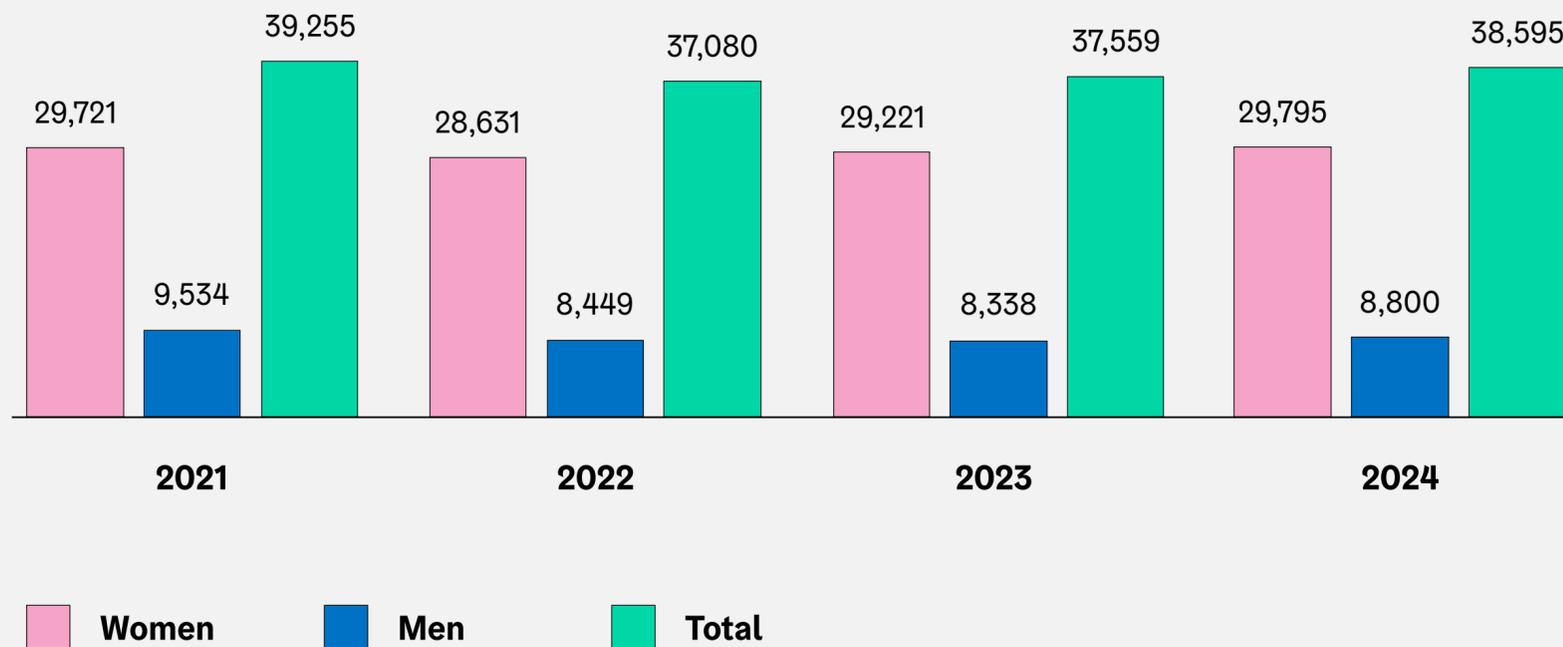


Figure 11: Gender distribution of personnel 2021–2024.³

³Official figures from the personnel reports. Helsinki City Transport (HKL) was removed from the calculations following its corporatisation during 2021. During 2021–2022, a system change was implemented with the introduction of the Sarastia information system. As a result, the calculation of many key figures changed, and the year 2022 is not fully comparable with previous years.

Figure 12: Gender distribution of personnel by % 2021–2024.



Gender distribution of personnel 2024

Table 6: Gender distribution of personnel in 2024 by division and municipal enterprise.⁴

	Women	Men	Total	Women %	Men %
Central administration total	2,566	1,654	4,220	60.8	39.2
City executive office	668	318	986	67.7	32.3
Service centre	1,243	307	1,550	80.2	19.8
Construction services	276	930	1,206	22.9	77.1
Financial management services	371	90	461	80.4	19.6
Audit office	9	8	17	52.9	47.1
Education division	12,908	2,495	15,403	83.8	16.2
Urban environment division	945	865	1,810	52.2	47.8
Culture and leisure division	1,042	846	1,888	55.2	44.8
Social services, health care and rescue services division total	12,721	3,042	15,763	80.7	19.3
Total	30,183	8,901	39,084	77.2	22.8

⁴Official personnel headcount as at 31.12.2024 according to the new calculation method. Under the new method, the duration of the employment relationship is calculated based on the individual's uninterrupted period of employment, whereas previously the duration was calculated based on the start date of each individual employment relationship. The new calculation method increases personnel figures compared with the previous method, but provides a more accurate representation of personnel numbers than the earlier approach.

At the end of 2024, women accounted for **77.2 per cent** of the City of Helsinki's personnel, while men accounted for **22.8 per cent**. However, there are differences in the proportions of women and men between the divisions and municipal enterprises.

Our largest divisions, namely the Social Services, Health Care and Rescue Services Division and the Education Division, are clearly female-dominated. Among the municipal enterprises within the central administration, the Service Centre and Financial Management

Services are also clearly female-dominated. In the Urban Environment Division and the Culture and Leisure Division, by contrast, the gender distribution is almost balanced.

The proportion of men exceeds that of women only in Construction Services, which forms part of the central administration. In general, the municipal sector is predominantly female-dominated, and jobs are strongly segregated by gender. The situation has changed very little over the years. (Hotti 2021.)



© Vesa Laitinen



Age profile of personnel

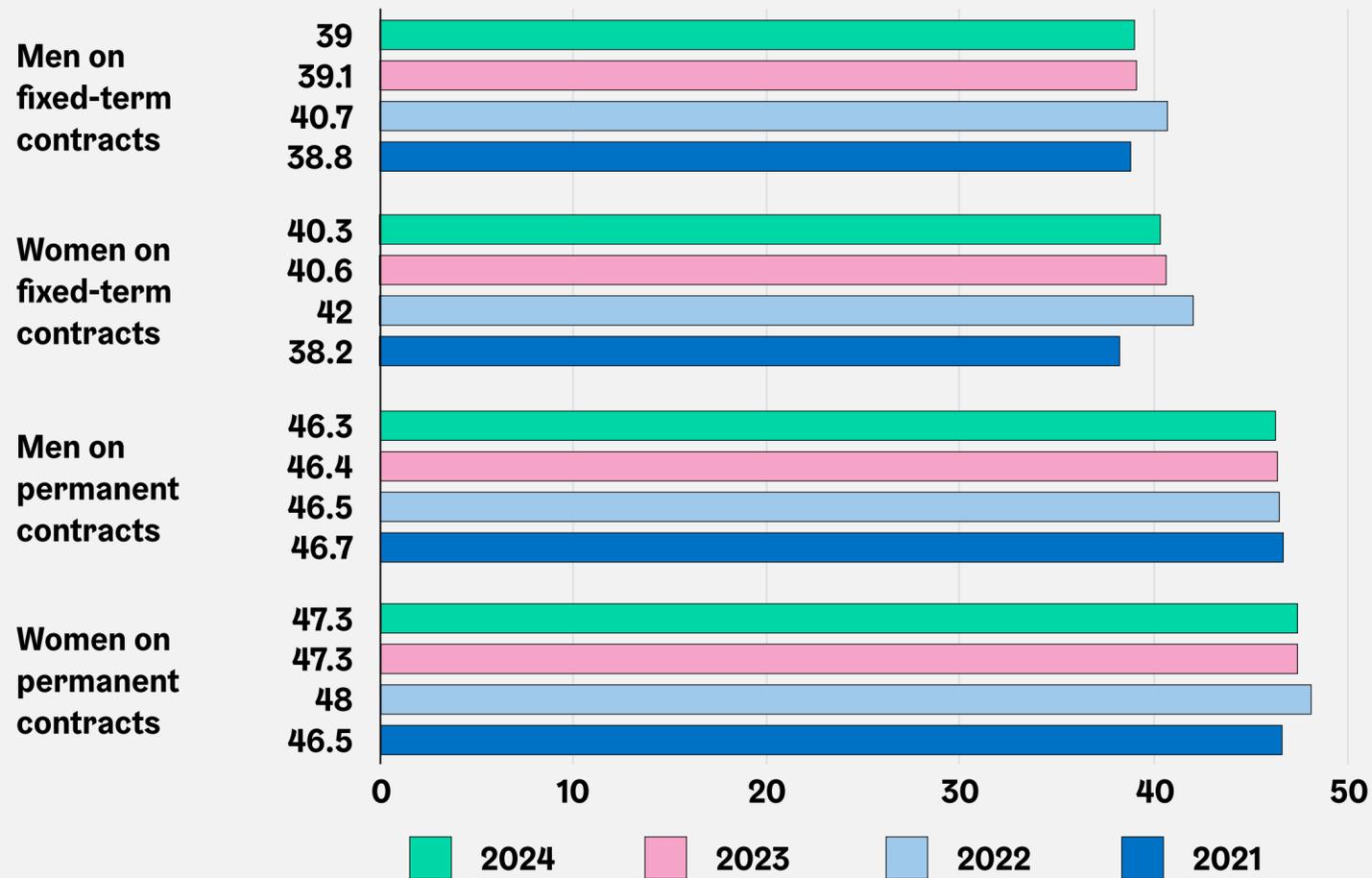


Figure 13: Average ages of permanent and fixed-term personnel by gender 2021–2024.

The average age of employees has remained at roughly the same level in recent years for both women and men. Among employees in fixed-term employment relationships, the average ages of women and men have remained at around 40 years. Among employees in permanent employment relationships, the average age of women is approximately 47 years, while the corresponding figure for men is slightly over 46 years.

Gender distribution of personnel by employment group

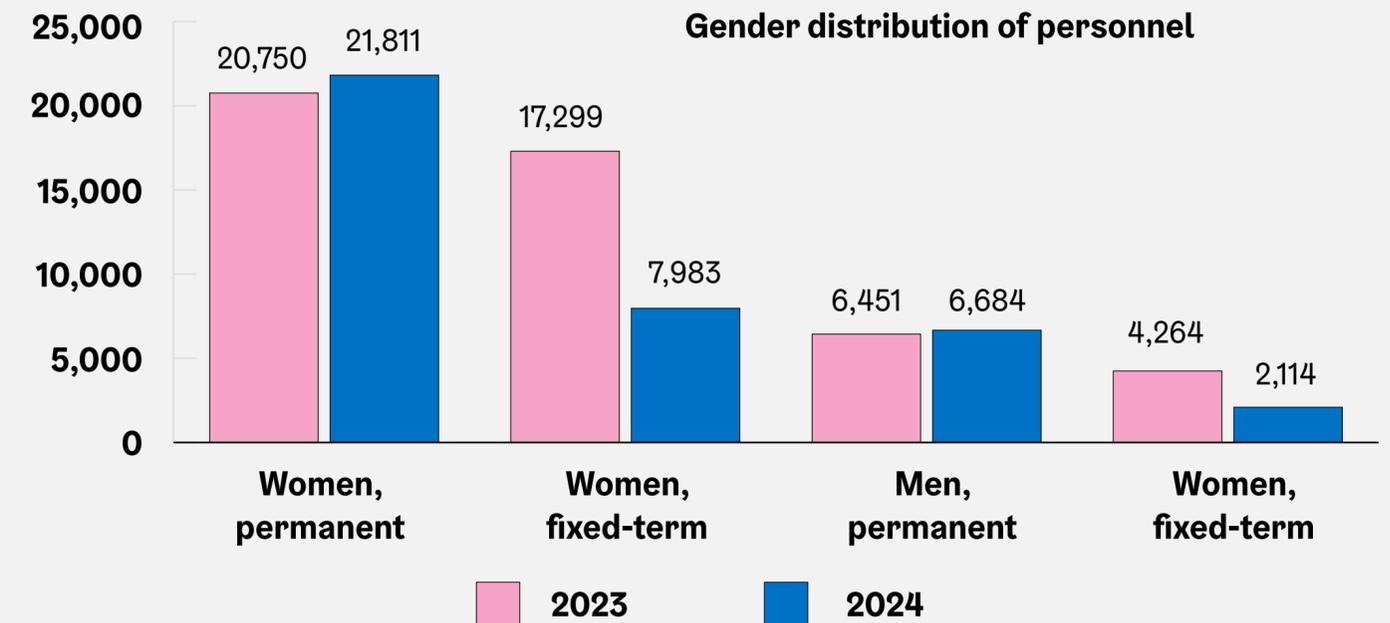


Figure 14: Shares of permanent and fixed-term employees of total personnel 2023–2024. The personnel figures do not include subsidised employees.

The proportion of women is approximately three times higher than that of men in both permanent and fixed-term personnel, which corresponds to the overall gender distribution of the organisation.

At the national level in Finland, fixed-term employment relationships are more common among women than among men. In 2024, **14 per cent** of male wage earners and **19 per cent** of female wage earners worked in fixed-term employment relationships. This gendered difference has remained at the same level for the past ten years. (Statistics Finland 2025.) Fixed-term employment relationships are also more common among women than among men in many other European countries. In Finland, however, this gender difference is exceptionally large in an EU comparison. (Statistics Finland 2022.)



Flexible working arrangements

Percentages of users of flexible working arrangements by gender 2022–2024

	2022			2023			2024		
	W %	M %	Total %	W %	M %	Total %	W %	M %	Total %
Family leave	4.89	0.90	3.98	5.06	0.87	4.11	3.99	1.04	3.31
Continuing professional training	0.10	0.07	0.09	0.14	0.10	0.13	0.14	0.10	0.13
Job alternation leave	0.22	0.15	0.21	0.15	0.22	0.17	0.27	0.24	0.26
Study leave	1.80	1.13	1.65	2.23	1.47	2.06	1.79	1.08	1.63
Alternative duties	0.05	0.02	0.05	0.07	0.02	0.06	0.10	0.05	0.09

Table 7: Percentages of users of flexible working arrangements by gender, based on the official personnel headcount 2022–2024. W % = percentage of women who used the leave of all women. M % = percentage of men who used the leave of all men.

Flexible working arrangements can support the reconciliation of work and other areas of life and work careers at different stages of life. According to human resources statistics, the proportion of women among those who have used flexible working arrangements is higher than that of men. This is partly explained by the fact that women also account for approximately three times the share of the total personnel. This gender distribution is broadly similar at the

national level in Finland, as for example in 2024 mothers used **79 per cent** of parental allowance days and fathers approximately **21 per cent** (Kela 2024).

Statistics from Kela show that fathers' share of users of parental allowance days has increased following the family leave reform in 2022, which has enabled a more even distribution of allowance days between parents. However, human resources

statistics for the years 2022–2024 indicate that no significant change has yet occurred in the share of men taking family leave in the City of Helsinki.

On the basis of human resources statistics alone, it is not possible to examine how large a proportion of women and men entitled to family leave actually use family leave, as the personnel data do not record whether employees have children.



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Have you been on family leave during the past two years? 4,592 responses

Comparison – Gender

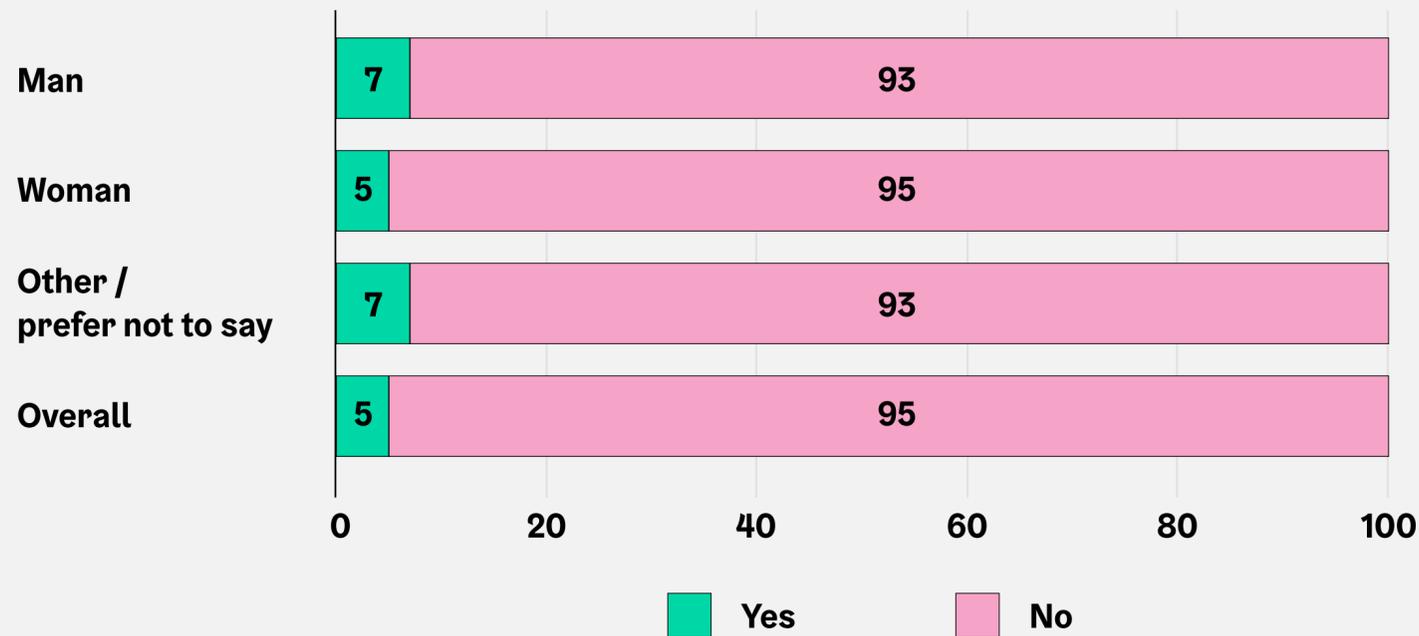
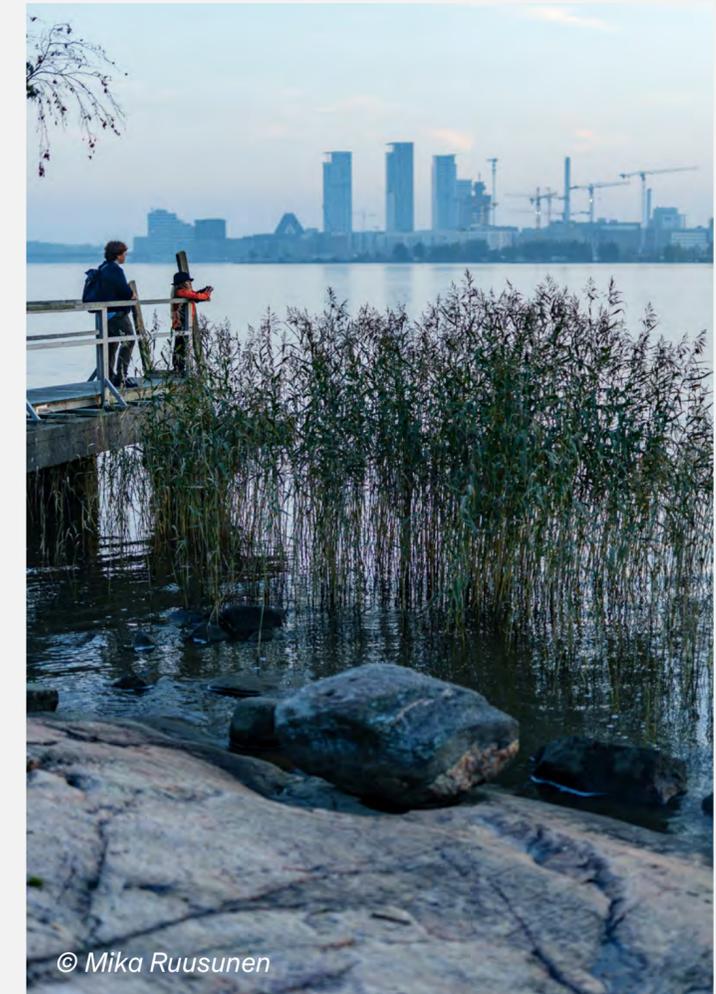


Figure 15: Have you been on family leave during the past two years?
Anonymous equality and non-discrimination survey 2023.

According to the anonymous equality and non-discrimination survey conducted in 2023, **7 per cent** of men and **5 per cent** of women had been on family leave during the past two years. Family leave was distributed evenly between genders, and on this basis the use of family leave in the City can be considered very good. According to the survey, care leave was also distributed evenly between women and men. From the perspective of gender equality, the distribution of family leave is a key issue. For example, discrimination related to pregnancy and family leave has for decades been among the most common forms of suspected discrimination in working life reported to the Non-Discrimination Ombudsman in Finland. Discrimination related to pregnancy and family leave negatively affects women’s position in particular, but men also face discrimination related to family leave. (Tasa-arvoaltuutettu 2024.)



© Mika Ruusunen



Personnel's mother tongue

Year	Finnish %	Swedish %	Other %	Not known %
2021	85.2	4.8	10	-
2022	86.8	3.4	9.7	-
2023	67	3.8	9.8	19.3
2024	82.7	4.5	11.1	1.7

Table 8: Personnel's mother tongue 2021–2024. Information on mother tongue is based on employees' self-reporting. In 2023, data on mother tongue were missing from the system.

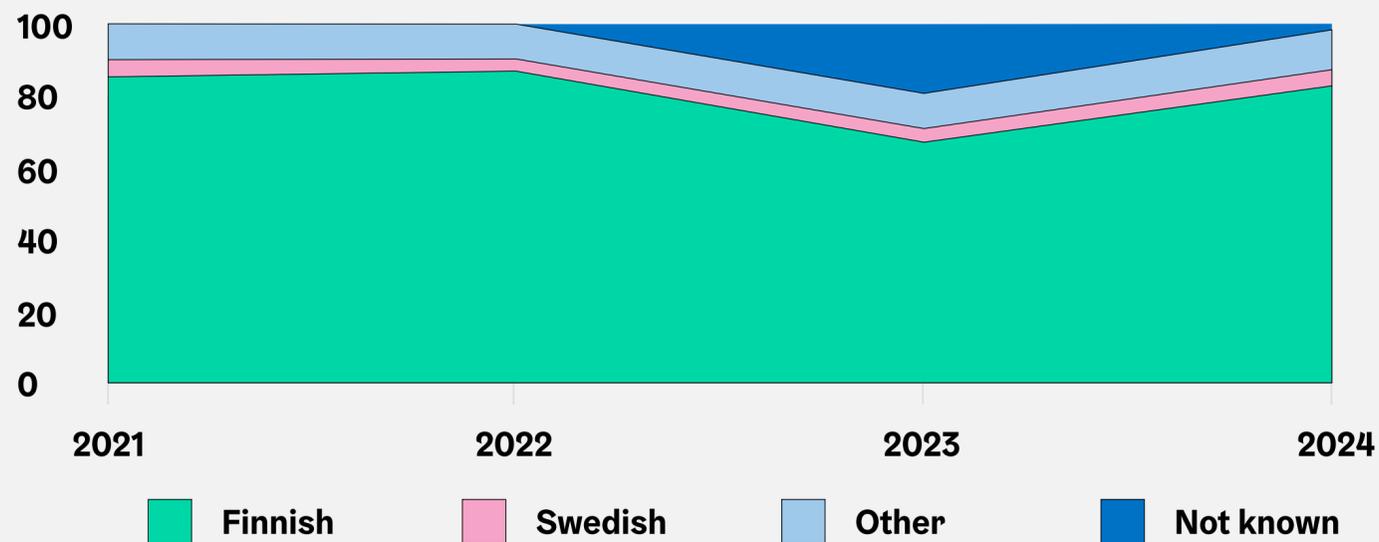
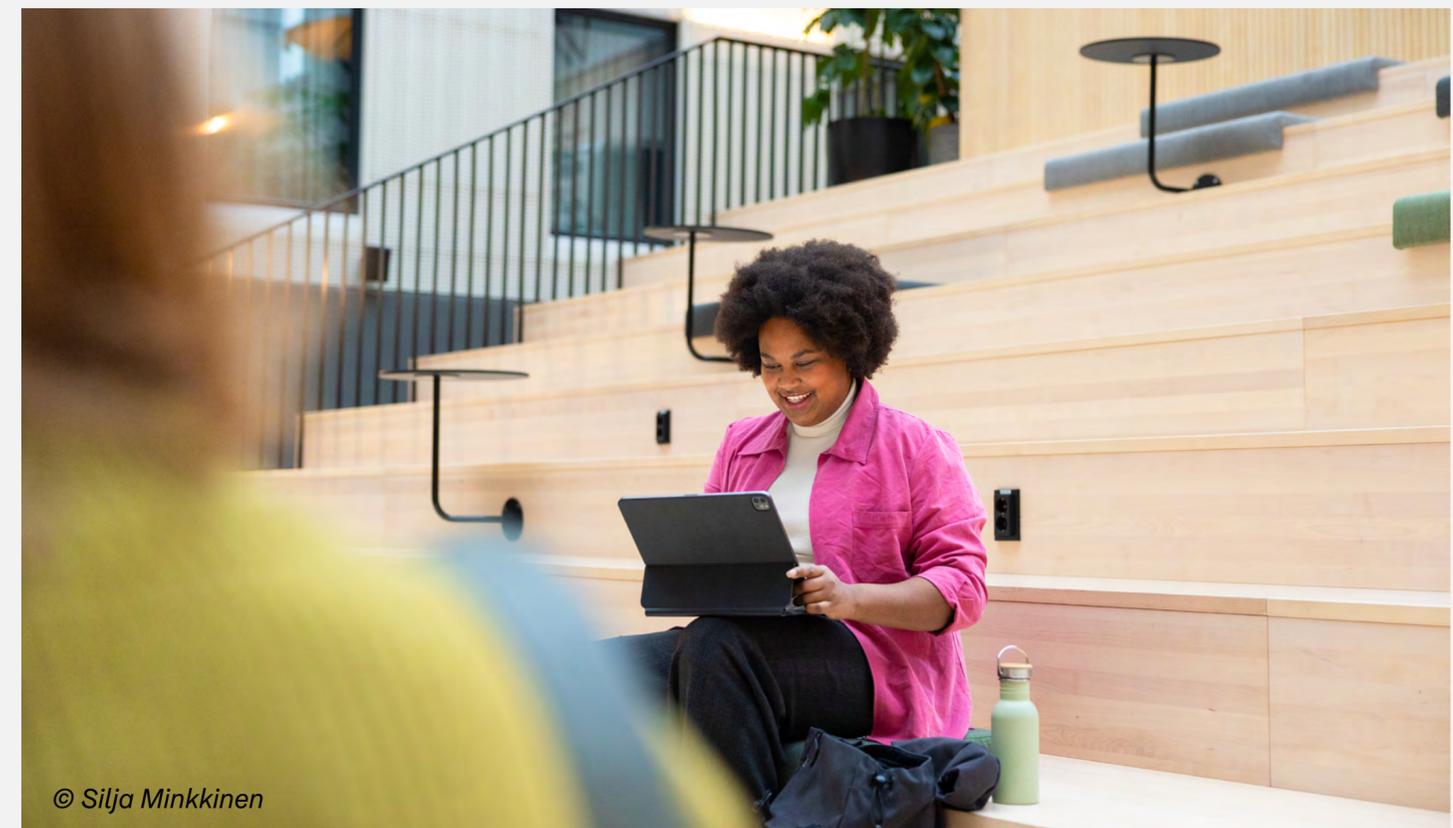


Figure 16: The mother tongue of the City's personnel in 2021–2024. Information on mother tongue is based on employees' self-reporting. In 2023, data on mother tongue were missing from the system.

An increasing share of the City's personnel speak a mother tongue other than Finnish or Swedish. Of the official personnel headcount, the proportion of those whose mother tongue was neither Finnish nor Swedish

was approximately **11.1 per cent** in 2024. Of Helsinki's total population, approximately **19 per cent** speak a mother tongue other than Finnish or Swedish (Helsinki urban research and statisticst 2024).



© Silja Minkkinen



3. Measures to promote equality and non-discrimination 2026–2029

The objectives and measures of the plan aim to promote diversity, equality and non-discrimination among personnel during the strategy period 2026–2029. They have been prepared and discussed through cooperation with personnel, human resources, management, supervisors, occupational safety and health, and personnel organisations.

In personnel policy, the promotion of equality and non-discrimination is reflected at all stages of the employment relationship. The measures in this plan have been compiled so that they cut across the different stages of the employment relationship, such as recruitment, pay and rewards, career development, and work and leadership culture.

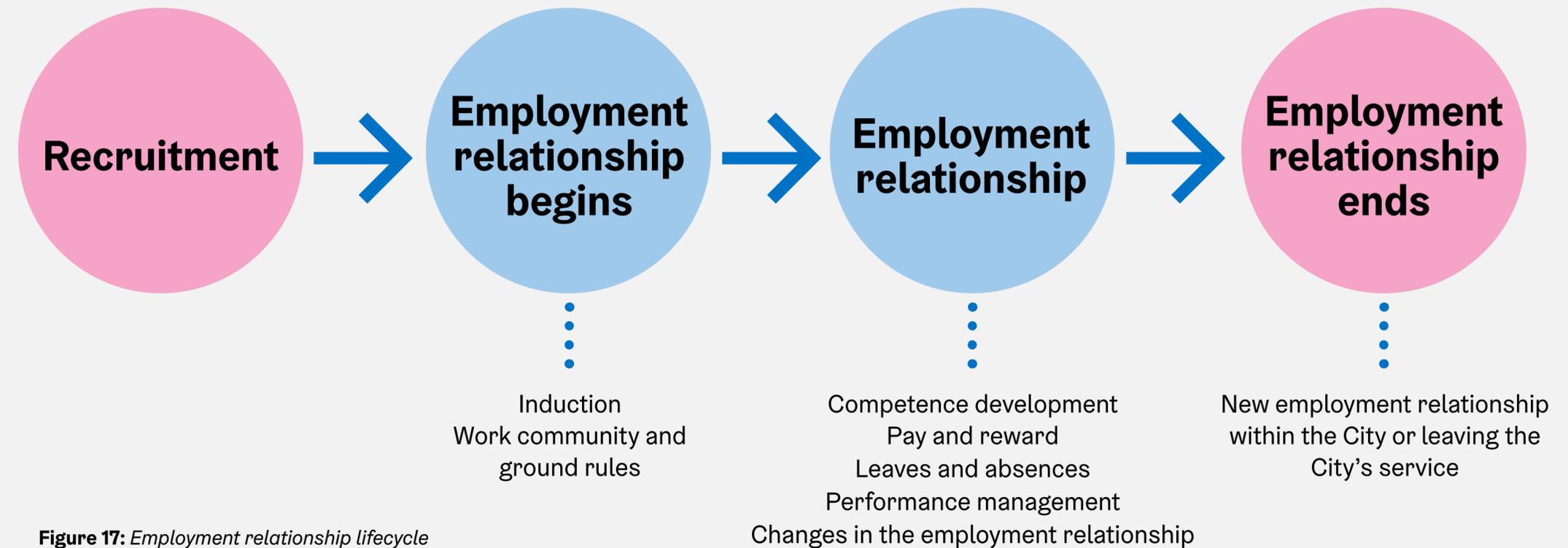


Figure 17: Employment relationship lifecycle



Responsibility for implementing the measures is shared by the City Executive Office, the divisions and the municipal enterprises. The divisions and municipal enterprises also prepare their own more detailed implementation plans for the measures on the basis of the city-wide plan.

The measures of the plan are structured under three thematic areas:

The job applicant experience is equal and non-discriminatory.

Our personnel policy is equal, non-discriminatory and takes diversity into account.

Our work and leadership culture is equal, non-discriminatory and fair.



3.1 The job applicant experience is equal and non-discriminatory

Promoting diversity and inclusion in the organisation begins with equal and non-discriminatory recruitment practices. Discrimination against a job applicant or their close relatives on the basis of their characteristics is prohibited in recruitment. Experiences of discrimination in recruitment are unfortunately common in the Finnish labour market (Yhdenvertaisuusvaltuutettu 2024).

As an employer, the City of Helsinki must prevent discrimination in a systematic manner. We require supervisors to act in an equal and non-discriminatory way in all recruitment processes.

We ensure the availability of competent personnel by developing recruitment competence and recruitment methods. We work purposefully to ensure that people from

diverse backgrounds find it easy and smooth to join the City as an employer. We need a diverse workforce to meet the needs of a diverse client base.

We pay particular attention to ensuring the availability of Swedish-speaking personnel. We also aim to develop as an increasingly international employer. In our development work, it is important to take into account the applicant experience of foreign-language applicants in the recruitment process. In addition, we promote substantive equality in the recruitment of summer employees. We continue long-term efforts to remove barriers to the employment of persons with disabilities.

To ensure an equal and non-discriminatory job applicant experience, it is important to utilise anonymous recruitment and positive action. Through anonymous recruitment, we

ensure that progression to job interviews is based on the applicant's competence and skills, and that no factor irrelevant to the job affects progression. Anonymous recruitment increases the proportion of women among applicants. As a result of anonymous recruitment, more applicants with foreign-sounding names also progress to interviews and are selected.

The City of Helsinki has carried out anonymous recruitment since 2020. The use of anonymous recruitment has increased in recent years, and we want to continue this positive development.

We also promote the use of positive action in the City's recruitment processes to ensure substantive equality. The purpose of positive action is to promote the employment of underrepresented groups within the

personnel of the City of Helsinki and to enable more equal employment opportunities for individuals who typically face discrimination in the labour market.

The following abbreviations are used for the units of the Personnel Department in the measures tables:

- Personnel Department: Heos
- Personnel availability and employer branding: HeSa
- Leadership, learning and work culture: JOT
- Responsible employer: VAT



Objective 1: It is easy and smooth for people from diverse backgrounds to join the City of Helsinki as an employer. The City's personnel structure reflects the diversity of the City's residents.

Measure	Indicator	Responsibility	Schedule
In personnel planning, we describe measures to promote diversity	Diversification has been taken into account in the personnel plan prepared annually by the division/municipal enterprise.	City-wide coordination responsibility HeSa; implementation and execution by divisions, municipal enterprises and agencies	Ongoing
We increase the use of anonymous recruitment and positive action in recruitment, including in the recruitment of supervisors and management.	The rate of use of anonymous recruitment and positive action and changes in their use at city level. Baseline, figures for 2025.	City-wide coordination responsibility HeSa; implementation and execution: divisions, municipal enterprises and agencies	Ongoing
We promote the employment of persons with disabilities and persons with partial work ability in the City of Helsinki and strengthen supervisors' competence in accessibility in recruitment.	Implemented/not implemented	City-wide coordination responsibility HeSa; implementation and execution divisions, municipal enterprises and agencies	Ongoing
We continue targeted recruitment of young summer employees who need support in entering employment and working. The target level is approximately 10 % of all young people and other 16–17 year old summer employees employed with funding from the City Executive Office.	The number of summer employees requiring targeted support.	City-wide coordination responsibility HeSa; implementation and execution divisions, municipal enterprises and agencies	Starting in 2026
We promote the availability of Swedish-speaking personnel to ensure the provision of statutory Swedish-language services. We also offer opportunities to work for the City to people with developing proficiency in Finnish or Swedish.	The fill rate of positions in Swedish-language services is at least as high as in Finnish-language services.	City-wide coordination responsibility HeSa; implementation and execution divisions, municipal enterprises and agencies	Ongoing
We prevent discrimination in recruitment, with particular attention to minorities.	Applicant experience survey	City-wide coordination responsibility HeSa; implementation and execution divisions, municipal enterprises and agencies	Ongoing



3.2 Our personnel policy is equal, non-discriminatory and takes diversity into account

The personnel policy of the City of Helsinki is long-term, consistent and responsible. We carry out the statutory pay survey every two years to determine whether there are any unjustified pay differences between genders among employees performing the same or similar work. In addition to the pay survey, we regularly examine the distribution of one-off bonuses by gender. We promote an open, transparent and fair pay and reward policy. We will develop pay transparency in line with the EU Pay Transparency Directive, which will enter into force in 2026.

Every employee must have the opportunity to succeed in their work at different stages of their career. We can support success and the smooth performance of work through leadership and rewards. Our objective is

for rewards in the City of Helsinki to be effective, equal and non-discriminatory, and to support personnel availability and commitment. We will strengthen reward-related reporting in the HR system and develop supervisors' competence in pay and rewards from the perspective of equality and non-discrimination. In this way, we ensure that reward practices are fair and equitable throughout the City organisation.





Objective 1: Our pay and reward policy is equal and non-discriminatory.

Measure	Indicator	Responsibility	Schedule
<p>We carry out a pay survey every two years in accordance with KT's guidelines.</p> <ul style="list-style-type: none"> We develop the implementation of the pay survey by collecting comprehensive data and making better use of it. Higher-quality data to support the survey. 	More indicators compared in the pay survey than in 2022.	City-wide coordination responsibility VAT; implementation and execution divisions, municipal enterprises and agencies	2026 and 2028
We make job titles gender neutral.	Gender neutral job titles in use across all units.	City-wide coordination responsibility VAT; implementation and execution divisions, municipal enterprises and agencies	By the end of 2026
We ensure that equality and non-discrimination perspectives are taken into account in the development of pay and reward competence: training materials, supervisors' support materials and communications.	Equality and non-discrimination perspectives taken into account in communications materials: yes/no	City-wide coordination responsibility VAT; implementation and execution divisions, municipal enterprises and agencies	Ongoing
We develop the reporting of information related to rewards and make use of the data to promote equality in rewarding.	Reporting on rewards in the HR system developed from the perspective of equality and non-discrimination: yes/no	City-wide coordination responsibility VAT; implementation and execution divisions, municipal enterprises and agencies	Ongoing



We want to be the best possible workplace that supports a balanced life for personnel. This includes the smooth reconciliation of work and other areas of life regardless of gender, work ability, family form, occupation or stage of life and career. The need for flexible solutions concerns everyone throughout their working life. We develop practices that take different life situations into account, from childcare to informal care, and strengthen supervisors' competence in partial work ability and the needs of diverse families, in order to ensure that flexible working arrangements are implemented in an equal and non-discriminatory manner. In addition, we will introduce the Good Life operating model of Municipal and Wellbeing Area Employers KT to develop work on reconciling work and other areas of life.

According to Convention No. 190 of the International Labour Organization, which entered into force in June 2025, employers are required to assess more clearly the risks of violence and harassment, including the

spillover effects of domestic violence in the workplace. In the City of Helsinki, we want to strengthen supervisors' and personnel's understanding of themes related to violence and their links to well-being at work and the need for flexible working arrangements. According to a study by Statistics Finland (2023) half of women in Finland have experienced psychological intimate partner violence and one third physical violence. The majority of those who experience domestic violence assess that the situation also has a negative impact on their work ability (Scott et al. 2021) and that they need flexible working arrangements in order to leave and recover from a violent relationship safely (OECD 2025).



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Objective 2: The reconciliation of work and other areas of life is equal and non-discriminatory.

Measure	Indicator	Responsibility	Schedule
We increase supervisors' awareness of diverse family and life situations, flexible working arrangements and opportunities for part-time work.	Briefings; themes addressed in the division/municipal enterprise using materials produced by Stadi HR. Number of participants in training / feedback on the training.	City-wide coordination responsibility VAT; implementation and execution: divisions, municipal enterprises and agencies	2027
We develop work and working time arrangements so that they support the reconciliation of work and other areas of life for employees in different family and life situations.	Collecting experiences of flexible working arrangements through personnel surveys	City-wide coordination responsibility VAT; implementation and execution: divisions, municipal enterprises and agencies	Ongoing
We introduce KT's Good Life operating model to support work on reconciling work and other areas of life. In accordance with the operating model, we establish a working group together with personnel organisations to promote the reconciliation of work and other areas of life. We raise awareness of measures that support the reconciliation of work and other areas of life, including through communications and leadership structures.	Structures for reconciling work and other areas of life have been established. Recognition applied for and received on the basis of concrete actions: Yes/no	City-wide coordination responsibility VAT; implementation and execution: divisions, municipal enterprises and agencies	2027
We strengthen understanding of the risks of violence and harassment originating outside the workplace, as well as the impacts of domestic violence on employees' well-being at work and the need for flexible working arrangements.	The themes are taken into account in communications and training.	City-wide coordination responsibility Hesa and VAT; implementation and execution: divisions, municipal enterprises and agencies	Starting in 2027



3.3 Our work and leadership culture is equal, non-discriminatory and fair

No form of inappropriate behaviour or harassment belongs in working life, and we have zero tolerance for all discrimination and harassment. In line with our City Strategy, we address racism and discrimination and promote an equal and non-discriminatory city where everyone can live well. We systematically address discrimination directed at minorities and actively train personnel to respond to such issues.

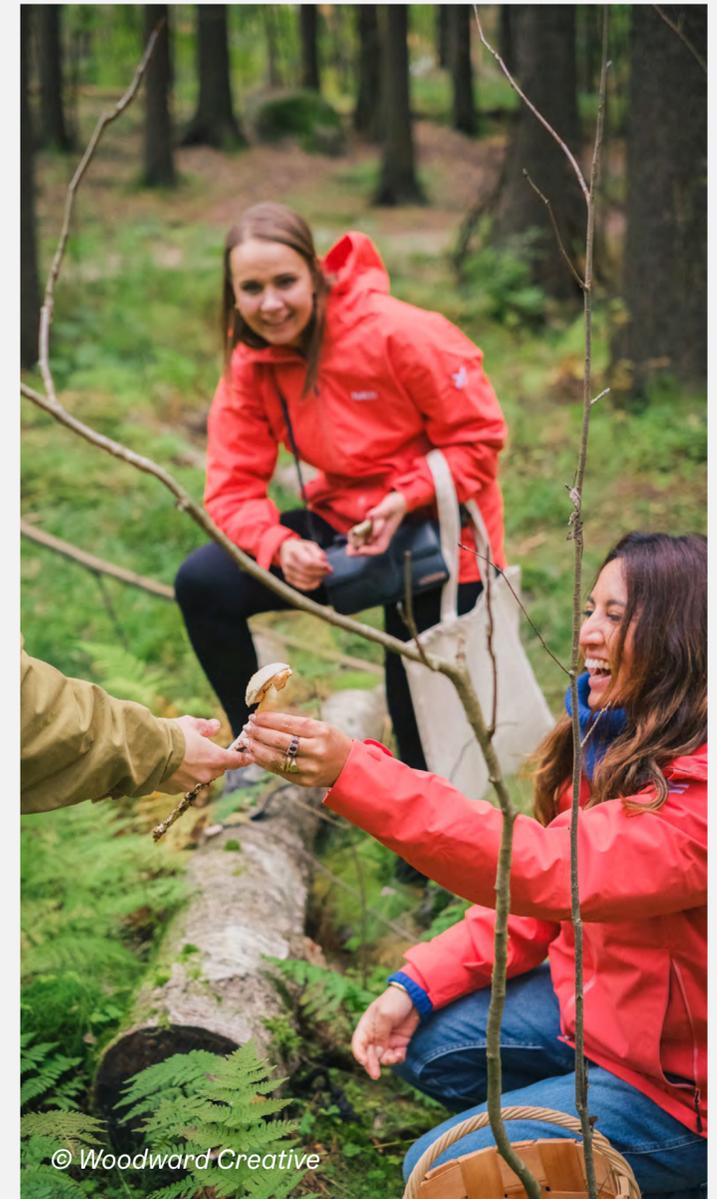
In an inclusive work culture, everyone can feel safe, valued and included in the work community regardless of their personal background or characteristics. Diversity only brings benefits when everyone feels a sense of belonging and is welcomed as their authentic self. Respectful interaction is the foundation of leading a diverse work community. Every employee deserves to be

treated as an individual whose competence and experience are valued. We promote non-discriminatory work culture and ensure that opportunities for career advancement and development are equal and non-discriminatory regardless of background, language, gender or work ability.

Promoting gender equality and non-discrimination is a shared responsibility for everyone in the City of Helsinki. Each individual employee can, through their own actions, ensure that these principles are realised in their work. For effectiveness, the commitment of management to these themes plays a particularly important role.

Our personnel communications must also reflect the diversity of the City's residents and promote everyone's opportunity to

identify with the image of their field. Norm-conscious communication is important in order to advance equality and non-discrimination and to dismantle harmful norms and stereotypes associated with different genders and groups of people.





Objective 1: Strengthen non-discriminatory, diverse and an inclusive work culture.
Objective 2: Opportunities for career progression are equal and non-discriminatory.

Measure	Indicator	Responsibility	Schedule
We do not tolerate discrimination or harassment. We intervene systematically in all inappropriate treatment and discrimination. We strengthen the capacity of supervisors and personnel to intervene in and prevent discrimination, harassment and minority stress.	Results on discrimination from the Kunta10, Fiilari and Anonymous equality and non-discrimination surveys	City-level coordination Heos; implementation divisions, municipal enterprises and departments	Ongoing
We strengthen personnel competence in gender equality, non-discrimination and diversity in work communities by supporting work communities through various means, including communication, training and coaching (covering topics such as gender diversity, anti-racism, neurodiversity, cultural awareness and leading a diverse work community).	Fiilari and Kunta10: experiences of discrimination, comparison of the Quality of Working Life (QWL) index between all respondents and respondents belonging to minorities	City-level coordination HeSa and JOT; implementation divisions, municipal enterprises and departments	Ongoing
We support the learning of the working language among employees with developing language skills and the ability of work communities to support it.	Number of participants in training/feedback	City-level coordination JOT; implementation divisions, municipal enterprises and departments	Ongoing
We promote equal and non-discriminatory opportunities for employees for internal mobility and career progression.	For example, the proportions of women / non-binary employees / employees with a foreign first language in fixed-term employment, permanent employment, supervisory roles and management positions, and changes in these proportions	City-level coordination HeSa and JOT; implementation divisions, municipal enterprises and departments	Ongoing
Through personnel communications, we support the realisation of equality and non-discrimination. Our imagery, campaigns and tone of communication genuinely reflect the diversity of the personnel and the city's residents and counter discrimination by dismantling harmful assumptions associated with genders and minority groups.	Implementation of communications in accordance with the communications plan	City-level coordination Heos; implementation divisions, municipal enterprises and departments	Ongoing



The most important equality and non-discrimination work takes place in workplaces as part of everyday leadership. In particular, supervisors must be familiar with the basics of promoting equality and non-discrimination and preventing discrimination. We ensure equal and non-discriminatory treatment of personnel in workplaces by

mainstreaming equality, non-discrimination and diversity into all leadership.

Gender equality and non-discrimination are taken into account in work communities, for example through respectful and considerate communication. An important part of an inclusive work culture is building a well-

functioning and psychologically safe work community that takes the principles of safer spaces into account. A safer space refers to a non-discriminatory environment, in which people can feel safe, respected and heard. In a safer space, everyone's right to be themselves is respected, and discrimination, racism or other inappropriate

behaviour is not tolerated. The physical non-discriminatory nature and accessibility of the working environment, as well as promoting accessibility thinking, also support inclusiveness and equality.

Objective 3: Work communities are diverse, inclusive and non-discriminatory.

Measure	Indicator	Responsibility	Schedule
We have zero tolerance for all forms of discrimination and harassment. We ensure that employees' channels for reporting discrimination are accessible and easy to find.	Anonymous equality and non-discrimination survey, communications measures	City-level coordination JOT; implementation divisions, municipal enterprises and departments	Ongoing
We strengthen supervisors' leadership competence: addressing discrimination, equality, non-discrimination and diversity are taken into account in leadership training, supervisor events and supervisor consultations.	Comparison of the Quality of Working Life (QWL) indicator for leadership and working life between all respondents and respondents belonging to minorities	City-level coordination JOT; implementation divisions, municipal enterprises and departments	Ongoing
We strengthen a safe and non-discriminatory working environment by introducing the principles of safer spaces and by developing working conditions with accessibility and gender diversity in mind.	Mapping reports and monitoring of measures, number of accessible premises and changes therein, workspaces, gender neutral toilets and changing rooms	City-level coordination Heos; implementation divisions, municipal enterprises and departments	Starting in 2026



4. Measurement and implementation of equality and non-discrimination objectives

Each measure has its own indicator, which is used to monitor its implementation. In addition, developments in personnel key figures are monitored annually in the personnel report.

Setting target levels for personnel key figures is challenging, as many of the indicators are unable to reflect the actual situation accurately. For example, the reports show users of parental leave as a proportion of all men and women, including those who do not have children. In general, it can be noted that women account for a relatively higher share of users of flexible working arrangements and leave than men. This is explained, among other factors, by the fact that the proportion of men in the personnel is significantly smaller (**22.8 per cent** of the total personnel in 2024).

Additional information on the state of personnel equality and non-discrimination is also obtained from the Kunta10 study and the Fiilari survey, which provide information, for example, on experiences of discrimination. We also utilise various indicators from these surveys, such as the Quality of Working Life index, in measuring the measures set out in the plan and compare trends in the development of survey responses over the plan period. In addition, we will conduct an anonymous equality and non-discrimination survey for personnel at the midpoint of the period.





Kunta10 indicators

Kunta10 indicator	Current state (2024)	Target level (2028)
Has personally experienced discrimination (Non-Discrimination Act)	entire personnel 18.3%	0%
Has personally experienced discrimination on the grounds of gender*	14%	0%
Discrimination reported to the employer (those who have experienced discrimination)	city level 28.1%	100%
Has personally experienced sexual harassment (harassment experienced from clients, colleagues and supervisors)	women 4% / men 3%	0%
Reported sexual harassment to the employer	women 40% / men 29%	100%
Social capital (scale 1–5; the higher the value, the higher the level)	women 75% / men 74%	100%
Can influence their working hours (the higher the value, the greater the influence)	women 37% / men 41%	increase in percentage points
Performance discussions conducted (individual discussion)	77%	90%
Quality of Working Life (QWL) indicator	The baseline value will be obtained in 2026.	Positive development from the baseline value.

*of all those who have experienced discrimination

Fiilari indicators

Fiilari	Current state (2025)	Target level (2029)
Has personally experienced discrimination (Non-Discrimination Act)	14%	0%
Has personally experienced discrimination on the grounds of gender*	11%	0%
Has experienced client violence	36%	0%
Has been subjected to bullying during the past 12 months	9%	0%
Bullying reported to the employer (those who have experienced bullying)	59%	100%
Quality of Working Life (QWL) indicator)	60	Positive development from the baseline value

*of all who have experienced discrimination

Anonymous equality and non-discrimination indicators

Anonymous equality and non-discrimination survey	Current state (2023)	Target level (2027)
Has personally experienced discrimination (Non-Discrimination Act)	22%	0%
Success in reconciling work and other areas of life	80%	Positive development of the value
I can genuinely be myself in my workplace	80%	100%



Responsibility for monitoring the plan lies jointly with the central administration and the divisions and municipal enterprises, together with their directors. A city-level steering group monitors the progress of the measures on a semi-annual basis. An interim report on the implementation of the city-level plan will be submitted to the City's Personnel Committee at the midpoint of the period.

The divisions, municipal enterprises and departments will prepare their own more detailed implementation plans based on the city-level plan. The experiences and expertise of different personnel groups and minority groups should also be utilised in planning the division-specific action plans. Each division and municipal enterprise will consider the action plan in its personnel committees, which will monitor the implementation of the measures annually at division and municipal enterprise level.



5. Assessment of the implementation of the measures in the equality and non-discrimination plan and their results 2022–2025

The implementation of the previous equality and non-discrimination plan (2022–2025) has been assessed in cooperation between the divisions, municipal enterprises and the City Executive Office. Overall, the measures were implemented successfully during the past strategy period at city level as well as within the divisions and municipal enterprises.

Below, we highlight three thematic areas from the previous plan period in which we consider that good progress has been achieved.

Successful thematic areas during the past plan period:

Diverse recruitment and the development of language principles in work communities

During the past strategy period, we launched recruitment from abroad and strengthened our competence in employing people who have migrated to Finland. Pilots for recruitment from abroad, carried out in cooperation with the divisions, were launched in 2023. In the pilots, employees from the same occupational field were recruited simultaneously as a group.

The Social Services, Health Care and Rescue Services Division recruited 133 Filipino registered nurses and care assistants in 2023–2024. Some of them qualified in Finland as registered nurses, while others completed a practical nurse qualification through apprenticeship training.

The Education Division recruited six early childhood education teachers from Spain to Swedish-language day-care centres in 2024. Based on the successful pilot, recruitment from abroad has also been expanded to Finnish-language early childhood education.

The Urban Environment Division has implemented its internationalisation plan by placing special emphasis on international students in Finland. In cooperation with the divisions, the HR Department has developed city-level personnel processes so that the specific characteristics of recruitment from abroad are taken into account.

Diverse recruitment has also been supported by updating the guidance on employing people who have migrated to Finland and by organising training for supervisors and HR on the recognition of qualifications obtained abroad and on the right to work. We have



also prepared a review of the prerequisites for accessing employment and working for the City in English and other languages.

In 2025, we piloted the recruitment of foreign-language-speaking specialists using an integration support appropriation. The HR Department coordinated the pilot, and a total of four unemployed foreign-language-speaking specialists were recruited to different parts of the city organisation using the funding. Through the pilot, we gained experience of the potential challenges related to recruiting foreign-language-speaking specialists as well as possible solutions to them.

During the plan period, recruitment with developing language skills was also piloted in the Helsinki Trainee programme. In addition, the guidance for recruiting foreign-language-speaking higher education interns was specified.

Our increasingly multilingual work communities require clear competence in Finnish and Swedish in order to ensure

communication that is understandable to everyone. During the plan period, we prepared language principles for the City's work communities through extensive cooperation. Through these principles, we ensure the inclusion of all personnel regardless of language background and provide support for learning the working language. The core ideas of the common language principles include, for example, valuing all languages, enabling work with developing Finnish or Swedish language skills, and the active role of the entire work community in supporting language learning and using clear language.

Competence development

During the past plan period, we continued to develop personnel competence in equality and non-discrimination themes. The Equality and Non-Discrimination virtual training on Helvi had a total of nearly 7,000 participants in 2021–2024. In 2024 and 2025, we organised city-wide anti-racism training for all personnel, which strengthened participants' capacity to recognise different

forms of racism and to integrate an anti-racist approach into everyday work, both within work communities and in client encounters. We have also organised an annual Pride pre-week for all personnel, which included training sessions addressing gender diversity.

Thematic events on diversity management have been offered through Stadi Akatemia. We have strengthened language-aware and inclusive practices in work communities through a language awareness webinar series and a webinar series supporting multicultural work communities. In addition, these themes have been addressed, for example, in leadership training on managing multicultural work communities and in Oppiva courses focusing on diverse work communities and the onboarding of foreign-language-speaking employees.

We have strengthened recruitment competence, among other things, through an Oppiva course on anonymous recruitment and by organising training for HR on positive action. In addition, we have delivered training

on accessible recruitment, and diversity themes have also been incorporated into other recruitment training programmes. We have also produced three informational videos on the intranet to support supervisors on employing persons with disabilities and persons with partial work ability.

Personnel networks

We promoted the activities of personnel networks by supporting the establishment of the Bipoc network and by continuing cooperation with the Queer Stadi network. During the past plan period, the City established its own Bipoc network, the purpose of which is to provide employees belonging to a minority on the grounds of origin, ethnic background or skin colour with a peer-based forum for exchanging views. Bipoc refers to the English-language terms Black, Indigenous, People of Colour. The coordinator of the Bipoc network participated in a city-wide workshop in March 2025, which launched the preparation of the new personnel equality and non-discrimination plan.



Queer Stadi is a network for employees belonging to sexual and gender minorities. Members of the network have raised important issues and themes from the perspective of rainbow minorities in various events. The coordinator of the network also participated in the city-wide workshop held in spring 2025, where the preparation of the new personnel equality and non-discrimination plan began. In addition, various activities have been organised annually for the Queer Stadi network in connection with the personnel Pride pre-week, such as an art workshop, a film afternoon and a Queer history walk.

Both the Queer Stadi and Bipoc networks are important stakeholders that help promote personnel equality and gender equality. We aim to continue utilising the expertise of both networks in these themes in the future.

Measures where work is still ongoing:

Promoting equality and non-discrimination is continuous, active work that is never fully completed. Although many of our objectives were achieved during the previous plan period, some measures remained unfinished.

Based on the review, we identified three areas in which it is necessary to continue development during the forthcoming plan period as well.

Prevention and reduction of discrimination

During the past plan period, personnel experiences of discrimination increased to approximately **18 per cent** in the Kunta10 surveys in 2022 and 2024. In the Fiilari survey conducted in 2025, experiences of discrimination decreased to **14 per cent**; however, despite this positive development, the result remains a cause for concern.

In the measures of the new plan, we therefore place emphasis on zero tolerance for discrimination and on actively intervening in inappropriate treatment and discrimination. We will also strengthen the capacity of both

supervisors and personnel to intervene in and prevent such misconduct. In addition, we will invest in developing the competence of personnel and supervisors, for example in the themes of minority stress, anti-racism and gender diversity.

Reconciling work and other areas of life

During the previous plan period, we prepared guidelines on multi-location work and remote work abroad and surveyed the use of flexible working arrangements. In other respects, measures related to flexible working arrangements remained fragmented from the perspective of equality and non-discrimination. In the anonymous equality and non-discrimination survey, we identified differences in experiences of reconciling work and other areas of life, particularly among gender minorities. In the new plan, we have therefore included measures to strengthen supervisors' awareness of different family and life situations and of needs related to flexible working arrangements. We will also adopt KT's Good Life operating model to support work on reconciling work and other areas of life.



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Promoting psychologically safe and non-discriminatory working conditions

We have identified differences in experiences of psychological safety, that is, in how well employees feel they can be themselves in the workplace. Overall, the result has been at a good level: for example, in the Kunta10 survey conducted in 2024, **73 per cent** of respondents reported experiencing psychological safety in the workplace (Personnel Report 2024).

By contrast, according to the anonymous equality and non-discrimination survey conducted in 2023, only **57 per cent** of non-binary respondents and **54 per cent** of respondents belonging to an ethnic minority felt that they could genuinely be themselves in the workplace. Psychological safety and the ability to be oneself are key factors that support the realisation of equality in work

communities. When employees are treated equally and their differences are accepted, the work community becomes inclusive. This brings benefits to both employees and employers (see, for example, Bergbom et al. 2022).

During the past plan period, we added guidance on drafting the principles of safer spaces and safer events to the intranet. In the forthcoming plan period, we encourage work communities to adopt the principles of safer spaces in their own premises in order to promote an inclusive and psychologically safe working atmosphere. In the new plan, we will also continue to develop physical working conditions to be more inclusive by taking gender diversity and accessibility into account, for example in toilet and changing facilities. There is still work to be done to ensure that everyone can feel welcome and safe in their physical working environment.



6. Glossary

Anti-racism refers to active and conscious action against all forms of racism. This includes intervening in racist behaviour and practices, as well as other actions that reduce ethnic discrimination, the impacts of discriminatory practices and negative prejudices.

Accessibility refers to taking all people into account in the physical environment, services and interaction between people. Accessibility is achieved when as many barriers as possible to mobility, seeing, hearing, understanding and communication are removed.

Harassment is a form of discrimination prohibited under the Non-Discrimination Act. In the Act, harassment is defined as behaviour that violates a person's human dignity by creating a humiliating, intimidating, hostile or offensive environment related to a prohibited ground of discrimination.

The Equality Act also separately prohibits sexual harassment and harassment based on gender. **Sexual harassment** refers to verbal, non-verbal or physical conduct of a sexual nature that is unwelcome and that intentionally or in effect violates a person's psychological or physical integrity.

Harassment based on gender refers to unwelcome conduct related to a person's gender, gender identity or gender expression that intentionally or in effect violates that person's psychological or physical integrity.

Inclusion refers to the active engagement and involvement of people from diverse backgrounds and with diverse characteristics. While diversity refers to the presence of different people, inclusion focuses on ensuring that these differences are recognised, valued and utilised on an equal basis in the work community. In an inclusive work community, everyone can feel valued as a member of the work community

and have equal opportunities to have their voice heard and to participate in the activities of the work community.

Intersectionality can be described as intersecting forms of inequality and refers to examining the overlapping differences that affect an individual's life and experiences simultaneously. Such differences include, for example, gender, age, functional capacity, ethnic background and sexual orientation. Intersectionality is a tool for understanding the combined effects of different forms of discrimination. Promoting equality and non-

discrimination therefore requires that these different differences are taken into account simultaneously and in relation to one another.

Reasonable accommodations are necessary and appropriate modifications and arrangements made on a case-by-case basis that, under the Non-Discrimination Act, an employer must implement to ensure that a person with a disability can, on an equal basis with others, access employment, perform work tasks and progress in their career.





Diversity refers to the presence of individuals with varying characteristics. Such characteristics may include, for example, age, gender, functional capacity, ethnic background, religion, education, sexual orientation and gender identity. In addition to differences between individuals, diversity also refers to the whole formed by this diversity, for example within a work community.

Multiple discrimination refers to being subjected to discrimination on the basis of two or more different grounds of discrimination. Individuals who belong simultaneously to more than one minority group are at a higher risk of experiencing multiple discrimination, as they may face a greater number of discriminatory situations and accumulate such experiences more frequently. Promoting equality and non-discrimination therefore requires that the impacts of different forms of discrimination are also examined in relation to one another.

Positive action refers to proportionate differential treatment aimed at achieving substantive equality. In practice, this means special measures designed to improve the position and circumstances of groups in a disadvantaged position and to prevent disadvantages arising from discrimination. From the perspective of the Equality Act and the Non-Discrimination Act, positive action intended to promote substantive equality does not constitute discrimination.

Racism refers to valuing a person or a group of people as inferior, for example on the basis of skin colour, mother tongue or presumed ethnic origin. Racism often involves considering one's own group as superior to other groups. Racism maintains inequality and harms society as a whole, in addition to those subjected to it. Racism may manifest as directly offensive language or more subtly as microaggressions, that is, actions that imply that another person does not truly belong. For example, the question "where are you really from" can be considered a microaggression, as it contains an assumption, for instance, that all Finns look the same.

Accessibility generally refers to the accessibility of digital environments. Accessibility must be taken into account, for example, in the production of websites and online services so that everyone can use them equally and understand their content. Accessibility of content can be improved, for example, by captioning video materials and enabling reading with assistive technologies such as screen readers. Accessibility also includes an atmosphere and attitudes that take human diversity into account. In other words, accessibility is a key tool for promoting equal participation.

Gender expression refers to expressing one's gender through clothing, behaviour or other similar means. Everyone has the right to express their gender in the way they choose, and discrimination on the grounds of gender expression is prohibited under the Equality Act.

Gender is a multifaceted concept that may refer, for example, to legal gender, the bodily dimensions of gender, the social meanings of gender, or an individual's gender identity



and gender expression. Gender cannot be divided into two opposite and clearly distinct categories; rather, expressions of gender are more diverse. Gender is therefore not limited to men and women: a person may be both at the same time, somewhere in between, or something else entirely. Some people do not have a gender at all.



Gender identity refers to a person's internal experience of their own gender. Gender identity is individual and does not necessarily correspond to the gender assigned at birth. Everyone has the right to define their own gender identity, and discrimination on the grounds of gender identity is prohibited under the Equality Act.

Gender mainstreaming means integrating the objective of promoting gender equality as a cross-cutting element of all organisational activities. The aim of mainstreaming is to incorporate the assessment of gendered impacts into organisational procedures and operating culture, particularly in areas where the significance of gender has not yet been recognised.

Gender equality means, in accordance with the Equality Act, equality for all genders and gender identities. Formal equality refers to the same rights and treatment for everyone, whereas substantive equality refers to equality in terms of different situations and their outcomes. Ensuring



equal outcomes requires identifying mechanisms that produce inequality and supporting those in a disadvantaged position through various measures; therefore, formal equality alone is not sufficient. In addition to gender, the realisation of gender equality is influenced by other factors that produce social inequality, which is why equality work requires an intersectional approach that takes intersecting differences into account.

Discrimination means treating a person or a group less favourably than others on the basis of a personal characteristic without an acceptable reason. Discrimination is prohibited not only under the Equality Act and the Non-Discrimination Act but also under the Constitution. For example, under the Non-Discrimination Act, no one may be discriminated against on the grounds of age, origin, nationality, language, religion, belief, opinion, political activity, trade union activity, family relations, health status, disability, sexual orientation or any other personal characteristic. Discrimination may be direct, indirect or, for example, the denial of reasonable accommodations to persons with disabilities. **Direct discrimination** refers to a situation in which a person is treated less favourably than another without an acceptable reason. **Indirect discrimination** refers to an apparently neutral rule or practice that nevertheless places some individuals at a disadvantage without an acceptable reason. The prohibition of discrimination also includes harassment and an instruction or order to discriminate.

Othering refers to the process by which certain individuals or groups are perceived as different and excluded because they do not conform to a generally accepted norm. It is a social process in which a group in a position of power defines who belongs and who does not. This may be reflected, for example, in how people are spoken about or repeatedly portrayed in a particular way, disproportionately emphasising their differences. Othering can reinforce prejudices and lead to discrimination.

Disability according to the UN Convention⁵, results from the interaction between persons with disabilities and attitudinal and environmental barriers. Although disability as a concept is often associated with a wide range of limitations in work ability and functional capacity, disability is not solely an individual characteristic. Discriminatory attitudes, inaccessible environments and deficiencies in services can also limit opportunities for full and equal participation. For example, a person's work ability is always defined in relation to the work and the environment, and disability is not synonymous with inability to work, nor often even with partial work ability.

⁵UN Convention on the Rights of Persons with Disabilities (2006)



Minority stress refers to long-term or recurring strain experienced by a person belonging to a minority due to the stigmatisation, devaluation or discrimination of that minority in society. The individual experiences pressure from not conforming to cultural norms and may therefore be subjected to negative treatment or placed in a disadvantaged position. Minority stress includes both stress related to recalling or reactivating past experiences of discrimination and fear and stress associated with encountering new situations. Minority stress can have negative effects on mental and physical health and wellbeing.

Non-discrimination means that all people are of equal value regardless of their gender, age, ethnic or national origin, nationality, language, religion or belief, opinion, disability, health status, sexual orientation or any other personal characteristic. **Formal non-discrimination** means that people in similar situations are treated without discrimination. **Substantive non-discrimination** also takes different needs and starting points into account and promotes non-discrimination actively,



at times departing from the principle of identical treatment in order to ensure the substantive non-discrimination of groups in a disadvantaged position. Substantive non-discrimination can be promoted, for example, through positive action and reasonable accommodations.



7. Legislation and appendices

Key legislation guiding the plan

Act on Equality between Women and Men 609/1986

The purpose of the Equality Act is to prevent discrimination based on gender, gender identity or gender expression and to promote equality between genders, particularly in working life. The prohibition of discrimination includes, among other things, direct and indirect discrimination, sexual harassment, harassment based on gender, and an order or instruction to discriminate on the grounds of gender. Under the Act, the employer has an obligation not only to prevent discrimination but also to actively and systematically promote gender equality. In accordance with the Equality Act, the City is also committed to taking gender diversity into account, recognising that the legal genders of woman and man do not cover the full spectrum of gender.

Non-Discrimination Act 1325/2014

The purpose of the Non-Discrimination Act is to promote non-discrimination and prevent discrimination, as well as to enhance the legal protection of persons subjected to discrimination. The Act applies to personnel throughout the entire employment relationship lifecycle. Taking the needs of the workplace into account, the employer must develop working conditions and the practices followed in personnel selection and in making decisions concerning personnel. The measures taken to promote non-discrimination must be effective, appropriate and proportionate, taking into account the operating environment, resources and other relevant circumstances. Under the Non-Discrimination Act, no one may be discriminated against on the grounds of age, origin, nationality, language, religion, belief, opinion, political activity, trade union activity, family relations, health status, disability, sexual orientation or any other personal characteristic. The prohibition of discrimination includes, among other things, direct and indirect discrimination, harassment, the denial of reasonable accommodations, and an instruction or order to discriminate.



Helsinki promotes an equal and non-discriminatory working life

Helsinki is committed to promoting gender equality, non-discrimination and human rights in all its activities.

Measures of the City of Helsinki’s Personnel Equality and Non-Discrimination Plan for the period 2022–2025

Through the measures set out below, equality and non-discrimination are promoted within the City of Helsinki. The City Executive Office, divisions and municipal enterprises each plan and are responsible for organising the implementation of the measures within their respective areas, and jointly monitor their implementation. Each division, municipal enterprise and department will draw up an implementation plan based on this action plan.

CITY-WIDE ACTUALS 2022–2025

1. Diverse recruitment

The City of Helsinki’s recruitment process is carried out in an equal and non-discriminatory manner. Recruitment is based on a person’s actual competence and merits.

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
1.1. Divisions, municipal enterprises and departments favour the use of anonymous recruitment practices.	Implemented	Ongoing	The City Executive Office, municipal enterprises and divisions	The number of anonymous recruitments has increased annually. 2022: 244 2023: 258 2024: 309 2025: 1 124 In December 2024, anonymous recruitment was set as the default in the recruitment system and this increased the number of anonymous recruitments clearly.

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
1.2. Supervisors apply positive action in the selection phase to promote substantive equality and a diverse personnel structure.	Partially implemented	2023–2025	The City Executive Office, municipal enterprises and divisions	Training on positive action was organised for HR in April 2022. In 2023-2024, developments in the figures could not be monitored, and no specific measures were taken to promote progress. Positive action was considered for use in 40 recruitments during the period 06/2023-05/2025 (a reference to this was included in the job advertisement text). The figure does not indicate whether a situation arose at the selection stage in which the decision was made on the basis of this procedure.
1.3. Cooperation with educational institutions is strengthened to build future diverse work communities. Cooperation with regional higher education institutions will be developed and consolidated, and a monitoring model will be created for the statistics and follow-up of international student traineeships.	Implemented	2024–2025	HeSa Unit and Osu Unit, divisions and municipal enterprises	<p>The higher education cooperation coordination group and the education institution cooperation network provide broad support for the development of cooperation with educational institutions and for the sharing of good practices. Practical cooperation with educational institutions has been developed by division and by professional group. In 2023, a review aimed at increasing the number of international higher education trainees was launched. Stadin HR has promoted to divisions and municipal enterprises the UNITalent programme coordinated by the University of Helsinki, in which employers can act as host organisations for international students. The City has participated in UNITalent for several consecutive years and will continue the cooperation. The City Executive Office allocates annual funding to divisions and municipal enterprises for the recruitment of higher education trainees with a foreign native language. We are able to monitor the use of this funding and the number of recruitments carried out with it. We do not have other statistics on the number of higher education trainees with a foreign native language. In 2024, in Stadin HR, higher education trainees with a foreign native language developed a playbook for best practices to support the facilitation of discussions. In the Helsinki Trainee programme, recruitment was piloted in February 2025 for trainees with developing Finnish language skills. Learning Finnish was supported during the trainee period.</p> <p>Increasing the number of higher education trainees with a foreign native language was one of the themes in the Personnel Availability Programme Group led by the Mayor (06/2023-04/2025). To continue the work of the programme group, the City Manager appointed a new strategic working group on personnel availability, whose task is in particular to promote and develop advocacy related to availability as well as strategic cooperation with higher education institutions and other educational institutions. All divisions, Stadin AO and Employment Services are represented in the working group. In 2025, centralised funding of EUR 50,000 was allocated for the recruitment of higher education trainees with a foreign native language.</p>
1.4. New operating models based on the needs of the divisions will be piloted, particularly to promote the employment of international experts already residing in the area within the City organisation.	Implemented	2022–2025	In cooperation with Heos and Elo / Employment Services and the Immigration Unit	Pilots by professional group. As an example, the Kasko/Sves pilot on hiring Ukrainians was implemented in 2022. Measures previously launched to promote the employment of international experts already residing in the area were continued. No new pilots were launched in 2023. In 2024, a model for a paid part-time language trainee was prepared with non-unemployed immigrant applicants in mind. So far, it has not been implemented in the divisions. In 2025, the recruitment of experts with a foreign native language was piloted using integration support funding. Heos coordinated the pilot, and a total of four unemployed experts with a foreign native language were recruited with the funding to Kasko, Kymp, Kuva and the City Executive Office. A specific objective was to identify what kind of readiness is required from the employer to enable experts with developing language skills to gain employment with the City more effectively.



Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
<p>1.5. The competence of the City’s supervisors will be strengthened in hiring international personnel, recognising skills acquired abroad, and managing a diverse work community (e.g., supervisor training, Helmi materials).</p>	<p>Implemented</p>	<p>by 2025</p>	<p>HeSa Unit and Osu Unit</p>	<p>Training on diversity management has been available at Stadi Academy. The guideline on hiring a person with an immigrant background was updated in 2023. A quick guide for supervisors was also prepared for the intranet. Training on the recognition of qualifications and the right to work was provided for supervisors and HR. Pilot trainings on managing a multicultural and multilingual work community were implemented in 2024 for managers of Swedish-language early childhood education centres in Kasko and for supervisors in disability services in the Social Services, Health Care and Rescue Services Division (Sotepe). The Oppiva courses Managing a Diverse Work Community, Becoming a Diverse Work Community and Inducting an Employee with a Foreign Native Language were published at the beginning of 2024. The Managing a Diverse Work Community intranet page was launched at the end of the year. Completion of online studies in diversity management continued to increase during 2025. Management of multicultural work communities was supported through leadership training programmes implemented in autumn 2024 and spring 2025. In spring 2025, the webinar Lead with Cultural Awareness was organised.</p>
<p>1.6. Support and informational materials will be produced on residence and work permit procedures, etc., when recruiting from abroad.</p>	<p>Implemented</p>	<p>2022–2023</p>	<p>HeSa Unit</p>	<p>Guidelines on hiring a person with an immigrant background have been prepared. In 2023, training on the right to work was organised in cooperation with the Finnish Immigration Service, and a training video is also available on the intranet. The quick guide also includes items that can be checked quickly when recruiting a person with an immigrant background. In March 2024, training sessions on the right to work were organised for HR in the Social Services, Health Care and Rescue Services Division (Sotepe) and for HR in Kasko, in cooperation with the Finnish Immigration Service.</p>
<p>1.7. An international recruitment pilot will be implemented.</p>	<p>Implemented</p>	<p>2022–2025</p>	<p>HeSa Unit</p>	<p>Pilots in cooperation with the divisions were launched in 2023. As part of the workforce availability project (01/22 - 06/23), each division was requested in autumn 2022 to prepare an action plan for recruitment from abroad and/or the internationalisation of personnel. In 2023, it was agreed to launch recruitment from abroad pilots in the Social Services, Health Care and Rescue Services Division (Sotepe), Kasko and Kymp. Sotepe: In April 2023, a total of 24 Filipino care assistants were recruited, who are studying to become practical nurses through apprenticeship training. In late 2023, a further nearly 60 Filipino registered nurses and care assistants studying to become practical nurses arrived. In August 2024, a total of 46 Filipino practical nurse apprenticeship students were recruited. After the pilots, Sotepe will continue recruitment from abroad in line with its plan. Kasko: A pilot for recruiting early childhood education teachers from Spain was launched in August 2023. In Swedish-language early childhood education, six Spanish early childhood education teachers started in August 2024. Kasko has prepared a recruitment from abroad plan for the years 2023-2027. The City Executive Office has supported the divisions’ recruitment from abroad pilots, including matters related to employment contracts, ensuring payroll, criminal record extracts, health assessments, residence permits, recognition of qualifications and staff housing. The City Executive Office has tendered a dynamic purchasing system (DPS) for recruitment from abroad. Kasko carried out an internal tendering process within the DPS for recruitment from abroad in autumn 2024 and has launched cooperation with a new service provider. Sotepe has launched its own tendering process for recruitment of care personnel from abroad. Heos, in cooperation with Sotepe and Kasko, has developed city-level personnel processes so that the specific characteristics of recruitment from abroad are taken into account. Kymp has implemented its internationalisation plan by placing particular emphasis on international higher education students studying in Finland.</p>

2. Summer Jobs and Work Placements

The City of Helsinki also promotes diversity in the recruitment of summer employees and trainees.

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
2.1. Access to the City's summer jobs and work placements is promoted for young people and young adults who require targeted support in gaining employment.	Implemented	Ongoing	Hesa Unit, divisions and municipal enterprises	<p>Implemented. We developed targeted support for summer recruitment of young people who require support in gaining employment and cooperated with various actors, for example in marketing summer jobs to target groups.</p> <p>2022: At least 41 summer employees requiring targeted support in gaining employment were recruited with centralised funding. We cooperated, among others, with Live Vocational College and the Finnish Deaf Folk High School in relation to traineeships.</p> <p>2023: A total of approximately 50 summer employees requiring targeted support in gaining employment were recruited. We cooperated, among others, with children's homes and Live Vocational College. Summer jobs were marketed in a targeted manner, for example through disability organisations.</p> <p>2024: The City offered a summer job to 44 young people requiring targeted support. We cooperated with various actors, marketed summer jobs in a targeted manner and purchased job coaching.</p> <p>2025: The preliminary estimate of summer jobs filled is approximately 70; the figure will be уточ refined later.</p>
2.2. The age limits for summer employees requiring special support in gaining employment are raised to 16–29 years, instead of the previous 16–20 years.	Implemented	2022	HeSa Unit in cooperation with the divisions and municipal enterprises.	Implemented in 2022.
2.3. A job coach will be recruited with centralised funding for summer employees aged 16–29 who require special support in gaining employment.	Implemented	2022	HeSa Unit	<p>Implemented. In 2022-2023, we recruited a job coach for the period May-July. A total of 30 people received job coaching. Some of them also received coaching through Live Vocational College. The recruited job coaches did not have a sufficient number of people to coach, so a more appropriate solution was to purchase job coaching services from the Live Foundation in 2024-2025. We also intensified the marketing of job coaching by informing about this opportunity in summer job advertisements and organised an information session for supervisors on ordering job coaching, but despite this, the use of job coaching remained low.</p>



Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
2.4. Marketing of summer jobs through different announcement channels will be strengthened to reach specific groups (e.g., Roma, persons with disabilities) more broadly.	Implemented	Annually	HeSa Unit	Implemented. In 2022-2023, we recruited a job coach for the period May-July. A total of 30 people received job coaching. Some of them also received coaching through Live Vocational College. The recruited job coaches did not have a sufficient number of people to coach, so a more appropriate solution was to purchase job coaching services from the Live Foundation in 2024-2025. We also intensified the marketing of job coaching by informing about this opportunity in summer job advertisements and organised an information session for supervisors on ordering job coaching, but despite this, the use of job coaching remained low.
2.5. Accessible higher education traineeships are promoted.	Not implemented	Ongoing	Hesa Unit, divisions and municipal enterprises	<p>Progress in increasing the number of accessible higher education traineeships did not proceed as planned. We initiated cooperation on the matter with divisions and municipal enterprises. Accessible traineeships were discussed in the education institution cooperation network and in a Johdossa broadcast in 2023. To our knowledge, divisions, departments and municipal enterprises did not offer accessible higher education traineeships, even though HR communicated information on the objectives and operating models. Instead, efforts were focused on a project aimed at promoting the employment of persons with disabilities and persons with partial work ability in City positions. The project included, among other things, communications and short videos on the topic.</p> <p>Traineeships were implemented through Live Vocational College, and cooperation has also been further developed. (Sotepe, Kasko and Palke have traineeships for students of Live Vocational College.)</p>
2.6. Cooperation with higher education institutions is strengthened to increase traineeship opportunities for both Swedish-speaking and foreign-language students and to identify employment opportunities within the City, particularly in fields where skills in Swedish or other languages are needed.	Implemented	Ongoing	Hesa Unit, divisions and municipal enterprises	<p>Implemented. Cooperation with the Nordjobb organisation has been expanded in Kasko/sves from summer jobs to also include 6-month employment contracts during other seasons. Nordjobb traineeships are also possible outside the summer season. We have cooperated with the University of Helsinki through the UNITalent mentoring programme. Together with the University, we organised training on an inclusive and welcoming work community.</p> <p>In the City Executive Office, the Immigration Unit is implementing the Helsinki100 project in cooperation with the University of Helsinki. In addition, the unit is running the Study & Stay project, among others, in cooperation with universities of applied sciences. We piloted the recruitment of Helsinki Trainees with developing language skills. We have refined the guidelines for recruiting higher education trainees with a foreign native language. In the City Executive Office HR Department, there have been higher education trainees and trainees with a foreign native language and developing Finnish language skills in 2023-2025.</p>



3. Promoting the employment of persons with disabilities and persons with partial work ability in City of Helsinki positions

Persons with disabilities and persons with partial work ability have the right to work on an equal basis with others.

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
3.1. A city-level expert team will be established to assess the current state and needs of the funding framework for employing jobseekers with disabilities and persons with partial work ability.	Implemented	2022	TieTyö Unit and HeSa Unit	An expert working group was established in autumn 2023. The working group met in spring 2024 and identified proposed measures through which we can promote the employment of persons with disabilities and persons with partial work ability with the City. Based on the working group’s work on the measures, a project plan was prepared for the employment of persons with disabilities and persons with partial work ability.
3.2. The expert team’s proposed measures will be submitted for approval to the relevant decision-making bodies to ensure and clarify funding.	Implemented	2023	TieTyö Unit and HeSa Unit	<p>The proposed measures were completed in spring 2024 and were discussed in appropriate forums to ensure impact. Promotion of the measures began in autumn 2024 through various communication channels. An intranet news item was published on the pilot of the Ratko workshop, and on 6.11. an HR thematic event was organised, which also addressed the employment of persons with disabilities and persons with partial work ability. Intranet pages have been created to support supervisors in employing persons with disabilities and persons with partial work ability. A university of applied sciences student examined barriers and opportunities related to the employment of persons with disabilities and persons with partial work ability in the City of Helsinki in their thesis and shared the conclusions with the working group.</p> <p>In spring 2025, three information videos on the employment of persons with disabilities and persons with partial work ability were produced in cooperation with Kapina Production. The general video addresses key terms and themes related to the employment of persons with disabilities and persons with partial work ability. The Diverse recruitment video focuses on recruitment practices and tools through which we can increase the employment of persons with disabilities and persons with partial work ability in the City of Helsinki. The Accessibility and inclusion in the workplace video explains what is meant by accessibility and inclusion in City workplaces and how these can be promoted.</p>



Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
<p>3.3. The use of wage subsidy funding for employing persons with disabilities and persons with partial work ability will be examined. The conditions of wage subsidies will be reviewed to better support the employment of persons with partial work ability and persons with disabilities in various ways.</p>	<p>Implemented</p>	<p>2022</p>	<p>HeSa Unit</p>	<p>We examined, in cooperation with the Economic Development Division, the use of wage subsidy funding for jobseekers with disabilities and persons with partial work ability. Cooperation opportunities with Jobcenter were also explored. Challenges identified included the employer’s obligation under the Employment Contracts Act to offer work to part-time employees before hiring a new employee, as well as the difficulty of moving away from dependency on subsidies. Following the reform of the wage subsidy legislation, the matter was reviewed again together with Employment Services and the working group on persons with disabilities and persons with partial work ability. During 2024, it was easier for supervisors to employ these employees using wage subsidies. This was also communicated to supervisors.</p> <p>As of 1 January 2025, the situation changed, as granting wage subsidies in this form ended when responsibility for organising employment services was transferred to municipalities, which required a new model to replace wage subsidies. As a result of the change, wage subsidy decisions and the payment of subsidies to Helsinki-based employers were transferred to the responsibility and budget of the City of Helsinki. Helsinki receives general state funding to manage the task, not earmarked funding. It is not appropriate for Municipality-Helsinki to pay wage subsidies (a statutory employment service) to itself. However, the legislation retains the possibility to grant wage subsidies to other municipalities and wellbeing services counties. Wage subsidies are paid to the Social Services, Health Care and Rescue Services Division (Sotepe) in accordance with previous practice, as Sotepe is, in financial terms, comparable to wellbeing services counties. On 1 January 2025, Helsinki introduced an employment grant, which can also be used to employ unemployed persons with disabilities and persons with partial work ability.</p>
<p>3.4. The possibility of earmarking a specific portion of the annual payroll for the employment of persons with disabilities and persons with partial work ability will be examined.</p>	<p>Not implemented</p>	<p>2023</p>	<p>TieTyö Unit and HeSa Unit</p>	<p>The amended wage subsidy legislation supported the employment of persons with disabilities and persons with partial work ability during 2024. Wage subsidies in this form were discontinued at the beginning of 2025 when responsibility for organising employment services and granting wage subsidies was transferred to municipalities. The City of Helsinki aims to continue promoting the employment of unemployed jobseekers also in Municipality-Helsinki positions. In 2025, EUR 2.5 million in centralised funding will be allocated for this purpose to the Employment Services municipal enterprise, which will cover 50% of the wage costs for employing an unemployed jobseeker in 12-month employment contracts. The recruiting unit will be responsible for the remaining 50% of the wage costs. The funding will be targeted either at persons who have been unemployed for a long time (at least 700 benefit days, i.e. 3.5 years of unemployment) or at persons with partial or specific work ability and persons with disabilities. A condition for receiving the support is that there is a prospect of employment opportunities after the support period. Division-specific plans will be prepared for the use of this funding.</p>



Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
3.5. The use of supported employment methods and practices will be increased (e.g., job coaching/IPS, Jobcenter/Työkykyisempi Stadi).	Implemented	Ongoing	HeSa Unit, experts in employment methods and personnel equality, and the divisions and municipal enterprises	The matter has been promoted, among other things, through summer jobs for young people requiring special support and through targeted support summer job positions in 2024-2025.
3.6. The availability of auxiliary work tasks will be increased using the necessary methods.	Implemented	Ongoing	HeSa Unit, experts in employment methods and personnel equality, and the divisions and municipal enterprises	Training on wage subsidy employment and obligation employment has been organised for supervisors (Economic Development Division / Employment Services). The reformed wage subsidy legislation, which emphasises the employment of persons with disabilities and persons with partial work ability, is taken into account in the training. As an employer, the City of Helsinki aims to promote the sustainable employment of persons with disabilities and persons with partial work ability in City positions. As a responsible employer, Helsinki offers work to unemployed persons facing challenges in employment in positions where there is a visible pathway to further employment. Permanent staffing needs are taken into account as part of the divisions' budgets, and such positions are not rotated through fixed-term employees.
3.7. Supervisors will create and open wage-subsidised positions and make use of work trials.	Implemented	Ongoing	The City Executive Office, municipal enterprises and divisions	Ongoing. See sections 3.3. and 3.4.



4. Promoting the availability, retention and employment of Swedish-speaking labour and labour with qualifications obtained abroad in City positions

The availability of personnel is strengthened in particular by increasing diverse recruitment.

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
4.1. The availability and retention of Swedish-speaking personnel will be promoted to ensure that statutory Swedish-language services can be secured.	Implemented	Ongoing	The City Executive Office, municipal enterprises and departments	<p>Cooperation with Nordjobb has been strengthened. Swedish-language services have been taken into account in the allocation of personnel resources through the Talent Pool. In 2023, up-to-date statistical data on Swedish-speaking unemployed residents of Helsinki were requested from Employment Services and the KEHA Centre and forwarded to Kasko and Sotepe. A discussion session targeted at a small group of Swedish-speaking experts and supervisors was held; the aim was to conduct background discussions on their experiences to support the formulation of language principles for work communities. The language principles emphasise the City’s commitment to supporting the development of employees’ Finnish and Swedish language skills. The language principles were also presented to the National Languages Committee.</p> <p>The availability and retention of Swedish-speaking personnel have been strengthened by ensuring that Finnish and Swedish are mentioned in parallel in guidelines and support materials wherever possible. The translation of guidelines into Swedish (and English) has been discussed, and instructions related to employment are available on the intranet also in Swedish and English. Work has begun to ensure that, in the future, more HR-related content will be available in Swedish and English.</p>
4.2. Personnel with language skills will be encouraged to use their skills when there is a genuine need in the services.	Implemented	Ongoing	The City Executive Office, municipal enterprises and departments	Promotion of the measure is ongoing and is implemented as part of day-to-day supervisory work.
4.3. Divisions and municipal enterprises will budget the necessary funding for personnel language training in their annual budgets.	Implemented	Annually	The City Executive Office, municipal enterprises and departments	Language training has been budgeted in accordance with the budget preparation and compliance guidelines and identified needs. The tendering of related services will be completed in autumn 2025.



Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
4.4. The use of language skills at work will be taken into account either as part of the salary or as a language allowance, in accordance with the City's guideline Consideration of Language Skills in Compensation.	Implemented	Ongoing	The City Executive Office, municipal enterprises and departments	A language allowance may be paid to an employee if the duties require proficiency, in addition to the employee's native language, in the other national language, the Sámi language or sign language, and if the language requirement has not been taken into account in the task-specific salary. The above-mentioned language allowance is in use city-wide.
4.5. The employment contract/civil servant appointment form + the basic information notice will be translated into English.	Implemented	2022	Heos	Forms in the Sarastia system are available in Finnish, Swedish and English.
4.6. The competence of the City's supervisors will be strengthened in hiring international personnel and recognising formal qualifications obtained abroad.	Implemented	by 2025	Hesa Unit, divisions and municipal enterprises	Training on the recognition of qualifications and the right to work has been provided for supervisors and HR. A training video is available on the intranet. The guideline on hiring a person with an immigrant background has been updated. The quick guide also includes items that can be checked quickly when recruiting a person with an immigrant background. English-language induction materials related to employment have been produced. Amendments to the Aliens Act that entered into force in June 2025 concerning notifications to the Finnish Immigration Service and related deadlines were communicated on the intranet. Divisions and municipal enterprises have organised their own training sessions for supervisors, including on verifying the right to work.
4.7. In cooperation with divisions and municipal enterprises, ways to promote the employment of foreign-language experts and the barriers that should be removed to improve the situation will be examined.	Implemented	2022	Hesa Unit, divisions and municipal enterprises	Dialogue has been conducted with divisions and municipal enterprises to promote the recruitment of experts with a foreign native language and to identify related barriers. In 2023, a review of the prerequisites for accessing employment and working in English and other languages was carried out within the Personnel Availability Programme Group. For 2025, the HR Department was granted integration support funding from the Economic Development Division for a pilot on recruiting an expert with a foreign native language. The funding has enabled the City to gain experience of the challenges related to recruiting experts with a foreign native language as well as potential solutions. Attention has been paid, among other things, to the wording of job advertisements and to the recruitment process as a whole. Based on the language principles of work communities, discussions have been held both within the HR Department and with HR units. Matters related to competence development in this respect will be addressed within a dedicated network starting in 2025. Wording related to the topic is being planned as part of personnel planning and recruitment guidelines as well as as separate instructions.



5. Developing onboarding in Swedish and English, and support for other onboarding activities

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
5.1. The availability of induction and informational materials in Swedish and English will be increased.	Implemented	Ongoing	Joty Unit, divisions and municipal enterprises	The Welcome to an internship or summer job with the City of Helsinki padlet has been available in Swedish and English since 2022 (in the future on the perehdytys.hel.fi website). The induction feedback survey is also available in Swedish and English. The majority of the Oppiva induction materials for personnel are available in Finnish, Swedish and English. The text and messaging of the perehdytys.hel.fi website have been revised in cooperation with the induction network and the Communications Department. The Oppiva induction materials have been streamlined, and discussions related to this have been held with divisions and municipal enterprises.
5.2. The use of Easy Finnish and clear official language will be increased in induction and other HR materials.	Implemented	Ongoing	The City Executive Office, municipal enterprises and departments	Easy Finnish training has been provided for personnel as part of the City's joint training offering. Webinars promoting the use of Easy Finnish and clear Finnish have been organised.
5.3. A mentor system will be initiated in the City Executive Office, divisions and municipal enterprises, utilising the expertise of language- and culture-aware personnel in the induction of foreign-language or culturally diverse employees.	Implemented	Ongoing	The City Executive Office, municipal enterprises and departments	In autumn 2024 and during 2025, language coaching has been provided to support language learning.
5.4. Translation of occupational safety-related materials into Swedish and English will be increased (e.g., Sopuisasti Stadissa, Reporting Safety Deviations). Visual presentation of information will also be considered.	Implemented	Ongoing	Employer Policy Team	Materials from the Sopuisasti Stadissa guide have been translated into both Swedish and English. Three occupational safety thematic cards (work accidents, safety deviations and threat and violence situations) have been translated into Swedish and English. Otherwise, city-level occupational safety-related guidelines or materials have not yet been translated.



6. Equal pay, reward practices, and job titles

The city promotes a transparent and just remuneration and rewarding policy and making the rewarding system known to the city's employees.

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
<p>6.1. Unified supervisor training materials easily accessible.</p> <ul style="list-style-type: none"> The Helmi intranet pages have been designed as a comprehensive whole aimed at a positive employee experience, where supervisors of the City's diverse personnel groups can easily find the City of Helsinki's overall rewards framework, task evaluation charts, salary structure and determination principles, as well as the principles of performance-based rewards and employee benefits. Training materials on rewards have been created using the learning platform as a virtual, time- and location-independent package, including general supervisor training on rewards and in-depth module-specific training. The trainings take equality and non-discrimination perspectives into account. 	Implemented	2023	Heos: VAT Unit	Intranet materials on rewards were created, updated in autumn 2024 and differentiated into a section targeted at supervisors. Training materials on performance-based rewards have been produced, for example the One-off rewards ABC, which presents the basics of the one-off bonus system in a concise and easily understandable manner. The majority of the Oppiva induction materials for personnel are available in Finnish, Swedish and English.
<p>6.2. The competence of supervisors in rewards communication has been strengthened.</p> <ul style="list-style-type: none"> Supervisors have been trained in open and transparent salary and rewards communication, why it is important, what it can achieve, and how discussions related to salary and rewards should be conducted within work communities. 	Implemented	2023	Heos: VAT Unit and the HR functions of the divisions and municipal enterprises	The importance of rewards communication has been highlighted more strongly in supervisor training and in the produced informational and learning materials, for example in the supervisors' information package on communicating one-off bonus criteria and data protection matters.
<p>6.3. Rewards communication is carried out consistently, openly, transparently and regularly.</p> <ul style="list-style-type: none"> Supervisors' rewards communication is open, transparent and regular. Employees understand the principles for determining and distributing rewards in their own work community. 	Implemented	2024	The management, HR and supervisors of the divisions and municipal enterprises	Training on performance-based rewards was scheduled for early 2023. The intranet pages on rewards for supervisors were updated to help users understand the content, find the correct guidelines and communicate city-level rewards. The updated support materials on performance-based rewards encourage open communication about the grounds for rewards. Intranet communications on rewards have been carried out actively on different themes during 2024 and 2025.

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
<p>6.4. Induction materials for employees and the principles of rewards easily accessible.</p> <ul style="list-style-type: none"> The Helmi intranet pages have been designed as a comprehensive whole aimed at a positive employee experience, where the City’s diverse personnel groups can easily find the City of Helsinki’s overall rewards framework, task evaluation charts, salary structure and determination principles, as well as the principles of performance-based rewards and employee benefits. Induction materials on rewards for employees have been created using the learning platform as a virtual, time- and location-independent package, providing a solid foundation for understanding the overall rewards framework and principles, as well as the entitlements employees have within the City of Helsinki. Equality and non-discrimination perspectives have been incorporated into the induction materials. 	Implemented	2023	Heos: VAT Unit	<p>The intranet has been built. The intranet pages on rewards have also been updated from the employee perspective. The pages have been differentiated, enabling the employee section to be clearly targeted at the relevant audience. The visual illustrating the overall rewards framework has also been updated and was designed to be easier to understand, including for those for whom rewards are less familiar. The induction material on performance-based rewards was designed so that it can also be used by employees.</p>
<p>6.5. Guidance and implementation of the pay survey.</p> <ul style="list-style-type: none"> The pay survey is conducted every two years in accordance with the pay survey recommendations of municipal and wellbeing services employers (KT). The current state of pay is analysed by job and collective agreement grading, and the results are reviewed with employee representatives both at city level and at division and municipal enterprise level. Based on the analysis, division- and municipal enterprise-specific as well as city-level action proposals are prepared if equality challenges are identified. The implementation of agreed measures is monitored. 	Implemented	2022	Heos: VAT Unit and the HR functions of the divisions and municipal enterprises	<p>The pay survey figures for 2022 were sent to the divisions, departments and municipal enterprises for information and for measures. The figures are based on the 2022 organisational structure, and the format is the same as in previous rounds. Due to information system changes (Hijat-Sarastia), the data will be from March 2022, as this was the latest period for which the data were still available with sufficient reliability. As a result, the prescribed two-year survey cycle is also maintained.</p> <p>The 2024 pay survey was completed in November. It was discussed on 22.11.24 in the VAT steering group with the divisions’ HR directors and their counterparts, and on 28.11.24 with the chairpersons of the personnel organisations in the personnel policy working group. The divisions and organisations were asked to provide their own analyses, which were taken into account in the pay survey summary. The divisions also reviewed their own observations internally, and at city level the overall results were discussed in the City Personnel Committee in December.</p>



Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
<p>6.6. Key indicators for one-off rewards are monitored regularly.</p> <ul style="list-style-type: none"> A consistent, always-available dashboard for one-off rewards, including key indicators, is provided for management and HR. The key indicators take equality and non-discrimination perspectives into account. 	Implemented	2023	Heos: VAT Unit and the HR functions of the divisions and municipal enterprises	The key indicators for one-off rewards are monitored under the coordination of the City Executive Office. The use of one-off rewards has been monitored and will continue to be monitored city-wide on a quarterly basis. The monitoring takes into account division-specific data and gender distribution. No separate application will be developed for this purpose before the new HR core system is implemented.
<p>6.7. Job titles are made gender-neutral.</p> <ul style="list-style-type: none"> Review of the City's job titles, preparatory work in cooperation with partners, and systematic modification of job titles to be gender-neutral. 	Partially implemented	by the end of 2023	Heos: VAT Unit and the HR functions of the divisions and municipal enterprises	Legal counsel job titles have been made gender-neutral. The work has been scheduled to be completed during the next action period.

7. Work–life balance

The City of Helsinki wants to be the best possible workplace that does its own part to enable balanced lives for its personnel.

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
7.1. Divisions and municipal enterprises will develop their personnel’s reconciliation of work and other areas of life by utilising existing flexibility arrangements and tools (e.g., flexible working hours, study leave, family leave, flexible shift planning, part-time work, task arrangements, official and unpaid leave) as well as existing training materials when there is a need for their use.	Implemented	Ongoing	The City Executive Office, divisions and municipal enterprises	A survey was conducted among the divisions on the use of work-life flexibility arrangements and remote work abroad in order to identify development and guidance needs. An action plan extending to 2025 was prepared for the implementation of development work and communications. There are plans to publish an intranet page summarising means for reconciling work and other areas of life by the end of 2025.
7.2. The City will operate in accordance with the multi-location work guideline within the framework of work.	Implemented	Ongoing	The City Executive Office, divisions and municipal enterprises	A new guideline on multi-location work was published by the City on 1 October 2023. By the end of 2024, an updated version of the multi-location work guideline was published, and the intranet page on multi-location work was updated. The intranet page was also moved to a new location to make it easier to find. A new, dedicated intranet page on remote work abroad was created, along with supporting guidance materials.
7.3. The City of Helsinki will utilise the Good Life operating model developed by municipal employers.	Not implemented	on a needs-based basis	Joty Unit, divisions and municipal enterprises	Implemented on a needs-based basis. The City of Helsinki has implemented measures supporting the reconciliation of work and other areas of life that are similar to those in the Good Life operating model. The operating model is intended to be introduced during the new equality and non-discrimination plan period.
7.4. The City of Helsinki and its divisions, municipal enterprises and departments will cooperate, when necessary, with external expert partners to support the reconciliation of work and other areas of life.	Implemented	on a needs-based basis	Joty Unit, divisions and municipal enterprises	Implementation has been needs-based.



8. Work communities that support equality in working life

Work communities play an important role in how work flows and in employee well-being.

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
8.1. Work communities will operate in accordance with the Sopuisasti Stadissa guide (Preventing and Addressing Inappropriate Treatment and Harassment).	Implemented	Ongoing	The City Executive Office, divisions and municipal enterprises	Promotion of the measure is ongoing and is implemented as part of the day-to-day life of work communities. The Sopuistasti Stadissa guide will be updated in 2025 to better meet the needs of work communities.
8.2. Work communities will develop their competence by participating in existing and future City training on equality and non-discrimination.	Implemented	Ongoing	The City Executive Office, divisions and municipal enterprises	Stadi HR organised training on an inclusive and welcoming work community in cooperation with the University of Helsinki in January 2024. The training addressed what a language-aware work community is like and what inclusive practices involve. In addition, practical tips were shared on language-aware and inclusive practices and on how a work community should prepare before the arrival of an international expert. The training was delivered half in Finnish and half in English. See also measures 11.1., 11.3-11.5.
8.3. The City will support work communities that received lower overall scores in the Kunta10 (and Fiilari) surveys by offering training to the communities and their supervisors.	Implemented	Ongoing	Joty Unit	Tendered coaching partners are available for use by divisions and municipal enterprises. They are allocated based on survey results. Support measures have been targeted at work communities with special needs, based on Kunta10 results. In 2025, 27 targeted work community development projects will be implemented.
8.4. The City will launch the principles of a safer space, and these principles will also be reviewed in personnel-related events.	Implemented	2022	TieTyö Unit and VAT Unit, divisions and municipal enterprises	Implemented. The guidelines for drafting the principles of a safer space were added to the intranet in spring 2022. Guidelines for organising a safer event and the principles of a safer event were published on the intranet in spring 2024. The guidelines can be adapted as needed to suit individual events.
8.5. The City will continue to re-designate and increase gender-neutral toilet, shower and changing facilities.	Implemented	Ongoing	The City Executive Office, divisions and municipal enterprises	Between 2022 and 2024, gender-neutral toilet facilities were implemented in the following locations: <ul style="list-style-type: none"> • Economic Development Division premises on Kansakoulukatu • Communications Department premises at Aleksanterinkatu 22-24 • Administrative Department premises at Pohjoisesplanadi 15-17 <p>During 2025, no gender neutral facilities were implemented due to strong opposition from users.</p>



9. Leadership and supervisory work supporting gender equality and non-discrimination

The City of Helsinki systematically develops leadership and supervisory work.

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
9.1. Management will actively support and commit to promoting equality and non-discrimination themes and integrate these themes into their communications.	Implemented	Ongoing	The City Executive Office, divisions and municipal enterprises	Implemented. The City is a main cooperation partner of Helsinki Pride and is committed to the Finnish Government's anti-racism campaign "We speak with actions". The City's top management participates in the Pride parade annually.
9.2. Management will ensure that the necessary budgeting is in place to promote the implementation of the plan's measures.	Implemented	Annually	The City Executive Office, divisions and municipal enterprises	Implemented. The necessary budget was allocated to promote the measures.
9.3. Management and supervisors will increase their competence in inclusivity and diversity by participating in comprehensive training on diversity and inclusivity.	Implemented	Ongoing	The City Executive Office, divisions and municipal enterprises	Implemented. See section 10.1.



Competence development and training

10. Training for management, supervisors and organisational support functions (HR, occupational safety and health)

The City of Helsinki will continue to develop its personnel's broad-based competence in taking equality, non-discrimination and diversity into account as part of human resources management processes, decision-making, responsible personnel policy, and the development of both leadership and work communities.

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
10.1. The theme of diversity management and inclusive leadership will be included in management training.	Implemented	2022–	Osu Unit and TieTyö Unit	Thematic events on diversity management have been offered at Stadi Academy. In November 2022, training on diversity management and promoting inclusivity was organised in cooperation with Taitotalo. In November 2023, training on managing a diverse work community was held under the guidance of Inclusivity experts. Pilot trainings on *Managing a Multicultural and Multilingual Work Community* were implemented in 2024 for managers of Swedish-language early childhood education centres in Kasko and for supervisors in disability services in the Social Services, Health Care and Rescue Services Division (Sotepe). Content on managing a diverse work community was published in Oppiva in 2024. Completion of online studies in diversity management continued to increase during 2025. Management of multicultural work communities was supported through leadership training programmes implemented in autumn 2024 and spring 2025. In spring 2025, the webinar *Lead with Cultural Awareness* was organised. Early childhood education teachers mentoring Spanish-speaking early childhood education teachers in Kasko were trained in multicultural work community practices and language-aware support for learning in spring 2025.
10.2. Supervisors' competence in diverse recruitment will be strengthened by providing training and integrating the themes into recruitment training, covering the following areas: accessible recruitment, positive action, anonymous recruitment, use of wage subsidies, work trials, job tailoring, and forms of support for hiring.	Implemented	Ongoing	HeSa Unit, divisions and municipal enterprises	Implemented. We delivered training on accessible recruitment in cooperation with Riesa Consultative Oy in November 2021, and a recording of the training is available on the intranet. In 2022, accessible recruitment training was delivered in cooperation with Vamlas. Wage subsidy briefings for supervisors have continued. Employment Services organise briefings, and Stadi HR supports the marketing. Some briefings arranged for HR had to be cancelled due to low participation. As of 1 January 2025, when responsibility for organising employment services transferred to the municipality, granting wage subsidies in this form ended. Training on the employment grant has been organised for supervisors and HR in Municipality-Helsinki, and wage subsidy briefings have continued in Sotepe. Themes related to diversity have been incorporated into recruitment training. We have also published short informational videos providing useful tips for recruiting persons with disabilities and persons with partial work ability (see 3.2).



Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
10.3. Support for reconciling work and other areas of life will be incorporated into the City's ongoing supervisor training, delivered either internally or in cooperation with partners.	Implemented	Ongoing	Joty Unit and Osu Unit	Means to support the reconciliation of work and other areas of life are highlighted in supervisor training (e.g., Startti Stadin esihenkilötyöhön).
10.4. The theme of anti-racism in the workplace will be addressed in management events.	Implemented	2022	TieTyö Unit	<p>In spring 2024, we organised city-wide anti-racism training for all City personnel. The training strengthened participants' ability to recognise different forms of racism as well as practices and operating models that perpetuate racism in their own thinking and work. Above all, the training helped participants recognise their own role as enablers of change and find ways to integrate an anti-racist approach into everyday life, both in the work community and in client interactions. In spring 2025, another city-wide anti-racism training was organised, focusing on microaggressions and speaking up. The training was held via Teams and had approximately 200 participants.</p> <p>The City is also participating in the Finnish Government's anti-racism campaign Me puhumme teoin.</p>



11. Training for work communities and organisational support functions (HR, occupational safety and health)

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
11.1. The equality and non-discrimination Helvi virtual training will be completed in all City work communities (if it was not completed during 2020–2021).	Partially implemented	Ongoing	The City Executive Office, divisions and municipal enterprises	In 2021-2024, a total of 6,977 participants attended 1,322 sessions of equality and non-discrimination training in Helvi.
11.2. The Helvi equality and non-discrimination training will be subtitled in Swedish, English and Finnish Sign Language.	Implemented	in Swedish in 2022 in sign language and English in 2023	TieTyö Unit	Helvi was translated into Swedish in 2022, and into English and Finnish Sign Language in spring 2024.
11.3. The themes of diverse and inclusive work communities and unconscious biases in the workplace will be included in training offered to work communities.	Implemented	2022-	Osu Unit and TieTyö Unit	Thematic events on diversity management have been offered in Stadi Academy's open training programme, with the option for work community-specific implementation in cooperation with a partner. In November 2022, training on diversity management and practices promoting inclusivity was organised in cooperation with Taitotalo. In November 2023, training on managing a diverse work community was delivered under the guidance of Inclusivity experts. Joint training offerings on these themes have been organised. The multiculturalisation of personnel and turning it into an asset has been supported and promoted through the spring 2025 webinar series (3 webinars), as well as in autumn 2025 through the language-awareness webinar series (3 webinars) and a new webinar series supporting multicultural work communities (3 webinars).
11.4. Training/support for development on multiculturalism and language awareness will be prepared and offered to work communities.	Implemented	2022-	Osu Unit	Thematic events on diversity management have also been offered through Stadi Academy. The option for work community-specific implementation with a partner has been provided. Oppiva online courses on managing an internationalising work community were published in 2024. During 2024, five pilots were conducted on the theme Becoming a Functional Multicultural Work Community: in two day care centres (pk Suvi and pk Laakavuori) and on one unit in each of the three hospitals (Laakso, Malmi, Suursuo). Completion of online studies on diversity management, work community development, and induction for foreign-language employees has continued to increase during 2025. In 2025, two pilots were implemented on the theme Becoming a Functional Multicultural Work Community: in one senior home in Koskela and in one day care centre (pk Taneli-Kolkka).



Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
11.5. Training/materials on gender diversity and engaging with diverse families will be prepared and offered to work communities.	Implemented	2023	Equality and non-discrimination experts of the TieTyö Unit and the Participation and Advisory Services Unit, Osu Unit.	Helsinki acts as a main cooperation partner for Pride. As part of this partnership, city personnel have participated in annual Pride training. At the beginning of June in 2022, 2023, 2024 and 2025, training sessions were organised for city personnel covering both work community and leadership perspectives on gender diversity. In addition, materials for personnel have been produced, including an informational poster and a “Did you know...” poster providing information on gender diversity. Various Seta training videos related to gender diversity are also available on the personnel intranet. Other Pride pre-week events have been organised for personnel, such as Queer history walks and visits to the Kirpilä Art Home.
11.6. Occupational safety representatives, employee representatives and HR will actively enhance their competence in personnel diversity, inclusion, equality and non-discrimination by participating in training and events on these themes.	Implemented	Ongoing	Equality and non-discrimination experts of the TieTyö Unit and the Participation and Advisory Services Unit, Osu Unit.	Implemented. See sections 11.3., 11.4. and 11.5.



12. Network activities

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
12.1. The personnel diversity network operates as a joint network for personnel-related matters across divisions and municipal enterprises.	Implemented	Ongoing	TieTyö Unit and the divisions as well as the municipal enterprises	The persons responsible for the Diversity Network meet once a month. At the meetings, a semi-annual review of equality and non-discrimination measures is prepared and progress is monitored by division. During 2023, the meetings also addressed, among other things, the results of the anonymous equality and non-discrimination survey, the partial amendment of the Equality Act, terminology related to the theme, and the content of online training. In 2024, topics included tools related to occupational safety and harassment (Sopuisasti Stadissa, reporting channel), international recruitment, diverse recruitment, personnel networks (Bipoc, Queer Stadi), and the project plan for the new personnel equality and non-discrimination plan. In 2025, discussions covered language principles, employment of persons with disabilities and persons with partial work ability, diversity management, pay surveys, and the measures in the new personnel equality and non-discrimination plan.
12.2. Representation of personnel matters in the city-level bilingualism coordination group.	Implemented	Ongoing	Lead responsibility: Administration Department, HR representation from Heos	Stadi HR represented the City in the bilingualism coordination group and approved the City Executive Office's bilingualism plan.
12.3. The Queer Stadi network acts as a City partner in developing personnel policies towards greater equality and non-discrimination.	Implemented	Ongoing	City-level cooperation through the TieTyö Unit	For the Queer Stadi network, an art workshop was organised during the personnel Pride pre-week at the end of May 2023. During the personnel Pride pre-week in 2024, a film afternoon was held, screening the first episode of the Suomi on Queer documentary series, followed by a discussion led by Trasek's chair Kasper Kivistö and Jussi Nissinen. In spring 2025, during the personnel Pride pre-week, Queer Stadi opened pre-registration for Queer history walks and visits to the Kirpilä Art Home. A Pride training session on gender diversity was also held that week.



Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
<p>12.4. The establishment of a POCit* network for the City of Helsinki will be explored. *The purpose of the Stadi POCit network is to provide a safe platform where employees belonging to an ethnic (cultural) or visible minority (racial) can exchange ideas with each other, receive peer support, and discuss how to promote equality and non-discrimination in the City specifically from the perspective of employees belonging to an ethnic (cultural) or visible minority (racial).</p>	<p>Implemented</p>	<p>2022</p>	<p>City-level cooperation through the TieTyö Unit</p>	<p>In spring 2024, a personnel Bipoc network was established for the City. Bipoc refers to Black, Indigenous, People of Colour, and the network’s aim is to provide employees belonging to a minority based on origin, ethnic background, or skin colour with a peer-supported forum for exchanging ideas. The network has its own Teams group, where members can discuss, share ideas, and receive peer support. The Bipoc network leader participated in a city-wide workshop in March 2025, which launched the preparation of the new personnel equality and non-discrimination plan.</p>

13. Accessibility and access

The City seeks to comply with the Act on the Provision of Digital Services in matters of accessibility. The City of Helsinki's accessibility guidelines serve as uniform, city-wide general guidelines applicable to the entire city organisation and all administrative sectors in accessibility work.

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
13.1. Digital accessibility is taken into account comprehensively in personnel-related digital services, websites, applications and publications. Personnel administration and other experts preparing digital materials for personnel receive training on accessibility by reviewing existing training materials (Onni system and Oppiva platform).	Implemented	Ongoing	The City Executive Office, divisions and municipal enterprises	<p>The intranet and external hel.fi websites have been created in accordance with accessibility standards and are accessible. The intranet also provides extensive information on accessibility. The City's intranet meets the legally required critical accessibility requirements. However, some deficiencies have been observed in the SharePoint platform that cannot be corrected (see the accessibility statement on the intranet: https://helsinginkaupunki.sharepoint.com/sites/Intra/SitePages/Saavutettavuusseloste.aspx). The accessibility of content is continuously monitored and improved.</p> <p>All produced training, guidelines and informational materials comply with accessibility standards. On the Oppiva platform, the Fundamentals of Accessibility online course is available, which has been completed by 409 persons. Learning content added to the platform complies with accessibility requirements. Content producers are guided to create accessible content through a course designed for content producers and instructions provided in the online course template.</p>
13.2. The City actively promotes consideration of accessibility in all personnel-related processes and daily work. For example, Stadi HR provides accessibility training for recruiting supervisors. For instance, the Accessible Recruitment training is delivered in cooperation with Riesa Consultative Oy. The training is aimed at supervisors and HR professionals, with a primary focus on ensuring accessibility at different stages of the recruitment process.	Implemented	Ongoing	The City Executive Office, divisions and municipal enterprises	<p>We delivered accessible recruitment training in cooperation with Riesa Consultative Oy in November 2021, and a recording of the training is available on the intranet. In 2022, accessible recruitment training was delivered in cooperation with Vamlas, and a short informational video on accessible recruitment was also produced. The training materials are available on the intranet. In 2023, a short video interview on accessible recruitment was included in the Johdossa broadcast and has also been shared on the intranet. We have published short videos on the City intranet providing useful tips for recruiting persons with disabilities and persons with partial work ability. The Urban Environment Division piloted the use of an accessibility clause in recruitment in autumn 2024. No inquiries were received from jobseekers during the pilot, so the clause was removed and the pilot discontinued.</p>



14. Career paths

The City encourages the continuous development of competence, job rotation and diverse career paths, and also takes into account the careers of underrepresented groups.

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
14.1. Divisions and municipal enterprises will take gender equality and non-discrimination perspectives into account as part of the annual measures in their competence development plans.	Implemented	Ongoing	The City Executive Office, divisions and municipal enterprises	Divisions and municipal enterprises have taken the development of equality and non-discrimination competence into account in their plans according to their development needs.
14.2. The City of Helsinki promotes employees' careers in an equal and non-discriminatory manner.	Implemented	Ongoing	The City Executive Office, divisions and municipal enterprises	The City has developed internal mobility models.
14.3. Equality and non-discrimination principles are applied in performance discussions (including work performance evaluation and personal development plans) and in the related guidelines.	Implemented	Ongoing	The City Executive Office, divisions and municipal enterprises	Performance discussions are confidential conversations between a supervisor and an employee, aimed at discussing work objectives, the prerequisites for achieving them, and the need for support or development, as well as reviewing achievements from the previous period. Equality and non-discrimination issues are addressed through an individual-focused approach. In 2025, an inclusive survey was conducted on the factors that affect the usefulness and participation rates of performance discussions. Based on the survey, short-term corrective measures will be implemented, and in the longer term, more significant changes to the process will be made as part of the HR core system development.
14.4. Divisions and municipal enterprises will provide support as needed (e.g., mentoring/ career coaching) for employees who have completed their qualifications elsewhere and/or whose native language is not Finnish or Swedish.	Not implemented	Ongoing	The City Executive Office, divisions and municipal enterprises	Not implemented, as the tendering process for cooperation partners has not been completed.



15. Communication

The City continues strong internal and external communication on themes related to gender equality and non-discrimination and aims to act as an exemplary and significant trailblazer also at the societal level.

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
15.1. The role of communications will be further strengthened and coordinated together with divisions and municipal enterprises.	–	–	–	Equality and non-discrimination theme days and campaigns have been communicated widely, both internally and externally, throughout the entire strategy period.
15.2. A separate city-level communications plan will be prepared to support the balanced implementation of this plan (e.g., bilingualism, gender equality, internationality, non-discrimination, inclusivity). A planned thematic year for equality and non-discrimination communications will be implemented, encouraging open discussion on these themes.	Implemented	2022–2023	TieTyö Unit, and where necessary other Heos units, in cooperation with experts from the Communications Department.	Implemented. A communications plan was prepared together with the service side in 2022, 2023 and 2024. The plan mapped key dates as well as events and training related to the theme.
15.3. Diversity imagery will be prepared for recruitment communications. Different identities will be reflected in all of the City’s recruitment communications as well as internal and external personnel-related communications.	Implemented	2023–2024	TieTyö Unit, and where necessary other Heos units, in cooperation with experts from the Communications Department.	Implemented. Diversity-aware imagery was captured in Q4/2022. The images are used, among other things, in personnel communications, on the intranet, in recruitment, and on the employer pages. Diversity-aware imagery is used in recruitment communications wherever possible. Several career stories were produced featuring positions filled by employees with developing language skills.
15.4. The City of Helsinki will continue to develop gender-neutral language and norm-conscious communications as a means to promote equality and non-discrimination. The City’s published guide to norm-conscious communication will be reviewed with the Communications and HR departments.	Implemented	Ongoing	Equality and non-discrimination experts as well as communications experts, and all experts involved in internal and external communications and recruitment communications across the City.	The City’s intranet includes a guide to norm-conscious communication and an informational piece on norm-conscious communication on Areena. The materials are available and can be utilised by all City personnel.



16. Measures for monitoring gender equality and non-discrimination

Objective/measure	Indicator	Schedule	Responsibility	Actuals 2022–2025
16.1. The state of equality and non-discrimination among personnel will be monitored annually as part of personnel reporting (work-life flexibility, family leave, native language).	Implemented	Annually	Heos	The situation is monitored. In 2022, 2.6% of the personnel were on family leave, and the total number of personnel was 37,531. Of the official personnel headcount, the proportion of employees whose native language was neither Finnish nor Swedish was 9.7%. The highest proportion of employees with a foreign native language was in the Social Services and Health Care Division (12.2%). In 2022, men accounted for approximately 24.3% of the personnel and women approximately 77.2%. In 2023, 2% of the personnel were on family leave, and the total number of personnel was 37,559. In 2023, men accounted for approximately 22.8% of the personnel and women approximately 77.2%. There are significant differences in the proportions of men and women between divisions and municipal enterprises. Of the official personnel headcount, the proportion of employees whose native language was neither Finnish nor Swedish was approximately 9.3%. In 2024, 3.37% of the entire City personnel used family leave, of whom women accounted for 3.12% and men for 0.24%. Of all women, 4% used family leave, and of all men, 1.06% used family leave.
16.2. The state of equality and non-discrimination among personnel will be monitored every two years through the Kunta10 survey and the personnel Fiilari survey.	Implemented	on an alternating-year basis	TieTyö Unit	The situation is monitored through surveys, among other things, based on the results on discrimination.
16.3. The measurement of equality and non-discrimination will, where possible, be incorporated into the new HR core system in 2024.	Not implemented	2024	Heos	Taken into account where possible and considered in project planning. The implementation of the system has been postponed to a later date, and therefore the measure was not implemented during this planning period.
16.4. An anonymous equality and non-discrimination survey will be conducted among personnel.	Implemented	2023	TieTyö Unit	Implemented. An anonymous equality and non-discrimination survey was conducted among the personnel in spring 2023.



17. Target levels set for the indicators

Kunta 10-indicator	Current situation (2020)	Target level 2024	Actuals 2024
Has personally experienced discrimination (Non-Discrimination Act)	entire personnel 9.4%	0%	0%
Reported discrimination to the employer (those who have experienced discrimination)	city level 26.5%	100%	100%
Social capital (scale 1–5, the higher the score, the greater the level)	men 3.83 / women 3.85	men 3.87 / women 3.93	men 3.87 / women 3.93
Has personally experienced discrimination on the basis of gender	men 2.3% / women 1.5%	0%	0%
Has personally experienced sexual harassment (harassment experienced from clients, colleagues and supervisors)	men 4.5% / women 5.4%	0%	0%
Reported sexual harassment to the employer	men 27% / women 42.3%	100%	100%
Able to influence working hours (the higher the value, the greater the influence)	men 2.98 / women 2.81	Target increase of 0.01 on the scale	Target increase of 0.01 on the scale
Individual development discussion conducted	men 67.8% / women 64.7%	94%	94%

HR indicator	Current situation (2020)	Target level 2025	Actuals 2024
Number of personnel with a foreign-language background	9.0% of entire personnel / 8.4% of official personnel	11% of entire personnel, 10.4% of official personnel	11.1% of official personnel

**of all those who have experienced discrimination*

***of all respondents*



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