

Well-being, health and safety for everyone

The City of Helsinki Welfare Plan
2022–2025



Helsinki



Photo: Aleksi Poutanen

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1. Introduction

Promoting the well-being and health of its residents is one of the tasks of the municipality. In Helsinki, well-being and health promotion influences the ability of city residents to live a good and functional everyday life.

Planned well-being and health promotion work creates better opportunities for agency, hope, safety and the future.

The welfare plan is one way of promoting the well-being of residents and narrowing the well-being and health disparities between different population groups. The welfare plan is governed by legislation and various national recommendations. The well-being and health promotion focuses for each council term set the direction for the city's common preventive work, and the content of the welfare plan is based on extensive research data on the well-being of the city residents.

The implementation of the welfare plan is ensured by the city's well-being and health promotion steering group, which is responsible for ensuring that the defined contents are part of the annual financial and operational planning of the divisions and the City Executive Office during the council term. The welfare plan is one concrete way of implementing the city strategy for the council term and promoting the vitality of the city.

According to the Helsinki City Strategy 2021–2025 “A Place of Growth”, all of us, regardless of our age or state of health, should be able to live a good, safe and unique life in Helsinki. Residents have the opportunity to realise their full potential and create opportunities to increase their well-being. Parity, equality, human rights and experiences of participation are prerequisites for a good life. Helsinki residents have the opportunity to live safely in a cosy and beautiful urban space in neighbourhoods enriched by unique positive characteristics.

The preparation of the welfare plan began in late 2021, and a large number of experts, networks and partners have participated in its preparation. The plan's sets of objectives are aimed at promoting well-being, health

and safety in all divisions, and the contents of the plan contain a lot of common content that crosses division boundaries.

Many of the actions included in the plan do not require additional resources, but rather involve creating a common vision, changing operating models, cooperating between divisions, creating new partnerships, developing expertise and strengthening leadership in order to achieve the jointly agreed objectives. The plan's sets of objectives are implemented as part of the financial and operational planning, implementation and evaluation of the divisions. In many of the sets of objectives, organisations and other partners are involved.

Helsinki's work to promote well-being and health is guided by a systematic and holistic approach. Our definition of well-being is based on the WHO's definitions, the definitions of social quality by the PROMEQ project funded by the Academy of Finland and the UN's Sustainable Development Goals. These focus on quality-of-life experiences, with a focus on the physical, mental and social well-being of the individual and the health and functionality of the living environment, including access to key services. The welfare plan of the City of Helsinki plays an important role in promoting the Sustainable Development Goals, especially Good health and well-being (SDG3), Reduced inequality (SDG10), Sustainable cities and communities (SDG11) and No poverty (SDG1). More indirectly, the plan supports many other UN goals.

The welfare plan was discussed at the steering group meetings in April and June 2022. The well-being and health promotion steering group approved the welfare plan for inclusion in decision-making on 9 September 2022, and the City Executive Group approved it on 20 September 2022. In addition, the content was discussed in various networks and management groups during spring 2022. The preparation of the content has also involved various organisations and other partners.

The progress of the objectives and actions included in the welfare plan is reported to the City Council on an annual basis as required by the legislation.

The welfare plan and its monitoring data will be published on the city's website for promoting well-being and health (hyte.hel.fi).

The objectives of well-being and health promotion in Helsinki are to

- promote well-being, health and safety in the everyday environments of residents
- promote fairness, equality and residents' opportunities for participation
- prevent well-being and health disparities, social exclusion and loneliness
- promote the use of knowledge-based prevention methods and models
- support the development of a socially, ecologically and economically sustainable city.



Photo: Jussi Hellsten

2. Content of the welfare plan

The purpose of the plan is to guide the city's promotion of well-being, health and safety as part of financial and operational planning. The contents of the plan are targeted at residents, communities and wider social

functions. The welfare plan for this council term has been drawn up in a phenomenon-oriented manner and in compliance with the legislation, and the sets of objectives are focused on preventive work.

Image 1: Contents of the welfare plan



*According to the updated legislation, a city-level welfare plan must in the future include a plan based on the Pupil and Student Welfare Act for cooperation between the wellbeing services county (health, social and rescue services) and education providers to implement student welfare services, as well as a maternity and child health clinic plan.



Photo: Katja Tahja

3. Focuses for the promotion of well-being and health during the council term

The focuses for the council term are selected on the basis of the Helsinki City Strategy and an extensive analysis of the operating environment regarding the state, change and challenges of the well-being of Helsinki residents.

The focuses were decided in the well-being and health promotion steering group in November 2021 after the publication of the City Strategy. They steer the content of the welfare plan and the work for promoting well-being and health during the council term, providing a direction for cooperation.

Image 2. Focuses for the council term

Well-being and health disparities are narrowed and inequalities are decreased



The management and coordination structure, operating methods and effectiveness are improved



The cross-administrative work of the welfare plan affects the physical functional capacity and mental and social well-being of city residents as well as everyday living environments. The sets of objectives show both short- and longer-term impacts on the everyday life and quality of life of city residents.

Image 3: Expected effects of the welfare plan's sets of objectives

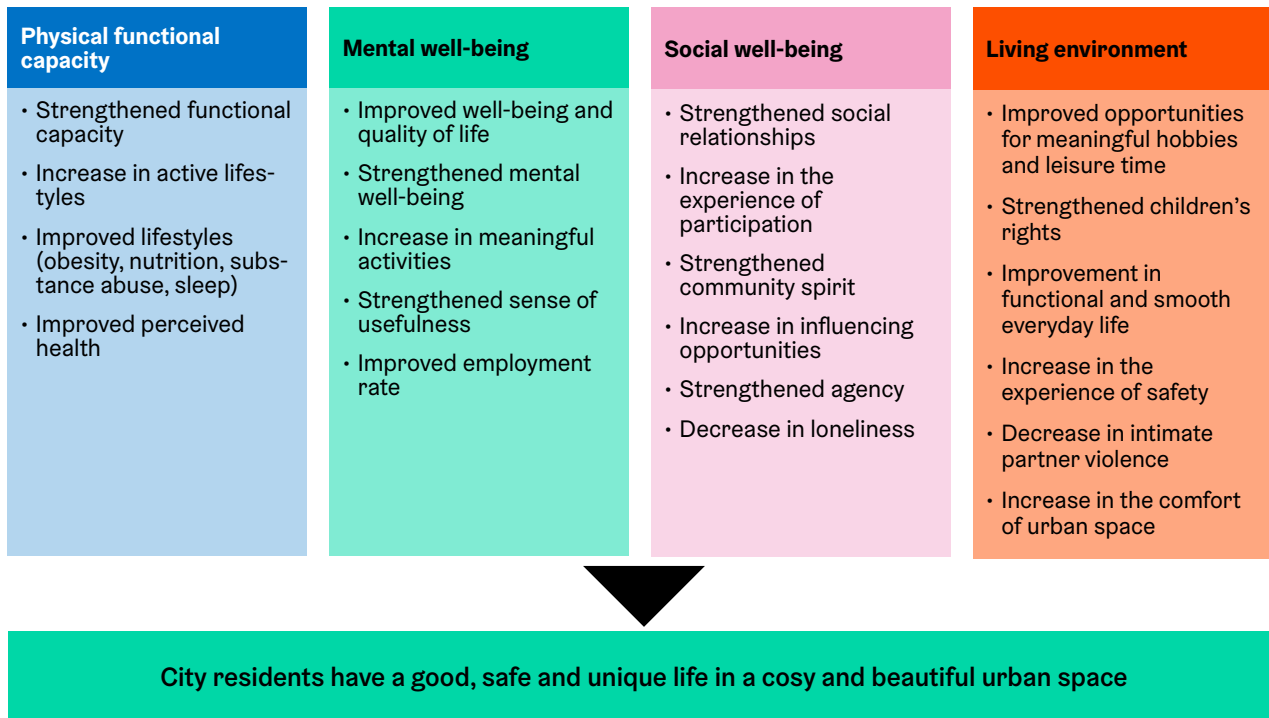








Image 4. Summary of the main contents of the plan

1. Mental well-being		
	The mental well-being of residents will be strengthened by developing early support, low-threshold preventive services, access to help and the use of self-care services. Mental health service chains for children and young people and the work for the 'Hyvän mielen kunta' project will be developed.	10 objectives and 16 actions
2. Hobbies and leisure		
	Leisure activities and Culture Kids activities, cultural work with the elderly and culture and art experiences in homes for the elderly will be developed. The model of Helsinki's cultural work will be implemented in urban renewal areas, and participation in voluntary and peer activities will be promoted.	5 objectives and 14 actions
3. Physical activity		
	The work will be targeted at the least physically active residents. Everyone's awareness of exercise opportunities will be increased. Exercise will be increased during early childhood education, school and study days. The functional capacity of the elderly will be strengthened through a mobility agreement and more guided physical activity. City employees will be encouraged to exercise regularly.	7 objectives and 10 actions
4. Healthy lifestyles		
	Healthier lifestyles and digital tools for residents will be promoted. Well-being cafés for children and young people will be organised, and the use of the Finger operating model for the elderly will be reinforced. Substance abuse prevention methods will be strengthened. Memory-friendliness methods will be improved.	11 objectives and 31 actions
5. Good community relations		
	People's sense of security and attitudes will be influenced, and opportunities for participation and interaction will be increased. The rights of children will be addressed through UNICEF's Child-Friendly Municipality model. Employment will be promoted and digital skills will be improved.	8 objectives and 17 actions
6. A safe and beautiful city		
	Safe everyday environments and a comfortable living environment will be influenced. By drawing up guidelines for pedestrian areas and improving pedestrian crossings, safe movement in urban areas will improve. The increase in intimate partner violence will be tackled, and awareness about safety in the home and local living environments will be increased.	9 objectives and 18 actions
Total: 50 objectives and 106 actions.		

! The selected focus descriptions include a short introduction, a link to the city strategy, a summary of the main well-being challenges of the city residents, a description of the content of the objectives and actions, and a link to the sustainable development goals. More detailed objectives, actions, indicators and responsibilities can be found in a separate action appendix. The sources used can be found at the end of the document.

3.1 Focus 1: Mental well-being

A sustainable society is built on good mental health, which is supported in all environments and all divisions. Mental well-being is well-being of the mind, life management and health and creates the foundation for comprehensive well-being. It includes appreciating oneself and others, the ability to interact with others, the ability to create relationships and the ability to fulfil one's own goals. Mental well-being is also the experience of safety, personal importance and the meaning of life, as well as the ability to face and cope with adversity. The foundation of mental well-being is built in early childhood, but it can be reinforced all through life. Mental well-being can be promoted by supporting parenthood, strengthening healthy communities in schools and workplaces, reducing experiences of loneliness and supporting hobbies, exercise and access to cultural services. It is essential to emphasise preventive and timely support in mild mental health challenges.

According to the City Strategy, all of us, regardless of our age or state of health, should be able to live a good, safe and unique life in Helsinki. The city gives people the opportunity to live their own best lives in environments and communities where they can feel at home. Everyone needs to feel that they are a valued part of Helsinki in every setting: at work, at school, in parks, at cultural events and at festivals. The City Strategy also steers the development of early-stage mental health services.

Based on our knowledge, the well-being challenges for children and young people (e.g. symptoms of depression and anxiety) and loneliness have long been at a higher level in Helsinki than the rest of the country or the Helsinki Metropolitan Area. Mental strain among adult population in Helsinki is more common than in the entire country on average.

Families with babies experience symptoms of exhaustion. About one in ten of those aged 75 or over feels depressed, mentally strained or lonely. During the COVID-19 pandemic, Helsinki residents' contact with friends and relatives decreased and loneliness increased.

In Helsinki, 58 per cent of residents feel that their quality of life is good on average. The proportion has decreased slightly in the last few years. Challenges in functional capacity and mental strain increase the risk of a poorer

experience of the quality of life. The COVID-19 pandemic has increased the feeling of exhaustion, especially for the young and highly educated.

During the council term, the mental well-being of residents will be strengthened by developing various early support operating models, such as better recognition of mental health problems among children and young people by utilising the Common Approach (CA) model, children's emotional and interaction skills, youth work in schools, the sense of community and peer support. In addition, low-threshold preventive services, access to assistance and the use of self-care services for working-age people will be strengthened. The aim is to better identify the preventive mental well-being operating models that are used in the city. This work is carried out, for example, by adopting the 'Hyvän mielen kunta' checklist.



3.2 Focus 2: Hobbies and leisure

Meaningful leisure activities are very important for well-being in all age groups. Guiding both babies and the elderly to participate in culture brings a sense of participation and belonging. Participation and the opportunity to volunteer during leisure time for the benefit of others brings meaning to life. Hobbies play an important role in the life of children and young people and in strengthening their identity. Hobbies are a strong part of well-being and civic society in Finland. Hobby activities prevent loneliness and offer an opportunity to intervene in any bullying or discrimination.

In accordance with the City Strategy, the city gives people the opportunity to live their own best lives in environments and communities where they can feel at home. Art and our unique urban culture are key enablers of a good life. They build the uniqueness of Helsinki, promote the participation of the residents, increase cultural understanding, reduce segregation and promote the commitment of the residents to Helsinki.

Based on our knowledge, regular hobbies foster well-being in many ways. According to a recent survey, children in Helsinki who have a weekly hobby are less likely to experience loneliness, stress at school, difficulty sleeping, mood swings or bullying at school. Although the majority of children and young people have a weekly hobby, there are clear differences in pursuing hobbies based on different background factors. For example, children and young people who have a foreign background, who feel that their family's financial situation is weak or who live in single-parent families are less likely to have a weekly hobby. The same background factors also shape recreational opportunities, such as whether young people feel that hobbies are too expensive or whether they are aware of the recreational opportunities in their area of residence.

There is strong research evidence on the positive effects of culture on well-being and health, social interaction and other resources. Participating in artistic activities as an experienter or a creator can prevent numerous mental and physical illnesses, as well as treating and helping to cope with a number of acute and chronic illnesses. Making and experiencing art reinforce the skills needed to navigate a changing world: curiosity, compassion, interaction skills, the ability to look at things in a different way and the courage to seek direction. Social responses include a reduction in loneliness and isolation and an increase in social support.

During the council period, recreational activities will be developed, especially for children and young people. Culture Kids activities will be continued by including a new age group each year and by ensuring the participation of children who do not speak Finnish or Swedish as their native language. Good practices in cultural work with the elderly, such as cultural instructor activities and companion activities, will be developed. In addition, the participation of older people, particularly those living at home, in artistic and cultural activities will be supported by assisting the art scene. Volunteering, peer support activities and the promotion of arts and culture as a factor for well-being will be promoted across all age groups.



3.3 Focus 3: Physical activity

Being physically inactive is an increasing problem in many countries, including Finland. From the point of view of their well-being, few city residents exercise sufficiently,

despite the fact that, on average, exercise during leisure time have become more common.

The importance of daily and incidental exercise is increasingly recognised as part of the promotion of public health and well-being. In 2018–2021, Helsinki implemented a physical activity programme as a priority project in its strategy. In the programme, cross-division activities simultaneously affected the environment, communities and individuals. The approximately 60 actions improved city residents' and employees' awareness of the importance of exercise, the urban environment developed so that it favours being physically active, exercise was incorporated into the lifestyle guidance of health and social services, and opportunities for exercise in daycare centres, schools and educational institutions increased. The city-level work to promote exercise will continue as part of the welfare plan.

According to the City Strategy, Helsinki's goal is to be a city where the conditions for everyday physical activity improve so that the health of the city residents improves. All Helsinki residents, regardless of their age, will be encouraged to be physically active. Exercise will be made an integral part of every daycare centre, school and educational facilities' daily routine. In Helsinki, we will also pay attention to elements in the city environment that enable low-threshold exercise, such as accessible local nature and outdoor routes, fitness stairs, outdoor gyms, benches and piers. We will build more sports facilities with an emphasis on open and efficient use of space.

Based on our knowledge, the majority of Helsinki residents over 10 years of age exercise inadequately from the point of view of their health and spend more than half of their waking hours sitting or lying down. The annual costs of the exercise deficit in Helsinki amount to over €500 million, when looking at health care expenditure, absences due to illness and labour productivity, among other things. Regular exercise has a preventive, therapeutic and rehabilitative effect on a number of national diseases, such as arterial diseases, obesity, diabetes, musculoskeletal disorders, memory disorders and cancers. Similarly, lack of physical activity, a sedentary lifestyle and a poor physical condition are major risk factors for health and well-being and premature death. The positive effects of physical activity extend beyond physical health and are reflected in better learning abilities and brain health, maintenance of mental well-being, recovery from work and stronger social interaction.

The COVID-19 pandemic has further exacerbated the sharp differences in people's physical activity. The differences in physical activity and physical ability to function among school pupils have increased, and an increasing number of them exercise so that they get short of breath for less than an hour a week. In addition,



more than 30 per cent of 5th-graders and more than 40 per cent of 8th-graders have special challenges in their physical ability to function. Among all age groups, young students are least likely to meet the recommendation for physical activity. People in this group also have acute symptoms in various areas of mental well-being. The importance of exercise is emphasised in early childhood and old age. Skills and habits acquired in childhood have an impact throughout life. The COVID-19 pandemic has reduced the daily exercise of more than 40 per cent of the elderly in Helsinki. Restrictions on leisure activities and on the opening hours of services have increased the loneliness of the elderly and reduced the practice of fitness training to almost zero.

During the council period, exercise will be promoted by cooperation between divisions with the main focus on the least active groups of residents. The Culture and Leisure Division functions as an expert on exercise and coordinates multidisciplinary cooperation with the city's internal and external stakeholders. The actions will focus on the services and encounters that are most important in terms of how many people they reach, making use of national programmes promoting physical activity. Exercise is promoted in accordance with the strategy at every early childhood education unit, school and upper secondary school. Methods and tools for addressing exercise will be developed extensively within health and social services. The well-being at work and mental well-being of the city's employees will be strengthened by increasing exercise opportunities. The status of exercise will be strengthened in the care culture of hospital, rehabilitation and nursing services by means of a mobility agreement. Guided physical exercise for the elderly will be increased in cooperation between urban operators, organisations and companies. Awareness of Helsinki's sports and exercise opportunities will be raised among residents of all ages.



3.4 Focus 4: Healthy lifestyles

Healthy diet, regular physical exercise, quality and adequate sleep and a substance-free lifestyle have a positive effect on the well-being and health of the population. Good lifestyles play a major role in the prevention, treatment and rehabilitation of many national diseases.

The aim of substance abuse prevention work is to prevent and reduce the harm caused by substance abuse from the perspectives of substance users, their families and society.

Substance abuse prevention work covers the prevention of harm caused by alcohol, tobacco and other nicotine products, narcotics and other intoxicating substances as well gambling and digital gaming.

According to the City Strategy, all of us, regardless of our age or state of health, should be able to live a good, safe and unique life. During the COVID-19 pandemic, an increased number of mental health problems have been reported and many illnesses have not been treated. The crisis has had a severe impact on those already vulnerable. During the strategy period, we will seek solutions for the increasing substance abuse and reduce the harm and deaths caused by substance abuse. The services for the elderly focus on developing a memory-friendly city.

Based on our knowledge, differences in lifestyle explain a significant part of the well-being and health disparities between population groups. The differences between educational groups in smoking, alcohol abuse, physical activity and obesity explain approximately half of the shorter life expectancy of those who have only completed basic education compared to those with tertiary level education. The prevalence of morbidity and national diseases varies significantly between the districts of Helsinki. The social challenges and unfavourable lifestyles accumulate on the city residents who are already vulnerable.

The health behaviour in childhood and youth is reflected in the later lifespan, and the lifestyles of the early years often predict the health behaviour of adult age. Although many people in Helsinki live healthier lifestyles than the national average, half of the adult population is overweight and there is room for improvement in their diet. For the majority of pre-schoolers, the nutritional quality of the diet is moderate or poor. The proportion of young people who sleep less than eight hours a night is larger than previously, approximately half. There is also room for improvement in the regular meal rhythm of young people.

Despite many positive developments, there are worrying features in the substance abuse of Helsinki residents. Smoking has decreased in all population groups, but one in every ten adults still smokes. Alcohol abuse among the adult population in Helsinki is more common than in the entire country on average, which is reflected in the higher mortality rate among Helsinki residents from alcohol-related illnesses and accidental alcohol poisoning. Young people's experiments with cannabis and drugs are clearly more common than in the whole country or the rest of the Helsinki Metropolitan Area, and there is a tendency to use intoxicants together.

During the council period, the realisation of residents' healthy lifestyles will be promoted, through nutrition education for professionals and the use of digital tools. Well-being cafés for children and young people will be organised, and the use of the Finger operating model

for the elderly will be reinforced. Other memory-friendly developments will also be strengthened during the term of office of the council. Substance abuse prevention methods will be strengthened through measures targeted at different population groups and the 'Intoxicants and Addictions in Families with Children' service chain work will be developed.



3.5 Focus 5: Good community relations

The voluntary activity of the residents is a significant source of attraction and urban communality for the city. Good community relations mean that there is functioning interaction and inclusion between different population groups in the area, different groups are respectful towards each other and any tensions and conflicts between the groups are addressed without causing fear or crimes. Community relations are an entity permeating the different aspects of society, the objective of which is to increase the interaction between population groups and between individuals of different population groups and this way affect people's sense of safety, attitudes and participation. The promotion of good community relations reduces negative phenomena related to relations between population groups, such as discrimination, hate crimes, hate speech and segregation. All of these undermine the realisation of equality and participation between individuals and groups as well as local safety.

According to the City Strategy, Helsinki is committed to promoting non-discrimination, equality and human rights in all its operations. The goal is to be a city where different lifestyles and opinions can co-exist in harmony. During the council term, the ability to identify, prevent and mediate conflicts between population groups with evidence-based working methods will be strengthened. Helsinki will strengthen participation and interaction in all activities of the city by promoting an open operating culture and interactive practices and by utilising feedback from residents and companies. The city gives people the opportunity to live their own best lives in environments and communities where they can feel at home.

Based on our knowledge, the population of Helsinki is increasingly diverse. In addition to diversifying lifestyles, the linguistic diversity is also increasing, and the numbers of both elderly people and young people are increasing. There are differences in the safety-related

concerns of residents between various parts of Helsinki. In areas where experiences of insecurity are more prevalent, there are particular concerns about people's misbehaviour, street violence, crime, drug use and dealing as well as conflicts between different language and cultural groups. The participation of Helsinki residents is at a strong level on average, but there are also clear differences between population groups and between residential areas. Children's and young people's experiences of participation have declined and gender differences in well-being have increased.

During the council term, interaction between population groups and individuals from different population groups will be increased and people's sense of security and attitudes will be influenced. The pluralism of residents and their equal opportunities to participate and exert influence will also be strengthened. In OmaStadi, the participation of groups identified as under-represented in previous rounds will be promoted at all stages of the process, equality will be supported and multi-channel communication will be strengthened, taking into account different population groups and city districts. The rights of children will be addressed through UNICEF's Child-Friendly Municipality model. Attention will be paid to promoting employment and increasing digital competence.



3.6 Focus 6: A safe and beautiful city

Safe, beautiful and functional everyday environments are the foundation of the well-being and health of city residents. As safety improves, people's physical, mental and social health, well-being and quality of life are strengthened. Everyday environment refers to people's homes, neighbourhoods and yard areas, the wider urban space and structure and nature. Developing a broader urban structure and increasing safe living in the home environment are therefore essential in promoting well-being and health. Urban nature and green areas also have a significant positive effect on health and well-being.

In accordance with the City Strategy, the city gives people the opportunity to live their own best lives in environments and communities where they can feel

at home. Helsinki strives to be a city where residential areas are not segregated and where it is possible to live a safe and enjoyable life in neighbourhoods that have unique positive characteristics. A good city is safe and balanced, and urban development makes it possible to increase the number of residents and urban comfort, which is invested in particularly in urban renewal areas. A good and beautiful city space invites people of different ages and backgrounds to meet one another in the city throughout the year.

Based on our knowledge, the city residents still felt that Helsinki is a mostly safe city in an extensive safety survey conducted at the end of 2021. Almost nine out of ten respondents felt that the city is generally safe or fairly safe. The proportion was slightly lower than in the previous safety survey. 92 per cent considered their respective neighbourhood generally safe, and 76 per cent said that their neighbourhood is also safe late at weekends. The city centre of Helsinki was found less safe than previously. There are differences in perceived safety, both between genders and between residential areas.

With the COVID-19 pandemic, nature has become even more important in people's everyday lives and well-being, and the use of natural and green areas has increased significantly. Nearly all Helsinki residents have a green area within 300 metres by walking routes, and even large green areas are easily accessible. Cultural environments (for example, historical parks and buildings and the garden culture) support well-being by attaching residents to places with memories and the city's history and create pride in the local heritage. If you live in an environment for a long time, it will gain many meanings through your own experiences.

Intimate partner violence remains a problem, especially violence against women, and the COVID-19 crisis seems to have increased violence in homes. There has also been a decline in the safe growth environment of children and young people: for example, experiences of harassment have become more common, especially among girls. More than a fifth of upper secondary level students and almost a third of 8th and 9th grade pupils have experienced discrimination at school or during their free time over the last year.

During the council term, safe everyday and home environments and, more broadly, a comfortable and safe city as a living environment will be influenced. The aim of the work is to better identify and tackle safety challenges in different areas. By the end of 2022, the city's safety plan will also be completed. For example, planning guidelines for the walking environment and improving the safety of pedestrian crossings promote safe mobility in urban spaces. The Percentage for Art principle will give city residents the opportunity to experience and encounter art in their neighbourhoods. The sets of objectives in the welfare plan address increased intimate partner violence and local factors that weaken security and improve the residents' awareness of factors related to the safety of the home and the surrounding areas. In addition, measures to support the well-being and security of informal care families will be strengthened.



4. Viewpoints that provide a background for the welfare plan

4.1 Shared understanding of well-being

In Helsinki, as well as nationally, the aim of promoting well-being and health is to decrease inequality and reduce differences in health and well-being with effective methods. The residents' health and well-being are influenced extensively by economic, employment, education, housing, regional, social and health policy and community planning solutions. In addition, well-being and health promotion is an activity focused on the individual, family, communities, populations and their living environments carried out by the various city divisions working together. The third sector and the city residents are important partners.

Our work is guided by a systematic and holistic approach. Our thinking is based on the WHO's definitions and the definitions of social quality by the PROMEQ project funded by the Academy of Finland. These focus on quality-of-life experiences, with a focus on the physical, mental and social well-being of the individual and the health and functionality of the living environment, including access to key services.

Physical functional capacity means that people are able to cope with everyday tasks that are important to them. Functional capacity is affected by factors such as pain, medication, daily coping, mobility, sleep and work capacity. *Mental well-being* means that a person is able to enjoy life, feels that life is meaningful, is able to focus on things and learn new things, has good self-esteem and is able to deal with negative feelings. *Social well-being* means that a person has social relationships and networks and receives support from friends and family. *A living environment* means that a person can live in a safe and health-promoting environment and close relationships and has opportunities for leisure activities and using various services. (Source: Mäki-Opas Tomi, Helsinki well-being and health promotion workshop)

In the social quality model or approach, the focus is on the socio-economic security that society provides for its members, as well as on social empowerment, participation and the integrity of society. This way, both the protective factors and the risk factors are taken into account and people are provided with sufficient knowledge and skills to manage their life, health,

well-being and participation. The aim is to create a coherent city where people can rely on other people and public authorities and where there is a culture of caring and freedom of expression. (Source: Vaarama & Mäki-Opas)

The city's well-being and health promotion work aims to *create opportunities for agency, hope, safety and the future*. In this way, well-being is created through the interaction between the level of people's lives and the systemic level of society. People's own knowledge, skills and other resources and opportunities determine their ability to seize opportunities and overcome adversity. (Vaarama & Mäki-Opas)

The social quality framework also creates ground for impact-based work and its evaluation. The well-being and health promotion work of the City of Helsinki has a wide range of objectives and measures, and according to systemic thinking, it is important to examine which of them affect the individual, the community or even society at large. The development of the quality of life experienced by the population is localised through the monitoring of the welfare plan by choosing the indicators that describe phenomena.

4.2 Management and coordination of well-being and health promotion in Helsinki

In its meeting on 14 May 2018, the City Board decided to adopt a management and coordination structure for well-being and health promotion in accordance with the presentation of the preparation team. The City Board also decided that the body responsible for preventive substance abuse work referred to in Section 5 of the Act on Organising Alcohol, Tobacco, Drugs and Gambling Prevention

is the City Board and that preventive substance abuse work is the responsibility of the well-being and health promotion preparation group.

The City Council is responsible for the strategic decisions through which well-being and health are promoted in

the city. Well-being and health promotion is directed by the City Executive Group. Through his decision on 22 August 2018, the City Manager appointed a well-being and health promotion preparation group, expert team and secretaries in accordance with the City Board decision.

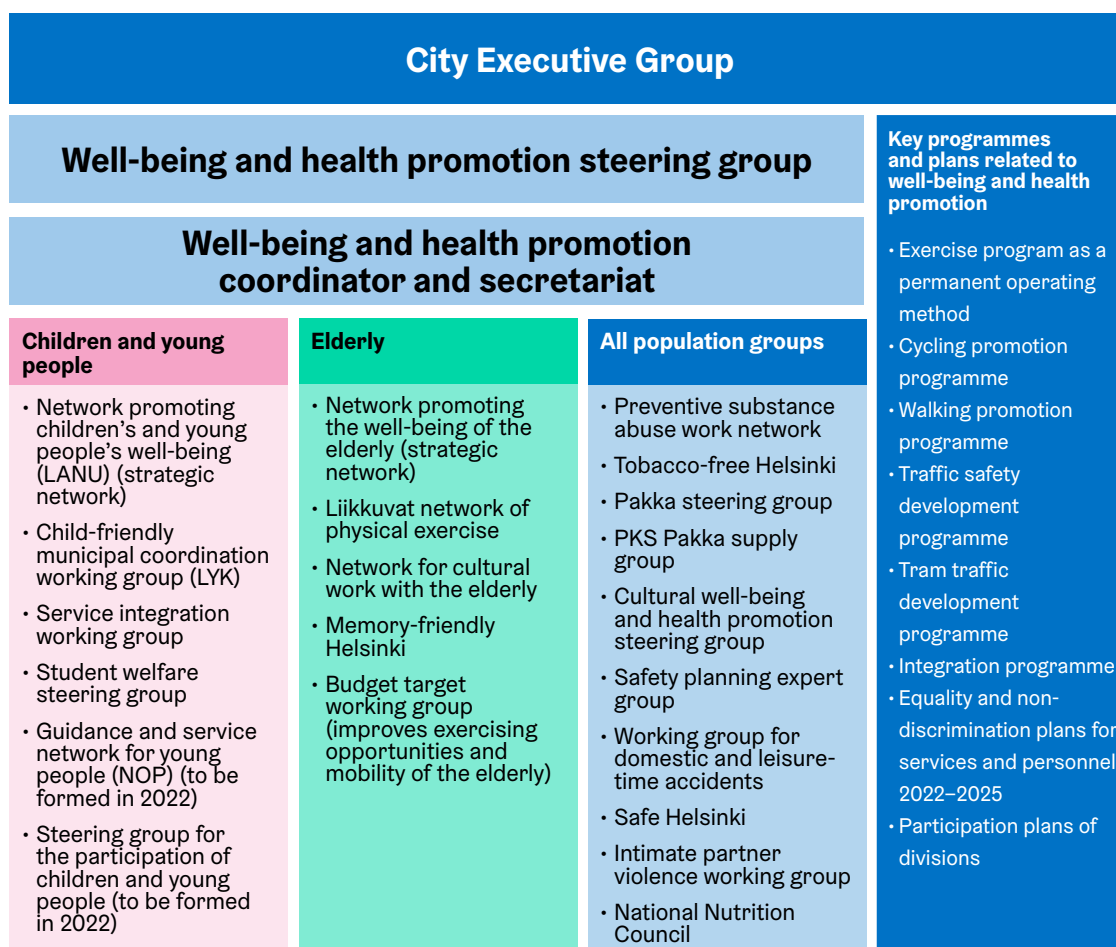
The preparation group specifies and outlines the focuses of well-being and health promotion and guides the implementation of well-being and health promotion. The group guides the preparation of the Helsinki welfare plan and takes part in the welfare report process. The preparation group also promotes the realisation of the participation and interaction practices in the operating models of well-being and health promotion.

The coordination of well-being and health promotion has been centralised to the Strategy Department of the City Executive Office, and a full-time well-being and health promotion coordinator was appointed for the work in 2019, tasked with overall coordination of the work in accordance with the decisions of the steering group. Preparations are being made in the well-being

and health promotion secretariat, the members of which include, in addition to the well-being and health promotion coordinator, experts with a 20 per cent work input from each sector and the Urban Research and Statistics Unit. The secretariat prepares and implements the steering group's matters, is responsible for preparing the welfare plan and report and ensures that well-being and health promotion matters are included in financial and operational planning. The secretariat works extensively in networks and working groups, participates in the cooperation of the Healthy Municipality Network and ensures the coordination of international cooperation projects. The expert group appointed by the City Board has not been in operation since the initial phase, as the tasks assigned to it were better placed in the role of the well-being and health promotion secretariat.

The well-being and health promotion steering group has also set up various networks and working groups for the implementation of city-wide well-being and health promotion work. Organisations and other partners are represented in several groups.

Image 5. Well-being and health promotion working groups during the council term



At the national level, the management and coordination of cities' and municipalities' well-being and health promotion work is monitored with the help of THL municipal administration's TEAviisari tool. In this respect, Helsinki has reached an excellent level for the last five years.



4.3 Legislation and recommendations guide the content

Legislation and various national recommendations guide and support the City of Helsinki's work to promote well-being, health and safety, as well as the preparation, implementation and reporting of the welfare plan.

It is provided in Section 1 of the Local Government that Municipalities shall advance the well-being of their residents and the vitality of their respective areas, and shall arrange services for their residents in a way that is financially, socially and environmentally sustainable. In connection with the health and social services reform, the work of municipal welfare and health promotion is regulated in more detail in Section 6 of the Act on Organising Healthcare and Social Welfare Services (*Promotion of welfare and health in municipalities*). As Helsinki will continue to be the only municipality in Finland with responsibility for organising health and social services and rescue services from the year 2023 onwards, section 6 of the Act on Organising Healthcare and Social Welfare Services provides for different social welfare obligations for Helsinki than for other municipalities. In the future, work to promote well-being, health and safety will be carried out in Helsinki as a joint effort of all divisions and the City Executive Office.

According to Section 6 of the Act on Organising Healthcare and Social Welfare Services, municipalities must promote the well-being and health of their residents. The municipality has the primary responsibility for promoting well-being and health to the extent that this task is linked to other statutory tasks of the municipality.

The law obliges the City of Helsinki to

- set objectives for the promotion of well-being and health in its strategic planning and define actions to support these objectives
- take into account in its decision-making the estimated impact of its decisions on people's well-being and health by population group
- cooperate in the promotion of well-being and health among the different divisions of the municipality
- appoint a responsible party for the promotion of well-being and health
- monitor the living conditions, well-being and health of the residents and the factors affecting them by area and population group

- report annually to the council on the well-being and health of local residents, the factors influencing them and the actions taken
- prepare a welfare report and plan for the council on the above issues during each council term (the City of Helsinki will prepare a welfare report and plan in cooperation with the HUS Group)
- cooperate in the promotion of well-being and health with other public actors, private companies and non-profit organisations engaged in well-being and health promotion work in the municipality and promote the operating conditions and opportunities of organisations engaged in well-being and health promotion work in the promotion of well-being and health
- cooperate with the HUS Group in promoting well-being and health and support it with expertise (obligation concerning the municipalities in Uusimaa)
- negotiate at least once a year with HUS and other public actors, private companies and non-profit organisations engaged in well-being and health promotion in the municipality on the objectives, measures, cooperation and monitoring of well-being and health promotion (obligation concerning the City of Helsinki).

The content of the welfare plan is also guided by Section 12 of the Child Welfare Act, Section 5 of the Act on Care Services for the Elderly and Section 5 of the Act on Organising Alcohol, Tobacco, Drugs and Gambling Prevention. These acts are part of the Sote100 legislative package passed by the Parliament (HE 56/2021). According to the legislative package, the welfare plan for children and young people and the welfare plan for the elderly population will be prepared as part of the municipal welfare plan in accordance with Section 6 of the Act on Organising Healthcare and Social Welfare Services. With regard to preventive substance abuse work, the planning and reporting obligations in accordance with Section 6 of the Act on Organising Healthcare and Social Welfare Services will be applied in the municipality.

The Government proposal (HE 19/2022 vp) for the amendment of the Pupil and Student Welfare Act contains a separate entry for the City of Helsinki. The City of Helsinki must include in the municipal welfare plan for children and young people referred to in Section 13 a plan for cooperation between the wellbeing services county and education providers to implement student welfare services, taking into account linguistic rights. The legislation under reform obliges to include the welfare plan for children and young people in the municipal welfare plan, so the plan based on the Pupil

and Student Welfare Act must be included in the city-level welfare plan in the future.

The Sote100 legislative package (HE 56/2021) for maternity and child health clinics has been passed by the Parliament in accordance with the report of the Social Affairs and Health Committee (StVM 9/2022). In the future, the City of Helsinki will be required to draw up a regional maternity and child health clinic plan for the implementation of the maternity and child health clinic services that are the responsibility of the wellbeing services county (in Helsinki, the Social Services, Health Care and Rescue Services Division). For the City of Helsinki, the maternity and child health clinic plan must be appended to the municipal welfare plan for children and young people. The legislation under reform obliges to include the welfare plan for children and young people in the municipal welfare plan, so the regional maternity and child health clinic plan must be included in the city-level welfare plan in the future.

The Act on Organising Healthcare and Social Welfare Services requires the City of Helsinki to draw up a strategy for healthcare and social welfare services for the planning and management of its finances and operations. The service strategy decides on the long-term goals for the implementation of healthcare and social welfare for which the city is responsible. The service strategy outlines, for its part, the promotion of well-being, health and safety in the Social Services, Health Care and Rescue Services Division as part of the organising task.

As part of the health and social services reform, the City of Helsinki, the wellbeing services counties in Uusimaa and HUS will prepare a HUS organisational agreement. The organisational agreement is a mutual agreement between Helsinki, the wellbeing services counties in Uusimaa and the HUS Group, which will be re-established under an agreement, in which the parties agree on the division of labour, cooperation and coordination of activities for the organisation of health care services. The first organisational agreement is expected to be completed during 2022. The preparation, minimum content and approval of the HUS Group agreement on organising healthcare services in Helsinki and Uusimaa are laid down in the Act on Organising Healthcare, Social Welfare and Rescue Services in the Region of Uusimaa. In the future, the well-being and health promotion cooperation between the wellbeing services counties in Uusimaa, Helsinki and the HUS Group will be implemented as part of the agreement on organising healthcare services in Helsinki and Uusimaa.

In addition to legislation, the content of the welfare plan is guided by numerous national recommendations and programmes, such as the Government resolution and implementation plan 'Promotion of wellbeing, health and safety 2030', the UN Agenda 2030 for Sustainable

Development, the National Child Strategy, the Action Plan for Combating Racism and Promoting Good Relations between Population Groups, the Substance Use and Addiction Strategy, the National Mental Health Strategy and the National Programme on Ageing. Development work for the promotion of well-being and health is also carried out as part of the Sustainable Growth Programme for Finland and related national cooperation. All of these have been taken into account in the welfare plan, where applicable.

If necessary, the contents of the welfare plan will be inspected and modified in the manner required by law in cooperation with the HUS Group during the council term.

4.4 Knowledge base of the welfare plan

In addition to the city strategy, the preparation of the content of the welfare plan is influenced by statistics, research and other information on the state and development of the well-being of the population. According to the law, the municipality must monitor

the living conditions, well-being and health of the residents and the factors affecting them by area and population group. The knowledge base has been extensively discussed in the building of the welfare plan.

In Helsinki, an extensive analysis of the operating environment regarding the state, development and challenges of the well-being of different population groups is prepared once a council term. The analysis of the operating environment includes extensive information on the population and living conditions, the development of the urban space and structure and the economy and labour market. The analysis of the operating environment includes an analysis of the city's change trends and is regularly updated. Published at the end of the council term, an extensive welfare report, the Helsinki Health and Welfare Barometer, was also used in the preparation.

The Urban Research and Statistics Unit of the City of Helsinki conducts extensive research related to the well-being and health of the city residents and acquires materials from nationally implemented surveys, such as the School Health Survey and the FinSote survey, for the use of the city. The Urban Research and Statistics Unit also conducts its own surveys (e.g., the Helsinki Barometer, the Helsinki safety survey). These acquired materials and the unit's own surveys enable a more detailed and in-depth study of various phenomena. Maintained by the unit, the stat.hel.fi database provides plenty of good indicator information on the well-being and health of Helsinki residents.

4.5 Relationship between the welfare plan and the city's other programmes and plans

Municipalities are obliged to draw up various plans, and big cities also have various programmes to promote the well-being and health of their residents. Development also takes place in self-financed or externally funded projects, and in recent years, for example, the Future Health and Social Services Centres programme has

invested extensively in the development of health and social services but also in the development of entities related to well-being and health promotion.

The sets of objectives of the more extensive plans and programmes of the City of Helsinki have not been included in the plan as such, although they do contribute to the well-being, health and safety of the city residents. These contents are mainly managed through the plans and programmes' own objectives and actions, and reporting on them is done in separately agreed ways. At the city level, the plans and programmes mentioned in the image extensively promote the well-being, health and safety of Helsinki residents from different perspectives.



5. Monitoring and reporting of the welfare plan

According to Section 6 of the Act on Organising Healthcare and Social Welfare Services, the municipality must report annually to the council on the well-being and health of local residents, the factors influencing them and the actions taken. The annual and council-term reporting has been built as part of the city-level financial and operational annual schedule. The content of the report is based on the review of the objectives, actions and indicators selected for the welfare plan and highlights successes and challenges in promoting well-being and health. The report is called the Helsinki Health and Welfare Barometer, and it is submitted to the council for information in connection with the discussion of the financial statements in the spring. A more comprehensive welfare report will be prepared at the end of the council term, and its content, in addition to the information provided by the Urban Research and Statistics Unit, will always serve as the information base for the next council term's welfare plan.

The sets of objectives in the welfare plan have their own result and process indicators, and the monitoring system will be built during the autumn of 2022. The population-level monitoring indicators of the welfare plan describe changes in the well-being, health and safety of the population. The selected social quality framework aims to locate the effectiveness of the welfare plan by examining the implementation of its sets of actions in relation to the selected indicators. The assessment also examines the successes from the perspective of the residents' physical functional capacity, mental and social well-being and everyday living environment. The Helsinki Health and Welfare Barometer was published three times during the previous council term in the publication series of the Urban Research and Statistics Unit. Workshops on monitoring data, which proved to be successful during the previous council term and where the accumulated monitoring data was analysed in

various working groups and challenges and successes were raised for the report, will be continued.

In the future, the reformed tasks of the health and social services reform related to reporting and monitoring will also be taken into account, for example the common well-being and health promotion knowledge base made for Uusimaa. In addition, the well-being and health promotion coefficient is an addition to the central government transfer for municipalities and a reason for state financing of duties related to health and social services for wellbeing service counties (Helsinki's Social Services, Health Care and Rescue Services Division), i.e. a financial incentive for well-performed and successful welfare work.

The well-being and health promotion coefficient will be introduced in the municipalities in 2023, and it is estimated that it will amount to approximately €2.6 million

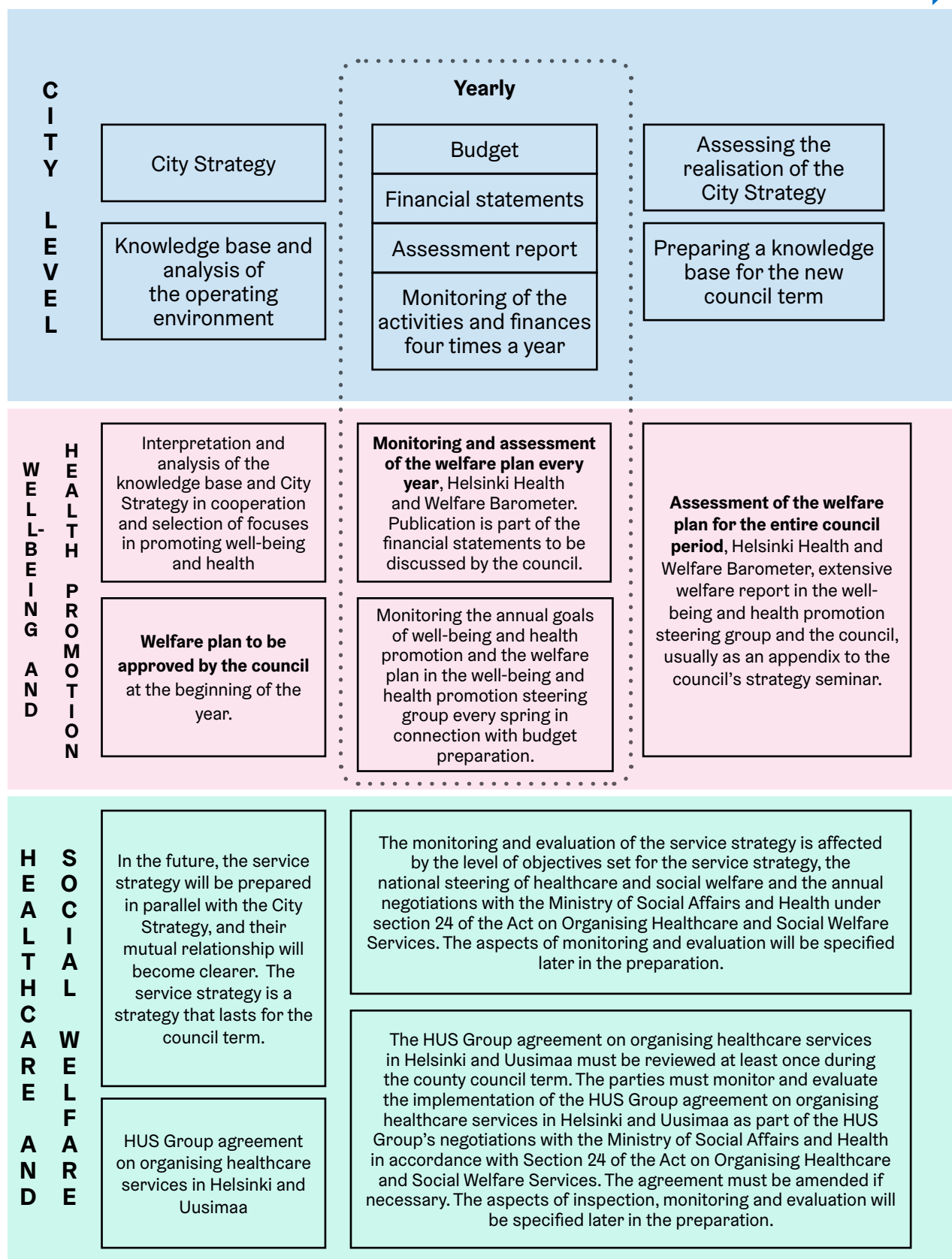
in state subsidy for well-being and health promotion work in Helsinki. The well-being and health promotion coefficient for the wellbeing services counties will also be introduced at the beginning of 2023, but the funding based on the coefficient will be allocated on the basis of indicators describing activities and results for the first time in 2026. Prior to this, the amount according to the well-being and health promotion coefficient for the wellbeing services counties will be divided according to the population.

The reporting package also includes the identification of effective operating models, and the development work will be launched in autumn 2022. The monitoring of the welfare plan will also be partly published on the website for promoting well-being and health in late 2022..

Welfare plan preparation and reporting as part of city-level work

Start of the council term

End of the council term



Appendices



Appendix 1. Specification of the plan in accordance with the Child Welfare Act

The so-called Sote100 legislative package (HE 56/2021) has been passed by the Parliament in accordance with the report of the Social Affairs and Health Committee (StVM 9/2022). They describe a separate solution for Helsinki with regard to Section 12 of the Child Welfare Act (Plan for the wellbeing of children and young people). In the future, the City of Helsinki must include in the plan the information required from both the municipality and the wellbeing services county (in Helsinki, the Social Services, Health Care and Rescue Services Division). In addition, the welfare plan for children and young people must be included in Helsinki's city-level welfare plan (Act on Organising Healthcare and Social Welfare Services, Section 6).

According to Section 12 of the current Child Welfare Act, the welfare plan for children and young people must include the following information for the planning period:

1. the growth environment and state of well-being of children and young people
2. actions and services to promote the well-being of children and young people and prevent problems
3. the need for child protection in the municipality
4. resources to be reserved for child protection
5. the child protection service system available for carrying out the tasks in accordance with the Child Welfare Act
6. organising cooperation between different authorities and communities and institutions providing services to children and young people
7. the implementation and monitoring of the plan.

The data describing the well-being of children and young people in Helsinki has been compiled in an analysis of the operating environment, a separate database and the Helsinki Health and Welfare Barometer. The information is updated on a regular basis and used to focus health and welfare promotion as a part of financial and operational planning and management. The existing knowledge base is used in the building of the welfare plan. In addition, various statistical and research data on the well-being of different population groups will be published.

Due to the extent of the services, not all the prerequisites of the law have been included in this welfare plan as separate entities. Below is a description of where the information required by Section 12 of the Child Welfare Act can be found for the City of Helsinki.

Actions and services that promote children's and young people's well-being and prevent their marginalisation are produced by the Education Division, Culture and Leisure Division, Social Services and Health Care Division and Urban Environment Division. The operational rules of the divisions define the organisation, tasks and management of the various services in each division. The child welfare service system is described in the Social Services and Health Care Division's operational rules. The city's annual budget allocates resources to the implementation of various services.

The objectives for the council term are set out in the City Strategy. In the strategy for 2021–2025, the goal is to prevent the accumulation of problems of children, young people and families and the need for child welfare. The aim is to stop the growth in the number of child welfare clients and make it decrease. The implementation of the City Strategy is monitored by means of a separate set of indicators, in which one set of objectives is "Preventing an upward trend in the number of child welfare customers".

The resources reserved for services for children and young people are decided on an annual basis in the city budget along with the other resourcing targeted at children and young people. The budget of the Social Services and Health Care Division takes into account, among other things, the reform of the Child Welfare Act and the resulting tightened staffing ratio. Services are also provided by several third-sector organisations and companies that also act as the city's partners in the work on children's and young people's well-being.

In addition, the services for children and young people are guided by the city's early childhood education plan, curriculum for basic education, curriculum of the general upper secondary school and the student welfare sections in them.

The implementation of the city strategy is monitored with qualitative and quantitative indicators during the 2021–2025 council term. The realisation of the strategy will be reported to the City Council in mid-term. During the year, the city publishes monitoring reports on the realisation of the finances and, in spring each year, the financial statements for the previous year.

There is already a lot of organisational cooperation in Helsinki, and many organisations and other partners have been involved in producing content for the welfare plan. New tasks have also been recorded in the health and social services reform legislation, which will strengthen organisational cooperation in Helsinki and create an operating model for the implementation of the new negotiation obligation.

Appendix 2. Specification of the plan in accordance with the Act on Care Services for the Elderly

The so-called Sote100 legislative package (HE 56/2021) has been passed by the Parliament in accordance with the report of the Social Affairs and Health Committee (StVM 9/2022). They describe a separate solution for Helsinki with regard to the Act on Supporting the Functional Capacity of the Older Population and on Social and Health Services for Older Persons, Section 5 (Plan to support the older population). In the future, the City of Helsinki must include in the plan the information required from both the municipality and the wellbeing services county (in Helsinki, the Social Services, Health Care and Rescue Services Division). In addition, the plan to support the older population must be included in Helsinki's city-level welfare plan (Act on Organising Healthcare and Social Welfare Services, Section 6).

According to Section 5 of the current Act on Supporting the Functional Capacity of the Older Population and on Social and Health Care Services for Older Persons, local authorities must draw up a plan on measures to support the wellbeing, health, functional capacity and independent living of the older population as well as to organise and develop the services and informal care needed by older persons. The plan must underpin living in the own home and measures to promote rehabilitation. The plan must be drawn up as a part of the strategic planning of local authorities. The plan is approved by the local council, and it has to be updated every term of office of the council.

The plan must

1. evaluate the state of wellbeing among the older population, the adequacy and quality of the services available to the older population and factors affecting the service needs of the older population
2. determine the objectives to support the wellbeing, health, functional capacity and independent living of the older population as well as to develop the volume and quality of the services provided for the older population
3. determine the measures by which local authorities must implement the objectives referred to in paragraph 2, as well as estimate the resources needed by local authorities to implement the measures
4. determine the responsibilities of the different spheres of responsibility of the municipality in implementing the measures referred to in paragraph 3
5. determine how local authorities must cooperate with the bodies referred to in Section 4(2).

Due to the extent of the services, some of the statutory requirements have not been included in this welfare plan as separate entities. Below is a description of where the information can be found for the City of Helsinki.

Actions and services directed at the elderly are produced by the Education Division, Culture and Leisure Division, Social Services and Health Care Division and Urban Environment Division. The operational rules of the divisions define the organisation, tasks and management of the various services in each division. The city's annual budget allocates resources to the production of various services.

A comprehensive information package on services for the elderly has been compiled in the service guide. In addition, the Seniori Info website contains information on different aspects of housing, health services, memory, etc.

The data describing the well-being of the elderly has been compiled in an analysis of the operating environment and on the website on elderly people in Helsinki. The information is updated on a regular basis and used to focus health and welfare promotion as a part of financial and operational planning and management. The existing knowledge base is used in the building of the welfare plan. Another source of information is the Helsinki Health and Welfare Barometer, an extensive welfare report. Representatives of the Elderly Citizens Council participated in a workshop to produce content for the report and identify challenges and successes.

Some of the sets of objectives in the Helsinki Welfare Plan have been built in cooperation with organisations and other partners. New tasks have also been recorded in the health and social services reform legislation, which will strengthen organisational cooperation in Helsinki and create an operating model for the implementation of the new negotiation obligation. The Future Health and Social Services Centres programme includes extensive development of services directed at the elderly, such as treatment chains for the elderly, informal care, rehabilitation and age-specific mental health and substance abuse services. In addition, services supporting home care and living at home for elderly citizens are developed in 2022–2023 in the project funded by the Ministry of Social Affairs and Health for the development of services supporting living at home.

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