

# Annual Report 2022

Helsinki

A vibrant scene of cherry blossoms in full bloom, with people sitting on a grassy lawn and bicycles parked nearby. The image is a cover for an annual report, featuring a large, bold title 'Annual Report 2022' at the top. The background is a lush, pink cherry blossom grove. In the lower right, a group of people is sitting on the grass, and a bicycle is parked nearby. The word 'Helsinki' is written in a white, rounded font inside a white outline box at the bottom left.

The word "Helsinki" is written in a bold, black, sans-serif font. It is enclosed within a black outline that forms a speech bubble shape, with a pointed bottom and rounded top corners.

**Helsinki**

# City of Helsinki

Founded 1550

Capital of Finland since 1812

Population (2022) 664 028

Total area 719 km<sup>2</sup>

Land area 217 km<sup>2</sup>

Shoreline 131 km

Helsinki was founded in 1550 by King Gustav Vasa of Sweden. Helsinki was moved from its original location at the mouth of the Vantaa river to its present-day location on the Helsinki peninsula in the 1640s during the reign of Queen Christina of Sweden. Alexander I, Emperor of Russia, named Helsinki the capital of Finland in 1812, three years after Finland became an autonomous Grand Duchy of the Russian Empire.

Finland became an independent nation in 1917, and Helsinki remains the Finnish capital. Helsinki is today the hub of an economic area of about 1.5 million people and more than 700,000 jobs.





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# Message from the Mayor

The year 2022 started out under the shadow of the COVID-19 pandemic, but happily, we were soon able to return to life as we once knew it. We were able to get together in person again, enjoy normal togetherness and attend cultural and sporting events with others. In short, we were able to live the kind of everyday life we were once accustomed to – something we are all bound to appreciate even more in our post-pandemic world. Fortunately for the city organisation and Helsinki's overall vitality, we have also been able to return to on-site and hybrid work.

The pandemic may no longer be in the headlines, but its impact lingers. For many, it caused a decline in general wellbeing that will need to be addressed for years to come. Despite the stressful pandemic and our worsening labour shortage, we managed to lay the groundwork for the nationwide reform to health and social services as planned. Helsinki has a unique position in comparison to the rest of Finland: Unlike the country's other municipalities, the City of Helsinki remains solely responsible for organising its own healthcare, social welfare and rescue services, as it will not become part of a new wellbeing services county. Going forward, funding for these important services in Helsinki will be provided by the state.

The year 2022 will be recorded in the history books as the year full-scale war broke out in Ukraine, after Russia's attack in February. War in Europe has reminded us of our priorities. Helsinki has offered Ukraine material and monetary support, while also providing accommodation and aid to families fleeing the conflict. Helsinki will continue its solemn commitment to help the people of Ukraine.

The war has also made the significance of city preparedness even more apparent. We devoted special attention to this in 2022, cooperating with other cities and allocating enhanced resources to preparedness and security of supply in the City of Helsinki organisation.

Another different kind of crisis that characterised 2022 had to do with the city's broad-scale payroll problems. After a string of previous decisions and preparation work, the City of Helsinki adopted a new Sarastia payroll administration

system in the spring that proved to have extremely regrettable and serious consequences. This caused undue problems for our employees, for which I am very sorry.

We implemented several measures in 2022 to stabilise the payroll situation, allocating as many resources to remedying the issues as were necessary. We managed to slowly turn the situation around during the year, and now in early 2023, the incidence of payroll errors is already lower than with our previous system, although there is still work to be done. It is my hope that we will gradually be able to regain the trust of our employees; we are working diligently towards this goal every day.

Once again, I wish to extend my sincere gratitude to our employees for their hard work in 2022, as well as for your flexibility and patience. You are all, without a doubt, Helsinki's most important resource. The City of Helsinki exists for its people. As Mayor, I therefore seek to make Helsinki a city that looks and feels like its employees, residents and visitors alike. Thank you for coming together to build a better Helsinki.

The greatest problem our service production is confronting at present is a labour shortage, which cannot be mitigated without significant national reforms and resolute action from the city itself. Regardless of how we go about tackling this issue, we must have a robust economy. Only a well-managed city economy can help us overcome these kinds of internal and external pressures.

Helsinki is an open, liberated and progressive city in which people have the freedom to live their lives as they see fit. This is something that we want to hold on to and defend. Nothing will dissuade us in our pursuit of our goal: to make Helsinki a good city for all its residents and visitors – a place where everyone enjoys safety and equal rights. Now and in the future, Helsinki must be an egalitarian city where all lifestyles and opinions can co-exist in harmony. Let's continue to work together to make sure this is so.

**Juhana Vartiainen**  
*Mayor*







# City Manager's review

Our ardent hope at the start of 2022 was that we could put the exceptional circumstances of the last few years behind us and continue our work under normal, stabilised conditions. Unfortunately, that did not happen. Although the COVID-19 pandemic subsided during the year, it was soon replaced by another nightmare that affected the whole of Europe.

In February, Russia launched a large-scale, illegal and barbaric invasion of Ukraine. In many respects, the invasion also changed the environment in which the City of Helsinki operates.

Growing global economic uncertainty and soaring energy prices, direct consequences of the war in Ukraine, also directly affect us, the City of Helsinki and its residents, in addition to increasing the demand for services. People fleeing the war in Ukraine and arriving in Finland have received a warm welcome, and they too need services in areas ranging from education to job-seeking.

One of the past year's greatest undertakings in the city was the successful implementation of the health and social services reform that entered into effect at the start of 2023. Different from the rest of the country, the City of Helsinki will continue to organise its own social, health and rescue services. The finances and budgets of the city's Social Services, Health Care and Rescue Services Division and its other municipal operations were however separated as a result of the reform.

Under these new circumstances, it is more important than ever for us to preserve the idea of a single united Helsinki. We seek to be a cohesive and service-oriented city for our residents, businesses and cooperation partners.

Another organisational change, albeit a much smaller one in scale, was the transfer of the city's basic digital services to a new company, DigiHelsinki. Approximately one hundred City Executive Office employees were moved as a

result. DigiHelsinki develops, produces and sells digital services that support the operations of the entire city. The change is expected to increase customer orientation and flexibility in a field that is in a decisive position for development of the city.

In city management, we adopted a new model for monitoring the implementation of the City Strategy. As a result, the programme groups of city management began to examine the implementation of the strategy by theme, such as from the perspective of climate and segregation. This change served to make monitoring significantly more rigorous.

In addition to our successes, the year also included a few failures and difficulties. The worst of these was the payroll payment problems that emerged in connection with the deployment of the new HR and payroll management system. This has caused unreasonable personal consequences for many city employees.

I am very sorry for this failure and cannot apologise for it enough. The City of Helsinki should have been able to do better.

By the autumn, after much hard work, the number of payroll issues began to fall. At the end of the year, the number of new errors being encountered was already below the level of the previous payroll system, but there is still work to be done.

Finally, most importantly, I would like to say thank you. I would like to extend my gratitude to the city's employees, who enthusiastically tackle every issue, work hard and set their sights on the future. Our employees are a major asset, not just in speeches, but above all in our everyday work. Our goal is a vibrant and dynamic Helsinki where every resident can live the kind of life they want. That is the reason we do our work.

**Sami Sarvilinna**  
*City Manager*



## City Manager Sami Sarvilinna

### City Executive Office functions

- Planning, preparation and executive body of the City Council and the City Board
- Development of the city
- Internal audits

### Central Administration

- City Executive Office
- Service Centre municipal enterprise
- Financial Management Services municipal enterprise
- Occupational Health Centre municipal enterprise
- Construction Services Public Utility

## Key figures



Share of total operating expenses 6%

# City Executive Office

*Helsinki City Executive Office functions as the planning, preparation and executive body of the City Council and the City Board. The Executive Office is in charge of developing the City and manages its central administration. It operates under the City Board.*

After two years of COVID-19, the city was able to return to near normal conditions with the lifting of extensive restrictions at the start of the year. However, it did not take long for the next Europe-wide and global crisis to emerge as Russia launched a full-scale invasion of Ukraine in February. This not only led to great human suffering and destruction in Ukraine, but also posed global economic problems, a large-scale energy crisis and a threat to the security of Europe as a whole.

The war was felt in the city organisation and its different divisions as an increased need for services. People fleeing Ukraine were provided with education, health care and other services. Crisis preparedness was planned and practised and related guidelines were updated. The city also donated rescue equipment and money to Ukraine, among other things.

**The aim is for the Social Services, Health Care and Rescue Services Division and municipal Helsinki to operate smoothly together despite having separate finances.**

## **Social Services, Health Care and Rescue Services Division separated from the City**

The City Executive Office ensured the smooth running of the city and its decision-making and provided the framework for good governance. The city's governing bodies continued to hold their meetings online for nearly the entire year, with the exception of the City Council. The

City Council made decisions on approximately 300 issues, while the City Board resolved approximately 800. The process of handling city councillors' initiatives was updated with the aim of streamlining it.

The City Executive Office participated in the preparation of the biggest administrative reform in Finland's history: the national health and social services reform. The reform resulted in the establishment of the new Social Services, Health Care and Rescue Services Division for Helsinki, the finances of which were separated from those of the city.

The new organisation commenced operation at the start of 2023, significantly changing the budget structure and funding model of the city of Helsinki. The aim is for the Social Services, Health Care and Rescue Services Division and municipal Helsinki to operate smoothly together despite having separate finances.

The City Executive Office was directly affected by another important organisational change as well: Basic digital services were transferred to the newly established DigiHelsinki company along with approximately one hundred employees from the City Executive Office's Strategy Department. The company produces and develops digital services for the entire city organisation.

## **Support for entrepreneurs and employment**

No-cost business advisory services from the City Executive Office's Economic Development Department reached over 2,600 clients during the year, and these clients went on to establish nearly a thousand companies. Over a third of the clients were non-Finnish speakers, and



clients were served in a total of nine languages. Thousands of people also participated in the Department's cooperation with universities and training courses supporting entrepreneurship and innovation.

The year was the first full year of the local government pilot on employment. The pilot will lead to permanent change, meaning that the city will continue to be responsible for unemployed people and users of employment services who are not entitled to earnings-related unemployment allowance and jobseekers who are under the age of 30 or immigrants or non-Finnish speakers.

Helsinki's economy and employment developed well for the most part. The unemployment rate in Helsinki was 11.4% at the start of the year and decreased to 10.4% by the end of the year. In 2021, it was almost 15% at its worst. Helsinki's employment services served an average of 46,000 residents per month.

The Russian invasion of Ukraine caused a dip in tourism in the spring, but tourist numbers began to rise again in May. In July, Helsinki recorded the highest ever number of domestic overnight stays. International overnight stays remained approximately a third behind pre-COVID levels.

## Problems in payroll administration

In April, the city deployed a new HR and payroll administration system, Sarastia. The realised risks of the deployment were worse than anticipated, resulting in a payroll crisis in the spring and summer. At the height of the crisis, employees were left entirely without pay, or were paid too little or too much. The stabilisation of payroll administration is still in progress.

One of the challenges that need to be addressed by the city is the labour shortages affecting several sectors. These shortages are currently affecting early childhood education and certain jobs in the social services and health care sector in particular. The problems have been tackled through means including pay solutions, such as the city's own salary development programme, with which the city seeks to complete for skilled employees.

Personnel problems were reflected in the re-

sults of the Kunta10 study of wellbeing. Even so, the work of immediate supervisors was deemed good on average, and employees view their work for the city as being meaningful.

## City website overhauled

The city's most important communications and service channel, the hel.fi website, which receives more than 19 million visitors per year, was overhauled. The work was contributed to by over 4,000 city residents. A large part of the new website was published by the end of the year. The Info Finland website, which is aimed at people moving to Finland and available in twelve languages, was also overhauled.

Helsinki's joint feedback system was also developed with the aim of streamlining the processing of feedback so that residents could be provided with answers to their questions and comments quickly. At the same time, the aim is to make more efficient use of feedback data in city operations.

Helsinki's participatory budgeting system OmaStadi has reached residents well, but users have found the process to be complicated and heavy. Solutions to this have been sought through service design.

The City of Helsinki's internal audit, which operates under the City Manager, assessed the realisation of good management and administrative practice in the city organisation. In October, the city opened an internal reporting channel through which potential issues can be highlighted and addressed at an early stage.

**Helsinki's participatory budgeting system OmaStadi has reached residents well, but users have found the process to be complicated and heavy. Solutions to this have been sought through service design.**



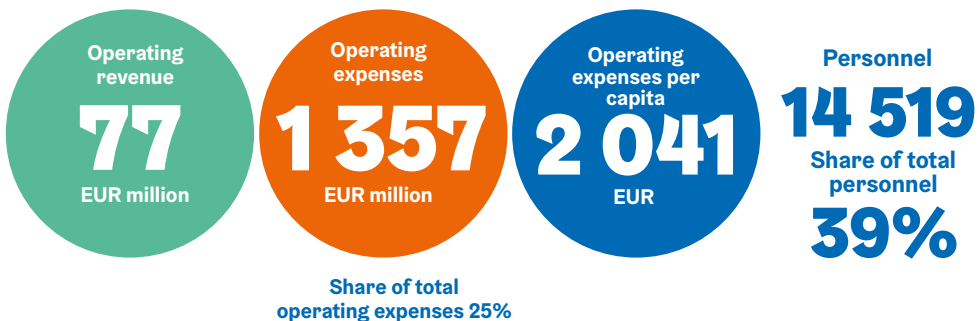
## Deputy Mayor Nasima Razmyar, Social Democratic Party

Chair of Education Committee

## Satu Järvenkallas, Executive Director

- Early childhood education and pre-primary education
- Comprehensive school
- General upper secondary school and vocational education and training, including the Finnish-language Adult Education Centre
- Swedish-language education services, including the Swedish-language Adult Education Centre Arbis

## Key figures



# Education Division

*The Education Division oversees the City of Helsinki's early childhood education, pre-primary education, basic education, general upper secondary education, vocational education and training provided in Finnish and non-formal adult education.*

The end of the COVID-19 pandemic was a relief for the Education Division, but Russia's brutal attack on Ukraine shocked and changed the operating environment. Ukrainian refugees also arrived in Helsinki, where they and their children were provided with education and training and other services.

The Education Division made preparations for the energy crisis caused by the war and potential electricity distribution disruptions. Instructions on operational safety were issued to daycare centres and educational institutions. However, no major problems actually occurred.

Among the year's most important themes were the development of pupils' wellbeing and emotional and interaction skills. Schools are more than places of study. They also build a shared community spirit and provide young people with opportunities to experience societal participation, aspects that Helsinki's schools wish to strengthen further.

The Education Division serves more than 200,000 residents of Helsinki at over 600 locations every year with the help of nearly 15,000 employees. One of the city's top priorities is to make Helsinki the most equitable and effective place to learn in the world.

## **Everyone has a friend at daycare**

Helsinki's curriculum for early childhood education and care was updated to correspond to the new Early Childhood Education and Care Act, which entered into effect in August. The city's also updated its own curriculum priorities, which include building a sustainable future, encouraging reading and promoting an active lifestyle.

Daycare centres have been issued the goal of making sure that every 4–6-year old has at least one friend. In a measurement carried out with a drawing exercise, for example, over 99% of children had at least one friend.

The participation of the youngest children (1–2-year-olds) in daycare continued to grow, reaching 60%. The participation of children whose first language is something other than Finnish or Swedish in early childhood education also increased. Attending daycare is understood to be beneficial for children's language development and the success of their future school journey.

Customer satisfaction in early childhood education remained high. The majority of parents and guardians are of the opinion that children are well cared for in daycare and have the opportunity to engage in a wide variety of play and activities there. Parents and guardians feel that daycare staff treat them with respect and are friendly.

**One of the city's top priorities is to make Helsinki the most equitable and effective place to learn in the world.**

One major problem in early childhood education is a shortage of staff, which has forced the city to close down some of its playgrounds. The staff shortage was tackled by means of incentives and additional remuneration and closer cooperation between educational institutions, for example. Major assistance was provided by the so-called quick response group, which provided substitutes for daycare centres suffering from staff shortages.

## **Increasing enthusiasm for reading**

In basic education, the aim was to bridge the learning gap caused by the COVID-19 pandemic. The lifting of travel restrictions and arrival of Ukrainian refugees and other immigrants caused an influx of new preparatory education pupils.

The number of pupils in Finnish-language basic education was approximately 43,000. Of these, 14.5% were pupils with special needs. The number of foreign-language pupils increased, accounting for approximately one quarter of pupils.

Studies show that children's reading skills have deteriorated, and one of the priorities in basic education was to increase enthusiasm for reading. Helsinki's strategic objective of becoming the capital of reading and literacy was advanced by training teachers, for example. The performance of Helsinki's third grade pupils in mother tongue and mathematics corresponded to the national average.

Comprehensive school graduates transitioned smoothly to upper secondary education, with almost everyone receiving a study place by the end of August. Those in need of support were provided with preparatory education for an upper secondary qualification (TUVA).

The needs-based funding calculation model of schools was updated. As a result, funding is now increasingly allocated to where support is most needed, and schools can form smaller groups. The aim is to prevent unwanted social segregation.

## **General upper secondary school and vocational education and training are appealing**

In the 2022 joint application procedure, nearly 60% of comprehensive school graduates applied to general upper secondary education. A great deal of attention was paid to maintaining pupils' wellbeing at general upper secondary schools. The adoption of a safe working environment model commenced during the year.

General upper secondary schools also returned to normal by once again organising the 'penkinpainajaiset' school-leaving festivities and the formal dance for second-year students, although later than normal.

Helsinki Vocational College and Adult Institute is the largest educational institution in Finland to provide vocational upper secondary education and training, continuing education and apprenticeship training. It has approximately 22,000 students, operates in 14 locations and

provides 62 different qualifications in total. Its students are mostly adults, with approximately 43% speaking something other than Finnish or Swedish as their first language. In the spring, Helsinki Vocational College and Adult Institute established a Ukraine team to provide guidance on employment and studies to Ukrainians.

Helsinki Vocational College and Adult Institute was rated highly in both the national VET feedback survey and its own survey. The topping out ceremony of the Myllypuro campus was held in the autumn, and the construction of the Roihupelto campus was commenced.

## **Swedish-language integration**

Helsinki's Finnish Adult Education Centre and Swedish Adult Education Centre Arbis also returned to a nearly normal teaching schedule early in the year following the lifting of COVID-19 restrictions. Early in the year, student numbers were still negatively impacted by the pandemic, however.

The Adult Education Centre succeeded in raising the proportion of foreign-language students to 17.5%. The range of available studies included Finnish as a second language and reading and writing for immigrants. The Centre also organised tailored language courses for Ukrainians.

Both the Finnish Adult Education Centre and Swedish Adult Education Centre Arbis attracted a large number of seniors to participate in their sports and dance courses.

The objective of the Education Division's Swedish-language services is integration: the aim is to provide access to Swedish-language services starting from daycare and basic education to everyone who wants them, regardless of participant's first language.

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## Deputy Mayor Anni Sinnemäki, Greens

Chair of Urban Environment Committee

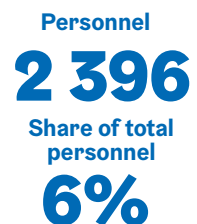
## Ville Lehmuskoski, Executive Director

- Land use and city structure
- Buildings and public areas
- Services and permits

### Division organisations

- Rescue Department

## Key figures



Share of total operating expenses 17%

# Urban Environment Division

*The Urban Environment Division is in charge of planning, building and maintaining Helsinki's urban environment, as well as the City's building control and environmental services. It implements the City Strategy's vision of Helsinki as the most functional city in the world.*

The main objective of the Division is to create the conditions for growth for the city. Reconciling increasing urban density with local nature preservation is often challenging.

During the year, the city planned out more than 700,000 square metres, with infill construction accounting for well over half of this. The year saw construction begin on over 5,000 new dwellings, with the city itself commencing the construction of approximately 600 dwellings. Both figures fell well below the target. The areas that saw the most construction were Pasilia, the city centre, Kalasatama and the development zone of the Jokeri Light Rail line.

The reason for the decline in construction was the market disruptions caused by the Russian invasion of Ukraine, which dramatically increased prices and hampered the availability of materials.

**In August, the City Board approved updates to the Carbon Neutral Helsinki Action Plan, which emphasises the need for major systemic change.**

## **Systematic emissions reductions**

One of the goals of the Helsinki City Strategy is for the city to become carbon neutral by 2030, which means that at that point, activities in Helsinki will no longer warm the climate. Achieving this goal requires measures focusing on transport, energy solutions and the urban structure in particular.

In August, the City Board approved updates to the Carbon Neutral Helsinki Action Plan, which emphasises the need for major systemic change. According to the plan, emissions will be reduced by at least 80% from the 1990 reference level by 2030, while the remainder can be compensated for. Current measures will not be sufficient for achieving this goal, as a result of which further effective measures are needed. In the future, the city's plan to reduce emissions will be updated annually and progress will be reported by sector.

In addition to climate change prevention, the Action Plan emphasises climate change adaptation through natural stormwater management and climate-sustainable construction, for example.

Other objectives concerning climate responsibility and nature conservation have also been advanced. The city examined the prerequisites for implementing wind power in Helsinki and is developing the utilisation of geothermal heat, switching to LED-based lighting, preparing for floods and the rising sea level, and looking for ways to achieve emission reductions in transport. All of the City of Helsinki's newly constructed housing production locations have complied with energy class A, in addition to which the energy efficiency of service facilities has been improved.

## **Jokeri Light Rail and Crown Bridges Light Rail progressing**

The construction of the city's rail traffic network continued on many fronts. The construction of the Jokeri Light Rail line between Itäkeskus in Helsinki and Keilaniemi in Espoo progressed

faster than planned. Test drives commenced in the autumn, and the light rail line will be completed well ahead of schedule in 2023.

The development of the Crown Bridges Light Rail line between the inner city and Kruunuvuorenranta and the light rail line from Kalasatama to Pasila also proceeded as planned. The next project to proceed to the implementation phase will be the West Helsinki tram line. Studies have also been carried out on a light rail line between Helsinki's district of Hakaniemi and the West Harbour.

The year saw the completion of the master plan for Northern Baana, the main cycling route running next to the railway from the Helsinki district of Käpylä to the neighbouring city of Vantaa. In addition to this, plans were prepared for Eastern Baana, i.e. the cycling route to Östersundom. The Baana cycling routes are usually two-way routes and have a target width of four metres.

In the city centre, work is underway on the Kaisatunneli tunnel for cyclists and pedestrians, which will be built to run under Helsinki Central Railway Station. The project was named the street construction site of the year. Once completed, the approximately 200-metre long tunnel will facilitate cycling and pedestrian traffic in the city centre.

## **Parks and green spaces valued by residents**

Adding benches to parks and streets improves the comfort of city residents. The network of resting places developed by the Urban Environment Division allows the city's green spaces and recreational areas to be used by people with reduced mobility as well.

City residents were satisfied with the management of Helsinki's parks based on a survey conducted on the matter. On the other hand, the condition and sanitation of streets and roads drew criticism in the media as well. A major reason for this was the exceptionally high snowfall at the start and end of the year, which delighted many, but also caused a great deal of work.

Helsinki's efforts to combat street dust were effective. Grit was removed on schedule, and the limit values for air quality were not exceeded.

Air protection and noise abatement plans were implemented.

The importance of proactive advance communications was emphasised in street construction and repair projects, which often inconvenience city residents. Feedback submitted to the Division was responded to in an average of 5.8 days, with the target response time being five days.

## **Market-based pricing for parking**

Helsinki's parking policy will be reformed by switching to market-based pricing that responds to demand. The price of a resident parking permit will be raised to EUR 50 per month in city centre areas in 2023, and zone parking will also become more expensive.

The City Board approved Helsinki's updated development programme for traffic safety. In recent years, there have been an average of six traffic-related deaths and just over 400 injuries per year in Helsinki. The aim of the programme is to halve the number of deaths and injuries by 2030, which is also in line with the European Union's objective.

As regards the development of maritime Helsinki, the year saw the implementation of the eastern archipelago management and development plan. The recreational use of the archipelago is increasing, in response to which the city aims to support sustainable tourism and improve the camping services of the eastern archipelago.

The Urban Environment Division commenced a division-wide development programme to improve productivity. The results of the first phase were encouraging and highlighted ways in which the Division's operating methods could be improved.

**City residents were satisfied with the management of Helsinki's parks based on a survey conducted on the matter. On the other hand, the condition and sanitation of streets and roads drew criticism in the media as well.**





## Deputy Mayor Paavo Arhinmäki, Left Alliance

Chair of Culture and Leisure Committee

## Acting Executive Director Laura Aalto

(Tommi Laitio is on a leave of absence until the close of 2023)

- Cultural services
- Sports services
- Youth services
- Library services

## Key figures



Share of total operating expenses 5%

# Culture and Leisure Division

*The Culture and Leisure Division maintains and improves the opportunities of Helsinki residents of all ages in terms of mental and physical wellbeing, education and active citizenship, while also supporting the vitality of Helsinki. The Division is responsible for library materials, museum and art museum collections and maintaining cultural heritage. The Division takes care of regulatory duties related to fostering the cultural environment.*

The Division's most important objective for the year was to get residents to start using culture and leisure services again after the COVID-19 pandemic. The user numbers of libraries, museums, youth facilities and sports and cultural services ended up rising to close to pre-pandemic levels, even though there were still restrictions on gatherings in place early in the year and encounters with other people were still being avoided, especially by older people. In total, the city's culture and leisure services recorded more than 22 million visits during the year, which was a major success.

Confidence in the future was also built with coronavirus recovery aid. This separate appropriation issued by the City Board was used to increase cultural, sports and youth grants, produce the Helsinki Living Streets event and other cultural events during the summer and improve the recreational opportunities of children and young people.

## Summer events proved popular

In January and February, events could not be held at the city's cultural centres due to COVID-19 restrictions, and following the lifting of the restrictions customers were still cautious. However, the outdoor events held in the summer drew good-sized crowds, and the pace only picked up further during the autumn.

The city's Cultural Centres hosted many events. Kanneltalo celebrated its 30th anniversary as part of the Kannelmäki Blockparty. Malmitalo's biggest event was the Ala-Malmi

event park, while in Itäkeskus Stoa's stand-up evenings proved popular. Vuotalo provided introductions to nurture and care, the Annantalo Arts Centre for children and young people turned 35 and Caisa engaged in cooperation with cultural actors selected via an open call.

The Savoy Theatre received an award in Portugal for promoting Ibero-American music and in Finland for promoting Finnish easy listening music.

## Libraries lively once again

Libraries returned to their bustling old selves during the year, with the City Library network recording 6.4 million visits and 8.7 million loans. Helsinki's objective of becoming the capital of reading and literacy was advanced through discussions and events. The limits of freedom of expression were occasionally tested, which also fits the role of the library: for example, during Pride Week, Oodi organised fairy tale reading sessions hosted by a drag queen, which elicited both positive and negative comments.

**In total, the city's culture and leisure services recorded more than 22 million visits during the year, which was a major success.**

Libraries reacted to the Russian invasion of Ukraine by procuring Ukrainian-language

literature for those who had fled the war. Central Library Oodi held an exhibition based on the Ukrainian-language books it received as donations and organised storytelling sessions and club activities for Ukrainian children. The country's ambassador visited Oodi twice.

### **Visitors returned to museums, orchestra leadership renewed**

Helsinki City Museum was once again the most popular museum in Finland with nearly 320,000 visitors. The exhibition 'Hoes – Voices in Sex Work' focusing on voluntary sex work raised a great deal of discussion and media interest in particular. The redesigned Tram Museum, one of the members of the City Museum family, was reopened in March.

The year was the last year of HAM Helsinki Art Museum operating under the Culture and Leisure Division. The Art Museum was converted into a foundation, becoming one of the city's subsidiaries. During the year, HAM hosted twelve exhibitions in its facilities at Tennispalatsi, including an extensive private exhibition of works by painter Viggo Wallensköld.

In the autumn, the Helsinki Philharmonic Orchestra began its final season with Susanna Malkki as Chief Conductor. The theme of the 2022-2023 season is Finland and Finnish music. The majority of the guest conductors of the season's concerts are Finnish, and the programme features around thirty Finnish composers.

### **Sports facilities saw record-breaking numbers of visitors**

Helsinki's outdoor sports and exercise facilities saw record-breaking numbers of users, recording a total of 9.6 million visits.

Public beaches recorded over 900,000 visits, with the Swimming Stadium recording nearly a quarter of a million. Fishing was also popular, with angling schools for children and young people attracting 800 participants.

The weather in the winter favoured a cross-country skiing boom, as a result of which the city's ski trail network, spanning 200 kilometres, was used almost in its entirety during the 2021–22 winter season. The 2022–23 winter season

also offered ample opportunities for skiing. The Paloheinä skiing track was put to use as early as Finnish Independence Day on 6 December, while other ski tracks with natural snow could be put to use in the second week of December.

Indoor sports were still subject to restrictions at the start of the year, but in the autumn people started participating in guided sports once again. One of the key objectives was the physical activation of older people. Sports Services carried out participatory budgeting projects, including opening five new winter swimming spots in the 2022–23 winter season.

### **Hobbies for young people**

Improving the mental wellbeing of children and young people is one of the key objectives of youth work. In recognition of this, the City of Helsinki Youth Services provide facilities where young people can safely engage in hobbies, participate and hang out with their friends. Youth Services follow the principles of safe spaces and employ an anti-racist approach in all of their operations.

The Finnish model for leisure activities offers cultural and sports opportunities and digital hobbies for 3rd–9th graders. The summer season saw the commencement of an 'outreach youth work for leisure activities' service, which involves three area-based instructors reaching out to young people who do not have hobbies to help them participate in recreational activities.

In keeping with tradition, the city issued a total of over 5,000 summer vouchers, which partially compensate the salary costs of employers providing summer jobs to young people. The vouchers were issued in 2022 to two different age groups.







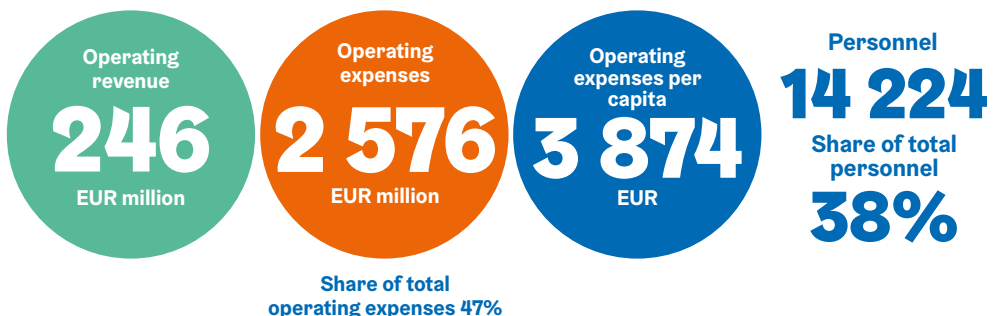
## Deputy Mayor Daniel Sazonov, National Coalition Party

Chair of Social Services and Health Care Committee

## Juha Jolkkonen, Executive Director

- Family and social services
- Health care and substance abuse services
- Hospital, rehabilitation and nursing services

## Key figures



# Social Services and Health Care Division

*The Social Services and Health Care Division organises and provides social services and health care for Helsinki residents. The Division creates the prerequisites for maintaining and improving health and wellbeing and prevents social and health-related issues and their detrimental impacts.*

The year was challenging for the Social Services and Health Care Division for a number of reasons. The COVID-19 pandemic continued for the third year; the Russian invasion of Ukraine brought refugees to Helsinki and increased the need for services; and preparations were made all year for the implementation of the health and social services reform.

The uncertain global situation and accelerating inflation affected the lives of many Helsinki residents, which was reflected in health and social services as well.

## **Treatment backlog from COVID-19**

The danger posed by the COVID-19 pandemic decreased as a result of vaccinations and broad restrictions were subsequently lifted, but Finland also reached its peak in infections in January 2022. The Omicron variant increased the number of infections, and due to the large number of patients Helsinki opened the Herttoniemi Reserve Hospital, which continued to operate until May.

The pandemic situation fluctuated throughout the year, with the number of hospitalised patients increasing again at the end of the year. COVID-19 measures tied up staff in the Epidemiologic Operations Unit, advisory services, and vaccination administration.

The treatment, service and rehabilitation backlog caused by the pandemic could not be fully tackled. A treatment backlog has accumulated in both the social and health services provided by the city and in specialised health care, impacting children, young people and older people in particular. It is difficult to predict the extent of the needs that COVID-19 will cause in

the future in terms of child welfare and mental health services, for example.

## **Helsinki will continue to provide health and social services**

Following the national health and social services reform, Helsinki is now the only municipality in Finland that will continue to provide social, health and rescue services to residents itself. At the start of 2023, Helsinki's Social Services and Health Care Division merged with its Rescue Services, which used to operate under the Urban Environment Division, to form the new Social Services, Health Care and Rescue Services Division.

*The uncertain global situation and accelerating inflation affected the lives of many Helsinki residents, which was reflected in health and social services as well.*

The aim is to ensure that residents continue to receive equal and high-quality services. Some concerns have been raised about the state funding model for health, social and rescue services, which does not sufficiently take into account the special characteristics of Helsinki.

In April, the City Council of Helsinki approved the basic agreement of the HUS Group, which defines the principles of its decision-making, administration and finances. The agreement was prepared in collaboration with the other shareholders, i.e. the other wellbeing service counties of Uusimaa and the HUS Group.



As part of the reform, some functions previously managed by the Social Services and Health Care Division were transferred to the City Executive Office. These include organisation grants, Helsinki's community centres and Stadin safka, the food aid service promoting the utilisation of surplus food.

## Reducing health inequalities

The health and wellbeing of Helsinki residents are good compared to Finnish averages, but differences in wellbeing between different population groups and residential areas are high, because of which the city has made the reduction of health inequalities one of its key goals. Positive discrimination funding was allocated to areas where services are most needed. In addition to this, low-income families and children and young people at risk of social exclusion were provided with support for recreational activities.

During the pandemic, face-to-face meetings were avoided as far as possible and electronic and digital services were emphasised. Their utilisation and development continued to be a major focus area. The service paths of health and wellbeing centres were developed in collaboration with user experience experts.

The Maisa client portal of client and patient information system Apotti had been activated by over 70% of residents who attended appointments. Video appointments have become everyday occurrences. The Geriatric Outpatient Clinic continued its remote rehabilitation pilot. Chatbots that provide answers to questions are widely utilised, and clients' opportunities to provide feedback were improved.

Health stations prepared for the fact that access to non-urgent care will need to be faster in the future. In some services, clients were offered service vouchers as an alternative to city-provided services. This helped to reduce service congestion in oral health care, for example. The services covered by service vouchers were expanded and the value of the vouchers was increased.

## Staff shortages are a major problem

At the end of the year, the Social Services and Health Care Division had over 14,500 permanent

or fixed-term employees. It is increasingly difficult to find social services and health care sector employees throughout Finland, and this is also the biggest challenge faced by the Division in Helsinki. There is currently a shortage of practical nurses, nurses, doctors, social workers, public health nurses, social instructors and Swedish-speaking social services and health care professionals.

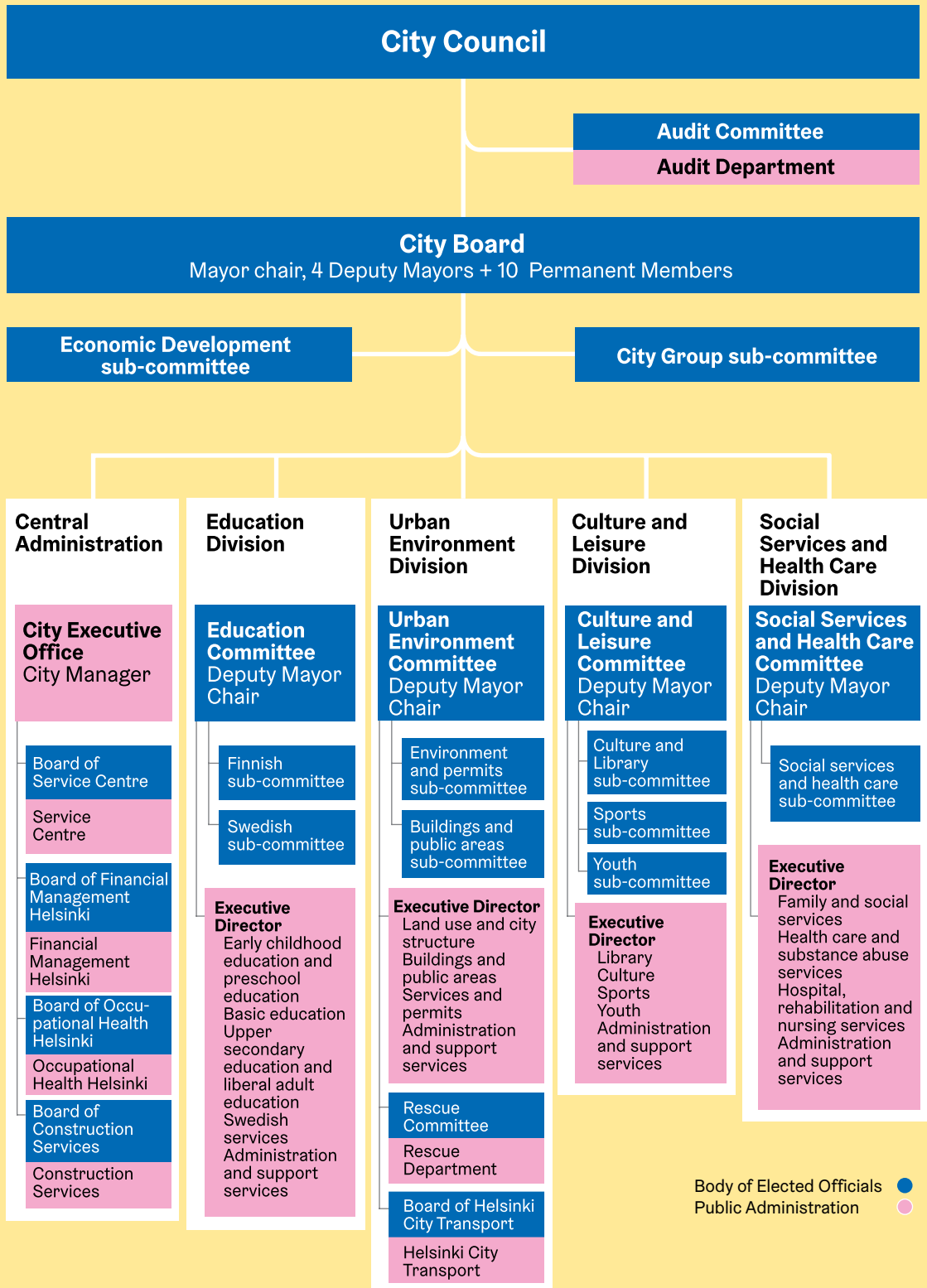
The City of Helsinki contributed to advocacy work aimed at increasing student intake for social services and health care studies and international recruitment. For its part, the City of Helsinki Social Services and Health Care Division facilitated access to jobs in the sector through apprenticeship training and studied employment relationships.

Nearly 15% of the Division's employees speak something other than Finnish as their first language. For these employees, the Division offered tailored Finnish language instruction. In addition to this, cooperation with both Finnish and Swedish-language educational institutions was consolidated.

## The City of Helsinki contributed to advocacy work aimed at increasing student intake for social services and health care studies and international recruitment.

The Division's employee survey found that the work being perceived as meaningful is still one of the strengths of the social services and health care sector. The working communities are seen as a great resource and the work of supervisors is fair. However, employees have been required to be flexible and do overtime, with the demanding situation being reflected in the decline shown in the results of the employee survey. Fewer employees view the changes in their work as being positive, and concerns about the growing workload have increased.

# City of Helsinki Administrative Organisation 2022



# The City of Helsinki Organisation

The highest decision-making body in Helsinki is the City Council, which is elected by popular vote in the municipal elections. The City Council elects the Mayor and the Deputy Mayors for the duration of the council term from among the councillors and their deputies.

The council term lasts four years. The Mayor acts as the chair of the City Board. The Deputy Mayors act as the chairs of the division committees and serve as members of the City Board. The Mayor and the Deputy Mayors are full-time elected officials.

The city's Central Administration is led by the City Manager and each city division is led by an Executive Director. The City Manager is the supervisor of the division leaders. The work of the City Manager and divisions' Executive Directors is overseen by the Mayor.

## **City Manager**

Sami Sarvlinna

## **Executive Director of the Education Division**

Satu Järvenkallas

## **Executive Director of the Urban Environment Division**

Ville Lehmuskoski

## **Executive Director of the Culture and Leisure Division, acting**

Laura Aalto

## **Executive Director of the Social Services and Health Care Division**

Juha Jolkkonen

# City decision-making

The City Council is the highest decision-making body of Helsinki. It is elected through local elections every four years. The City Council oversees the City of Helsinki's operations and finances.

The City Council has 85 members, who represent different political groups. There is a Deputy Councillor for each City Councillor. At least two thirds of the City Councillors must be present at meetings. Decisions require a majority vote from the City Councillors present at the meeting. In 2022, the Council convened 21 times.

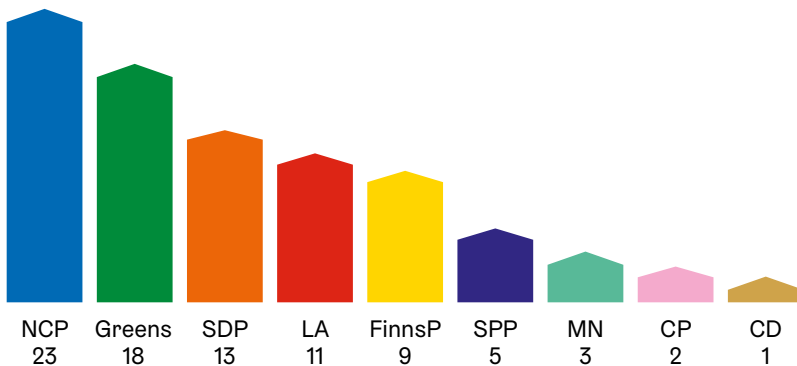
The current City Council took office on 2 August 2021. In 2022, the City Council was chaired by Fatim Diarra (Greens).

Council meetings are usually held every second Wednesday. The meetings are livestreamed on the City's Helsinki-kanava channel. Council meetings can also be watched from the public gallery of the Council Chamber.

The City Board has 15 members and is chaired by the Mayor. Deputy Mayors act as the chairs of the division committees as well as members of the City Board. The Mayor and the Deputy Mayors are full-time elected officials.

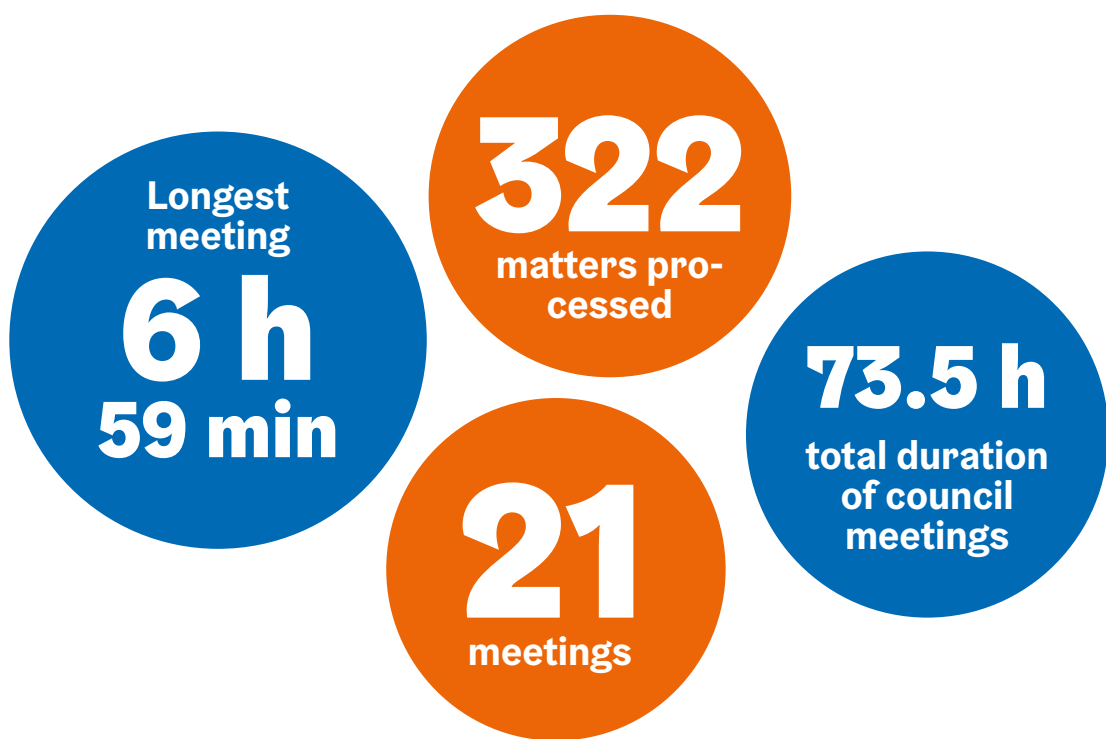
The City Board has three subcommittees: the City Group Subcommittee, the Economic Development Subcommittee and the Health, Social and Rescue Services Reform Subcommittee. The City Council established the Health, Social and Rescue Services Reform Subcommittee in September 2021 to direct the implementation of the health and social services reform in Helsinki. The Subcommittee will operate for a fixed term until the end of 2022.

## Political parties of 2021-2025 city councillors (situation in August 2021)



(NCP) National Coalition Party • Greens • (SDP) Social Democratic Party • (LA) Left Alliance (FinnsP) Finns Party • (SPP) Swedish People's Party • (MN) Movement Now Helsinki (CP) Centre Party • (CD) Christian Democrats





# City Council

City councillors for the 2021-2025 council term, as elected in the 2021 municipal elections

## **City Council chair**

Fatim Diarra (Greens)

## **First Vice-Chair**

Wille Rydman

(National Coalition Party)

## **Second Vice-Chair**

Pilvi Torsti

(Social Democratic Party)

## **National Coalition Party (23)**

Harry Bogomoloff

Maaret Castrén

Juha Hakola

Anniina Iskanius

Atte Kaleva

Arja Karhuvaara

Sini Korpinen

Otto Meri

Seija Muurinen

Dani Niskanen

Mia Nygård-Peltola

Matias Pajula

Jenni Pajunen

Pia Pakarinen

Risto Rautava

Sari Sarkomaa

Mirita Saxberg

Daniel Sazonov

Nina Suomalainen

Elina Valtonen

Juhana Vartiainen

Maarit Vierunen\*

## **Greens (18)**

Alviina Alametsä

Outi Alanko-Kahiluoto

Fatim Diarra

Atte Harjanne

Mari Holopainen

Shawn Huff

Emma Kari

Otso Kivekäs

Minna Lindgren

Johanna Nuorteva

Maria Ohisalo

Amanda Pasanen

Tuomas Rantanen

Pekka Sauri

Anni Sinnemäki

Osmo Soininvaara

Reetta Vanhanen\*

Ozan Yanar

## **Social Democratic Party (13)**

Hilkka Ahde

Mahad Ahmed

Pentti Arajärvi

Elisa Gebhard

Tuula Haatainen

Timo Harakka

Eveliina Heinäluoma\*

Ville Jalovaara

Nasima Razmyar

Ilkka Taipale

Pilvi Torsti

Erkki Tuomioja

Sinikka Vepsä

## **Left Alliance (11)**

Paavo Arhinmäki

Mia Haglund\*

Titta Hiltunen

Veronika Honkasalo

Elina Kauppila

Mai Kivelä

Minja Koskela

Petra Malin

Sami (Frank) Mutttilainen

Tuomas Nevanlinna

Suldaan Said Ahmed

## **Finns Party (9)**

Jussi Halla-aho

Nuutti Hyttinen

Pia Kopra

Laura Korpinen

Teija Makkonen

Tom Packalén

Mika Raatikainen

Mari Rantanen\*

Pirkko Ruohonen-Lerner

Wille Rydman

## **Swedish People's Party (5)**

Eva Biaudet

Silja Borgarsdóttir Sandelin

Nora Grotenfelt

Björn Månsson\*

Marcus Rantala

## **Movement Now Helsinki**

### **Liike (3)**

Harry Harkimo

Joel Harkimo\*

Mikael Jungner

## **Centre Party (2)**

Laura Kolbe

Terhi Peltokorpi\*

## **Christian Democrats (1)**

Mika Ebeling \*

\*chairperson



# City Board and Sub-committees

Members of the City Board after the municipal elections of 2021

## City Board 2022

Juhana Vartiainen, Chair, National Coalition Party

Anni Sinnemäki, First Vice-Chair, Greens

Nasima Razmyar, Second Vice-Chair, Social Democratic Party

### Members:

Juhana Vartiainen  
Mayor

NCP

Anni Sinnemäki  
Deputy Mayor for Urban Environment

Greens

Nasima Razmyar  
Deputy Mayor for Education

SDP

Daniel Sazonov  
Deputy Mayor for Social Services and Health Care

NCP

Paavo Arhinmäki  
Deputy Mayor for Culture and Leisure

LA

Sari Sarkomaa

NCP

Anniina Iskanius

NCP

Maarit Vierunen

NCP

Reetta Vanhanen

Greens

Tuomas Rantanen

Greens

Johanna Nuorteva

Greens

Elisa Gebhard

SDP

Minja Koskela

LA

Jussi Halla-aho

FinnsP

Marcus Rantala

SPP

### Personal deputies:

Pia Pakarinen

Amanda Pasanen

Lauri Muranen

Jenni Pajunen

Suldaan Said Ahmed

Matias Pajula

Juha Hakola

Otto Meri

Kasper Kivistö

Suvi Pulkkinen

Ozan Yanar

Ville Jalovaara

Titta Hiltunen

Mari Rantanen

Silja Borgarsdóttir Sandelin

Matters are presented to the City Board by City Manager Sami Sarvilinna.



*Helsinki Mayors: in the middle Mayor Juhana Vartiainen (NCP), on the left Deputy Mayors Paavo Arhinmäki (LA) ja Nasima Razmyar (SDP), on the right Deputy Mayors Anni Sinnemäki (Greens) ja Daniel Sazonov (NCP).*

## City Board's City Group Division

The Division's mission is to monitor the operations of the City Group and ascertain that the Group's affiliated companies and foundations are operating according to the objectives set by the Board.

Chair Juhana Vartiainen (NCP)

Vice chair Tuomas Rantanen (Greens)

### Members:

Juhana Vartiainen  
Pia Pakarinen  
Jenni Pajunen  
Anni Sinnemäki  
Tuomas Rantanen  
Ville Jalovaara  
Nasima Razmyar  
Titta Hiltunen  
Jussi Halla-aho

NCP  
NCP  
NCP  
Greens  
Greens  
SDP  
SDP  
LA  
FinnsP

### Personal deputies:

Daniel Sazonov  
Juha Hakola  
Otto Meri  
Kasper Kivistö  
Johanna Nuorteva  
Lauri Muranen  
Elisa Gebhard  
Paavo Arhinmäki  
Mari Rantanen

Matters are presented by City Manager Sami Sarvilinna

## Economic Development Sub-committee

The City Board's Economic Development Sub-committee oversees the City's economic development, competitiveness, immigration and employment policies.

Chair Juhana Vartiainen (NCP)

Vice chair Suvi Pulkkinen (Greens)

### Members:

Juhana Vartiainen  
Pia Pakarinen  
Matias Pajula  
Suvi Pulkkinen  
Kasper Kivistö  
Lauri Muranen  
Minja Koskela  
Mari Rantanen  
Marcus Rantala

NCP  
NCP  
NCP  
Greens  
Greens  
SDP  
LA  
FinnsP  
SPP

### Personal deputies:

Daniel Sazonov  
Otto Meri  
Jenni Pajunen  
Ozan Yanar  
Amanda Pasanen  
Nasima Razmyar  
Suldaan Said Ahmed  
Jussi Halla-aho  
Silja Borgarsdóttir Sandelin

Matters are presented by Marja-Leena Rinkineva, Director of Economic Development.



## **Division for the Reform of Social Welfare, Health Care and Rescue Services**

The Division was charged with steering the planning and preparation of the reform, communicating the viewpoints of elected officials to the planning and preparation effort, and presenting the relevant decision-making matters to the City Board. The Division operated in a fixed-term capacity until the end of 2022.

Chair Daniel Sazonov (NCP)

Vice Chair Reetta Vanhanen (Greens)

### **Members:**

Daniel Sazonov  
Maarit Vierunen  
Harry Bogomoloff  
Reetta Vanhanen  
Sanna Vesikansa  
Pentti Arajärvi  
Anna Vuorjoki  
Jussi Halla-aho  
Nasima Razmyar

### **Personal deputies:**

NCP	Seija Muurinen
NCP	Risto Rautava
NCP	Maaret Castrén
Greens	Pekka Sauri
Greens	Oula Silvennoinen
SDP	Nelli Nurminen
LA	Paavo Arhinmäki
FinnsP	Mari Rantanen
SDP/SPP	Marcus Rantala

Matters are presented by City Manager Sami Sarvilinna.

# Committees and boards

Each of the City of Helsinki's four divisions is overseen by a 13-member committee and 1–3 subcommittees. The Central Administration and the divisions also oversee the boards of municipal enterprises and the Rescue Committee.

## **Education Division**

Education Committee

- Finnish Subcommittee
- Swedish Subcommittee

## **Urban Environment Division**

Urban Environment Committee

- Environment and Permits Subcommittee
- Buildings and Public Areas Subcommittee

Rescue Committee

## **Culture and Leisure Division**

Culture and Leisure Committee

- Culture and Library Subcommittee
- Sport Subcommittee
- Youth Subcommittee

## **Social Services and Health Care Division**

Social and Health Committee

- Social Services and Health Care Subcommittee

## **Boards of municipal enterprises**

Board of the Service Centre municipal enterprise

Board of the Financial Management Services municipal enterprise

Board of the Occupational Health Helsinki municipal enterprise

Board of the Helsinki City Construction Services municipal enterprise

Board of the Helsinki City Transport municipal enterprise

## **Others**

Audit Committee

Central Elections Committee (convenes in conjunction with elections)

# Brief Facts about Helsinki

Founded in 1550

Finnish capital since 1812

## Area and environment



Total area  
**719 km<sup>2</sup>**



Shoreline  
**131 km**



Land  
**217 km<sup>2</sup>**



Islands  
**327**



Population density  
**3042** inhabitants per sq. km

Mean temperature 2022

Whole year

**7.3°C**

Warmest month,  
August

**19.3°C**

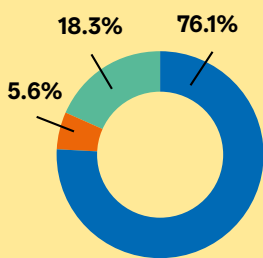
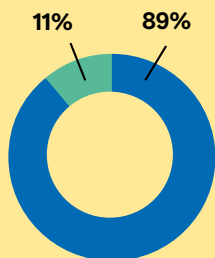
Coldest month,  
January

**-2.1°C**

## Population

Total population 31.12.2022

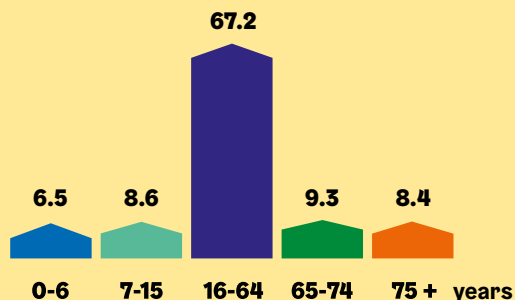
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■ Finnish nationality  
■ Other nationalities

■ Finnish-speaking  
■ Swedish-speaking  
■ Other languages

Age groups, %



Life expectancy, years

**81.6**

Men

**78.7**

Women

**84.1**

## Housing

Total dwellings

# 382 153



Owner-occupied dwellings

**41.8%**



Housing density

**m<sup>2</sup>/person**  
**34.6 m<sup>2</sup>**



Rented dwellings  
owned by the city

**50 000**



Labour market	
Jobs 2022	471,400
• primary production, %	0.1
• processing, %	10.4
• services total, %	88.7
Market services, %	62.7
Public administration, welfare services, %	26
other or unknown, %	0.8
Number of companies	54,641
Labour force (15–74 year olds)	
• employed	350,700
• unemployed	22,800
Participation rate, %	74.1
Unemployment rate, %	6.1
Transport and communications	
Registered cars per 1,000 inhabitants	506
Public transport within the city, total journeys, million	167
Mobile phones per 100 inhabitants (in Finland)	170
Internet users (aged 16-89), percentage of population	95
Energy and water supply	
Sales of electricity, GWh	5,561
Sales of district heating, GWh	7,088
Sales of water (Helsinki Metropolitan Area), M m <sup>3</sup>	75.6
Water consumption per capita per day, litres (Helsinki Metropolitan Area)	220
Treated waste water, M m <sup>3</sup>	102
Education	
Children in early childhood education per 100 1–6-year-olds***	73.6
Educational structure % of 15-year-olds and older with	
• comprehensive school certificate only	23
• secondary education	32
• tertiary education	45
Number of educational institutions in Helsinki	
• Universities	3
• Polytechnics	6
• Vocational training institutions	15
• Comprehensive schools and upper secondary schools	154
Culture and leisure	
City library	
• Book loans, millions	8.8
• Loans per inhabitant	13.2
Museums	52
Recreational trails and jogging tracks, km	552
Swimming pools	16
Sport halls and gyms	812

Social services and health care	
City sub-district health centres	21
Primary health care*	
primary health care visits total, millions	
• city sub-district health centre visits, millions	5.5
Average number of patients in institutional care every day	741
• in contract hospitals	0
Specialized medical care	
Outpatient clinic visit, total, millions	1
• in contract units, total, millions	0.8
In institutional care, average	
• in city units	163
• total per 1,000 inhabitant	762
Assisted living facilities for older people, total amount of places**	3,551
• places in institutional care	964
Tourism	
Passengers, millions	
• via Helsinki-Vantaa airport	13
• via the Port of Helsinki	8
via Helsinki's Central Railway Station	
• long-distance traffic	7
Local trafik	40
Travellers seeking accomodation in hotels, millions	2,2
• overnight stays, total	3,7
• of which foreigners	1,5
Hotels	64
• rooms	12,219
• beds	23,424
International conferences and events	159
• participants	27,892

\* Figures indicating health station visits include outpatient healthcare, emergency care, home care and other outpatient care visits, in addition to telemedicine sessions that replace in-person visits and other care activities. Home care figures include:

\*\* Computational number of places

\*\*\* Includes municipal daycare centres, family daycare services and contract daycare centres.



# Personnel

At the end of 2022, the city employed a total of 37,513 employees in permanent or fixed-term positions (excluding pay subsidy workers).

This was 1,742 persons fewer than in the previous year. Number of personnel decreased by 4.4 per cent. The biggest change took place in the Urban Environment Division, where the incorporation of the Metropolitan Area Transport Ltd reduced the number of staff by 1,200 people.

At the end of 2022, 77% of Helsinki employees were women and 23% were men. The largest age group among staff was still 50–59-year-olds. In 2022, the average age of staff was 45.6. The average age increased by about one year compared to the previous year. Speakers of other languages than Finnish or Swedish account for approximately 10% of the official number of personnel. This number grew slightly from the previous year. The Social Services and Health Care Division had the highest percentage of employees whose first language was not Finnish, Swedish or Sami.

The prolonged pandemic affected City of Helsinki personnel throughout the year. The city's Skills Bank, established in 2020, continued its operations. Through the Skills Bank, employees were transferred to where the demand was the most critical based on the COVID-19 situation.

In 2022, Helsinki's pay development programme increased the wages of nearly 2,600 people. The city reviewed the most critical groups of professionals, as a consequence of which the pay development programme helped improve in particular the availability of care and teaching staff for some daycare centres. During 2022, cooperation with employment services and educational institutes was strengthened further to promote staff availability. The labour shortage was most severe in early childhood education and care and among the large professional groups of social services and healthcare. The availability of a Swedish-speaking labour force was especially challenging.

## Number of employees by division in 2022

All employees	Permanent employees	Fixed-term employees	All employees, excluding pay subsidy workers	Change 2021–2022
Education Division	9,178	5,413	14,591	-117
Urban Environment Division	2,180	216	2,396	-1,250
Central Administration	3,768	623	4,391	45
Culture and Leisure Division	1,486	425	1,911	4
Social Services and Health Care Division	10,562	3,662	14,224	-424
<b>Total</b>	<b>27,174</b>	<b>10,339</b>	<b>37,513</b>	<b>-1,742</b>

Central Administration figures include the employees of the City Executive Office and the municipal enterprises of Palvelukeskus, Construction Services (Stara), Financial Management Services (Talpa), the Audit Department and Occupational Health Helsinki.

The way that permanent and fixed-term employees are tallied has changed, due to the implementation of a new personnel management system. These figures are therefore not comparable to older equivalents.

# City of Helsinki's financial statements for 2022

According to the City of Helsinki's financial statements, in 2022 the city performed better than budgeted thanks to increased tax revenue.

As a result of improved employment, Helsinki was paid just over EUR 3 billion in municipal tax, which was EUR 79 million more than expected in the budget. Municipal tax revenue increased by 7.4% compared to 2021.

The taxable income of corporations increased considerably more throughout Finland in 2022 than the state estimated in autumn 2021. Helsinki was paid a total of EUR 775 million in corporate tax, which was 6.7% more than in 2021.

## **Annual contribution margin better than the budget, but lower than in the previous year**

According to the City of Helsinki's financial statements, the annual contribution margin was EUR 733 million. The margin was EUR 336 million better than the budget, but remained slightly below the previous year's level. The annual contribution margin was improved by the higher than budgeted tax revenue. The annual contribution margin means the internal financing available for investments and loan repayments after service financing.

COVID-19 caused less loss of income and additional expenses in 2022. Helsinki received discretionary government grants to offset the impacts of COVID-19. The grants covered three quarters of the costs, leaving approximately EUR 24 million to cover.

## **EUR 767 million invested**

The investment level recorded in Helsinki's financial statements for 2022 is not comparable to previous years due to the incorporation of Metropolitan Area Transport Ltd (previously Helsinki City Transport). The City's and its public enterprises' investment expenses totalled EUR 1,032 million. When the incorporation is taken

into account, the level is EUR 767 million (corrected for the share subscription related to the incorporation), which is EUR 107 million below the budget. The increase in construction costs and tender prices postponed investments to the coming year.

The city's cash flow from operations and investments was EUR 485 million in the financial statements. The city's cash flow from operations and investments comparable to previous years was EUR 9 million in deficit. The transfer of assets related to the incorporation of public transport operations resulted in investment expenses and proceeds from the transfer of assets. However, the cash flow from operations and investments was considerably better than budgeted as a result of the higher annual contribution margin and lower investment level. The internal financing percentage of investments increased to 97%. The internal financing percentage of investments indicates how large a portion of internal investment purchase costs has been covered with internal financing, i.e. the annual contribution margin.

## **Loan portfolio per capita EUR 1,431**

In 2022, Helsinki took out EUR 115 million in new loans. The loan portfolio at the end of 2022 was EUR 951 million, increasing by EUR 38 million from 2021. The loan portfolio per capita was EUR 1,431.

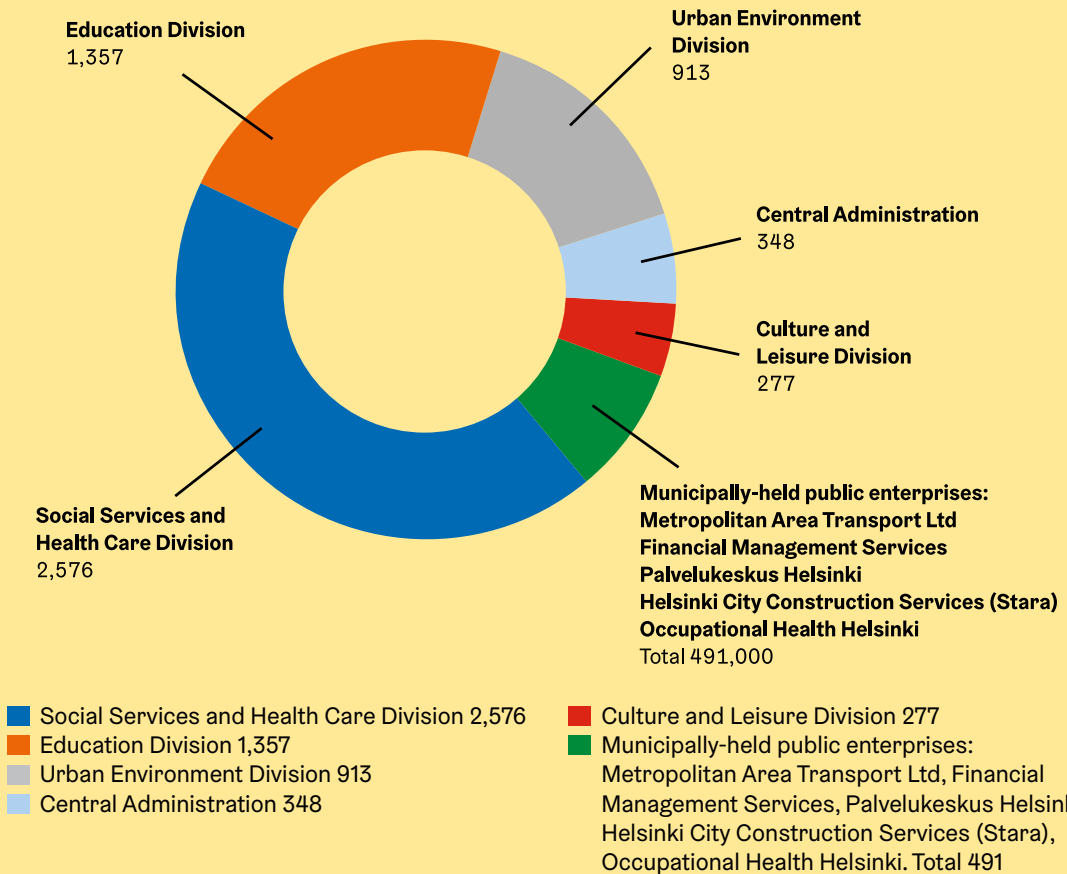
**According to the City of Helsinki's financial statements, in 2022 the city performed better than budgeted thanks to increased tax revenue.**



# Operating expenses

Total expenses 6,000 EUR million

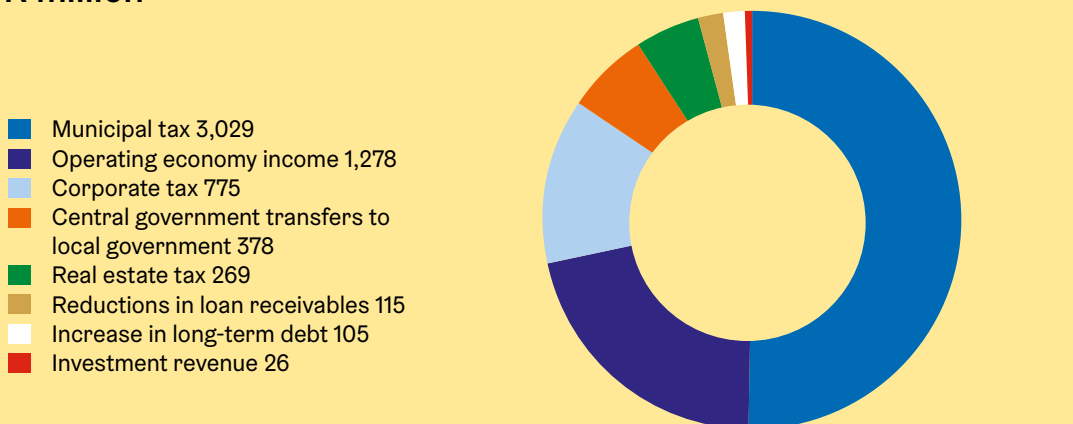
EUR million



# Operating revenue

Total revenue 6,000 EUR million

EUR million



# Helsinki Group operations and finances

The Helsinki City Group's result in 2022 was around EUR 451 million. The result improved by about EUR 66 million compared to 2021.

Out of all subsidiaries, the result of the energy company Helen improved the most compared to 2021. In 2022, Helen Oy's result was EUR 93 million, whereas in 2021 it was EUR 55 million.

The total investment level of the subsidiaries was EUR 1,715 million, which was nearly twice as high as in the previous year. The growth of the subsidiaries' investment levels was driven by the increase of the Helen Group's investment level, for example.

In 2022, the Helsinki City Group's cash flow from operations and investments was EUR 671 million in deficit and it was EUR 340 million below the level of 2021.

The Helen Group's profit in 2022 was EUR 142 million and investments EUR 562 million. The impact of the Helen Group's investment level growth on the City Group's deficit of operations and investment cash flows in the cash flow statement was significant.

The Helsinki City Group's loan portfolio was EUR 6,516 million, which equals EUR 9,800 per resident. In 2021, the Helsinki Group's loan portfolio was EUR 5,891 million. Of this, the City of Helsinki's loan portfolio was EUR 951 million. The City of Helsinki loan portfolio increased by EUR 38 million and the combined loan portfolio of the subsidiaries and municipal federations was around EUR 588 million.

**The Helsinki City Group's  
result in 2022 improved  
compared to 2021.**

# Business indicators for 2022 financial statement

	Group		City	
	2022	2021	2022	2021
<b>Business indicators of the profit and loss account</b>				
Operating profit from the operating costs, %	61.2	60.9	23.3	27.1
Annual contribution margin, MEUR	1,360	1,336	733	757
Annual contribution margin, % of depreciations	150.0	142.0	189.4	185.3
Annual contribution margin, EUR/resident	2,046	2,029	1,102	1,150
<b>Business indicators of the cash flow statement</b>				
Cash flow accumulation from operations and investments over five years, MEUR	-1,632	-789	504	264
Internal financing of investments, %	51.5	67.0	* 96.6	87.9
Debt servicing margin	3.9	3.9	8.1	8.2
Cash sufficiency, days	60	60	77	70
<b>Balance sheet indicators</b>				
Equity ratio, %	59.4	61.6	80.7	81.8
Relative indebtedness, %	93.6	88.3	45.3	40.3
Accumulated surplus (deficit), MEUR	6,967	6 555	7 215	6 864
Accumulated surplus (deficit) EUR/resident	10,478	9,955	10,850	10,425
Loan portfolio on 31 December, MEUR	6,516	5,891	951	913
Loans, euros / resident	9,800	8,946	1 431	1,387
Loans and rental liabilities on 31 December, MEUR	7,575	6,853	1,561	1,501
Loans and rental liabilities, EUR per resident	11,393	10,407	2,348	2,279
Loan receivables on 31 December, MEUR	525	488	2,318	1,880
Loans receivable for the Group, 31 December, euros/resident	789	741	..	..
<b>Number of residents 31 December</b>	<b>664,921</b>	<b>658,457</b>	<b>664,921</b>	<b>658,457</b>

\* A comparable figure that does not consider the entries associated with the incorporation of Metropolitan Area Transport Ltd.

Calculation formulas for financial indicators, p. 57.



# The City of Helsinki's profit and loss account

EUR million

	1 Jan-31 Dec 2022	1 Jan-31 Dec 2021
<b>Operating profit</b>		
Sales income	309.0	351.4
Payment income	197.5	208.1
Support and subsidies	131.5	235.0
Rental income	406.7	386.9
Other operating profit	119.9	143.2
	<b>1,164.7</b>	<b>1,324.7</b>
Production for own use	119.6	146.6
<b>Operating expenses</b>		
Personnel expenses		
Wages and salaries	-1,543.6	-1,545.7
Secondary personnel expenses		
Pensions	-348.6	-354.0
Other secondary personnel expenses	-59.0	-62.2
Procured services	-2,391.8	-2,247.3
Materials, supplies and goods	-223.6	-246.0
Grants	-304.4	-323.7
Rental costs	-215.2	-224.4
Other operating expenses	-39.8	-23.9
	<b>-5,126.1</b>	<b>-5,027.1</b>
<b>Operating margin</b>	<b>-3,841.8</b>	<b>-3,555.8</b>
<b>Tax revenue and central government transfers</b>		
Tax revenue	4,099.8	3,828.7
Central government transfers	377.6	330.3
	<b>4,477.5</b>	<b>4,159.1</b>
<b>Financing income and expenses</b>		
Interest earnings	73.7	73.1
Other financing income	39.4	97.0
Interest expenses	-15.3	-15.8
Other financing expenses	-0.6	-0.6
	<b>97.1</b>	<b>153.8</b>
<b>Annual contribution margin</b>	<b>732.8</b>	<b>757.1</b>
<b>Depreciation and impairment</b>		
Planned depreciation	-387.0	-408.5
	<b>-387.0</b>	<b>-408.5</b>
<b>Extraordinary items</b>		
Extraordinary expenses	1.1	1.0
	<b>1.1</b>	<b>1.0</b>
<b>Result for the financial period</b>	<b>347.0</b>	<b>349.6</b>
Increase (-) or decrease (+) in depreciation difference	15.0	3.7
Increase (-) or decrease (+) in reserves	1.6	
Increase (-) or decrease (+) in funds	0.6	3.4
	<b>17.3</b>	<b>7.1</b>
<b>Surplus/deficit for the financial period</b>	<b>364.2</b>	<b>356.7</b>

# The City of Helsinki's cash flow statement

EUR million

	2022	2022*	2021
<b>Operating cash flow</b>			
Annual contribution margin	732.8	732.8	757.1
Extraordinary items	1.1	0.3	1.0
Income financing adjustment items	-80.8	-80.8	-114.6
	<b>653.1</b>	<b>652.3</b>	<b>643.4</b>
<b>Cash flow from investments</b>			
Investment expenditure	-1,032.2	-767.1	-889.6
Financial contributions to investment expenditures	8.1	8.1	28.6
Income from transfers of fixed assets	855.6	97.8	127.7
	<b>-168.4</b>	<b>-661.1</b>	<b>-733.2</b>
<b>Operating and investment cash flow</b>	<b>484.7</b>	<b>-8.8</b>	<b>-89.8</b>
<b>Financing cash flow</b>			
<b>Changes in lending</b>			
Additions to lending	-542.6	-49.6	-92.1
Reductions in lending	104.9	104.9	106.6
	<b>-437.7</b>	<b>55.3</b>	<b>14.5</b>
<b>Changes in loan portfolio</b>			
Additions to long-term loans	115.0	115.0	0.0
Reduction in long-term loans	-76.9	-76.9	-78.9
	<b>38.1</b>	<b>38.1</b>	<b>-78.9</b>
<b>Changes in equity</b>	<b>-14.1</b>	<b>-14.1</b>	<b>0.0</b>
<b>Other changes in liquidity</b>			
Changes in order assets and capital	115.9	115.9	-10.9
Changes in current assets	-8.0	-14.8	17.9
Changes in receivables	-221.5	-252.3	11.2
Change in non-interest-bearing debts	300.2	351.5	-36.3
	<b>186.6</b>	<b>200.3</b>	<b>-18.0</b>
<b>Financing cash flow</b>	<b>-227.0</b>	<b>279.6</b>	<b>-82.5</b>
<b>Change in liquid assets</b>	<b>257.7</b>	<b>270.8</b>	<b>-172.3</b>
<b>Change in liquid assets</b>			
Liquid assets, 31 Dec	1,405.6	1,418.7	1,147.9
Liquid assets, 1 Jan	1,147.9	1,147.9	1,320.2
	<b>257.7</b>	<b>270.8</b>	<b>-172.3</b>

\* A comparable financial statement will also be prepared due to the incorporation of Metropolitan Area City Transport Ltd.

# The City of Helsinki's balance sheet

EUR million

ASSETS	31 December 2022	31 December 2021
<b>Fixed assets</b>		
<b>Intangible assets</b>		
Intangible rights	44.2	33.7
Other long-term expenses	65.6	102.9
Advance payments	0.2	2.2
	<b>110.0</b>	<b>138.7</b>
<b>Tangible assets</b>		
Land and water areas	3,658.3	3,561.0
Buildings	1,920.6	1,889.2
Fixed structures and equipment	1,779.5	1,804.2
Machinery and equipment	294.8	446.1
Other tangible assets	13.6	13.2
Advance payments and procurements in progress	421.4	741.8
	<b>8,088.3</b>	<b>8,455.5</b>
<b>Investments</b>		
Shares and holdings	3,525.3	3,261.4
Other loan receivables	2,317.9	1,880.2
Other receivables	0.5	0.5
	<b>5,843.8</b>	<b>5,142.2</b>
<b>Order assets</b>		
State orders	68.1	75.9
Assets of donated assets	5.7	5.5
Other order assets	536.8	694.5
	<b>610.5</b>	<b>775.9</b>
<b>Short-term assets</b>		
<b>Current assets</b>		
Raw materials and consumables	8.5	14.7
Work in progress	31.4	17.2
Other current assets	0.1	0.1
	<b>40.0</b>	<b>32.0</b>
<b>Receivables</b>		
Long-term receivables		
Loan receivables	0.2	0.2
Other receivables	20.2	23.9
	<b>20.4</b>	<b>24.1</b>
Short-term receivables		
Trade receivables	66.4	87.1
Loan receivables	120.4	0.3
Other receivables	291.5	133.6
Accrued income	92.7	124.8
	<b>571.0</b>	<b>345.7</b>
<b>Total receivables</b>	<b>591.3</b>	<b>369.8</b>
<b>Investments</b>		
Investments in financial instruments	855.9	545.4
Bonds receivables		20.0
	<b>855.9</b>	<b>565.4</b>
<b>Cash in hand and at banks</b>	<b>549.7</b>	<b>582.5</b>
<b>TOTAL ASSETS</b>	<b>16,689.5</b>	<b>16,062.0</b>

<b>LIABILITIES</b>	<b>31 December 2022</b>	<b>31 December 2021</b>
<b>Equity</b>		
Initial capital	2,972.4	2,972.4
Revaluation reserve	1,789.4	1,791.4
Other internal funds	695.1	695.7
Other equity	729.0	729.0
Surplus/deficit (-) from previous accounting periods	6,850.4	6,507.8
Surplus/deficit (-) for the financial period	364.2	356.7
	<b>13,400.5</b>	<b>13,052.9</b>
<b>Depreciation difference and voluntary provisions</b>		
Depreciation difference	47.3	62.3
Voluntary provisions	3.6	5.2
<b>Mandatory provisions</b>		
Provisions for pensions	54.9	47.1
	<b>54.9</b>	<b>47.1</b>
<b>Equities for orders</b>		
State orders	68.1	75.9
Equities for endowments funds	5.7	5.5
Equities for other assignments	536.8	578.5
	<b>610.5</b>	<b>660.0</b>
<b>Liabilities</b>		
<b>Long-term</b>		
Liabilities to credit and insurance institutions	897.2	828.7
Loans from other lenders	7.4	7.4
Advances received	4.7	4.7
Accounts payable	1.0	1.2
Connection fees and other debts	4.6	4.7
	<b>915.0</b>	<b>846.8</b>
<b>Short-term</b>		
Liabilities to credit and insurance institutions	46.6	76.9
Advances received	14.5	18.0
Accounts payable	275.8	299.9
Connection fees and other debts	673.9	646.8
Accruals and deferred income	647.0	346.1
	<b>1,657.8</b>	<b>1,387.6</b>
<b>Total liabilities</b>	<b>2,572.8</b>	<b>2,234.5</b>
<b>CAPITAL, RESERVES AND LIABILITIES</b>	<b>16,689.5</b>	<b>16,062.0</b>

# Group profit and loss account

EUR million

	1 Jan-31 Dec 2022	1 Jan-31 Dec 2021
<b>Operating profit</b>	<b>4,846.8</b>	<b>4,363.3</b>
<b>Operating expenses</b>	<b>-7,915.2</b>	<b>-7,164.6</b>
<b>Percentage of profit/loss (-) of associated entities</b>	<b>-13.3</b>	<b>-20.8</b>
<b>Operating margin</b>	<b>-3,081.6</b>	<b>-2,780.5</b>
<b>Tax revenue</b>	<b>4,091.6</b>	<b>3,820.0</b>
<b>Central government transfers</b>	<b>378.4</b>	<b>331.0</b>
<b>Financing income and expenses</b>		
Interest earnings	21.0	17.1
Other financing income	23.6	15.2
Interest expenses	-59.1	-59.1
Other financing expenses	-13.6	-8.0
	<b>-28.1</b>	<b>-34.7</b>
<b>Annual contribution margin</b>	<b>1,360.3</b>	<b>1,335.9</b>
<b>Depreciation and impairment</b>		
Planned depreciation	-906.5	-940.5
Ownership elimination differences	-4.8	-12.1
Impairments	-0.1	0.0
	<b>-911.3</b>	<b>-952.6</b>
<b>Extraordinary items</b>	<b>2.1</b>	<b>2.1</b>
<b>Result for the financial period</b>	<b>451.1</b>	<b>385.4</b>
<b>Appropriations</b>	<b>-0.1</b>	<b>2.8</b>
<b>Taxes from the financial year</b>	<b>-19.6</b>	<b>-12.1</b>
<b>Deferred taxes</b>	<b>-7.7</b>	<b>-8.1</b>
<b>Minority holdings</b>	<b>6.9</b>	<b>1.3</b>
<b>Surplus/deficit (-) for the financial period</b>	<b>430.5</b>	<b>369.3</b>
<b>Business indicators of the group profit and loss account</b>		
Operating profit/operating costs. %	61.2	60.9
Annual contribution margin/depreciations. %	150	142
Annual contribution margin, EUR/resident	2,046	2,029
Population	664,921	658,457

# Group cash flow statement

EUR million

	2022	2021
<b>Operating cash flow</b>		
Annual contribution margin	1,360.3	1,335.9
Extraordinary items	2.1	2.1
Taxes from the financial year	-19.6	-12.1
Income financing adjustment items	-69.9	-72.3
	<b>1,272.9</b>	<b>1,253.5</b>
<b>Cash flow from investments</b>		
Investment expenditure	-2,704.6	-2,106.8
Financial contributions to investment expenditures	61.6	113.5
Income from transfers of fixed assets	699.0	408.5
	<b>-1,944.0</b>	<b>-1,584.8</b>
<b>Operating and investment cash flow</b>	<b>-671.1</b>	<b>-331.3</b>
<b>Financing cash flow</b>		
<b>Changes in lending</b>		
Additions to lending	-47.3	-24.8
Reductions in lending	10.8	21.1
	<b>-36.5</b>	<b>-3.7</b>
<b>Changes in loan portfolio</b>		
Additions to long-term loans	904.2	640.4
Reduction in long-term loans	-307.2	-300.0
Changes in short-term loans	28.6	-1.7
	<b>625.6</b>	<b>338.7</b>
<b>Changes in equity</b>	<b>-1.5</b>	<b>0.6</b>
<b>Other changes in liquidity</b>		
Changes in order assets and capital	25.3	-11.3
Changes in current assets	-175.2	14.6
Changes in receivables	-107.5	-137.0
Change in non-interest-bearing debts	570.2	79.2
	<b>312.8</b>	<b>-54.6</b>
<b>Financing cash flow</b>	<b>900.3</b>	<b>281.0</b>
<b>Change in liquid assets</b>	<b>229.2</b>	<b>-50.2</b>
<b>Change in liquid assets</b>		
Liquid funds 31 Dec	1,807.6	1,578.4
Liquid funds 1 Jan	1,578.4	1,628.6
	<b>229.2</b>	<b>-50.2</b>
<b>Business indicators of the group cash flow statement</b>		
Cash flow accumulation from operations and investments over five years, MEUR	-1,129.1	-789.3
Internal financing of investments, %	47.2	67
Debt servicing margin	3.9	3.9
Cash sufficiency (days)	58	60

# Group's balance sheet

EUR million

ASSETS	31 December 2022	31 December 2021
<b>Fixed assets</b>		
<b>Intangible assets</b>		
Intangible rights	308.6	31.1
Other long-term expenses	159.8	207.4
Advance payments	4.9	5.6
	<b>473.4</b>	<b>244.1</b>
<b>Tangible assets</b>		
Land and water areas	3,748.2	3,648.5
Buildings	7,252.9	6,917.3
Fixed structures and equipment	3,361.4	2,945.6
Machinery and equipment	1,345.5	1,290.4
Other tangible assets	26.1	26.0
Advance payments and procurements in progress	2,334.6	2,211.6
	<b>18,068.7</b>	<b>17,039.5</b>
<b>Investments</b>		
Holdings in affiliated companies	380.1	383.4
Other shares and holdings	498.3	487.4
Other loan receivables	524.5	488.0
Other receivables	2.9	2.9
	<b>1,405.8</b>	<b>1,361.7</b>
<b>Order assets</b>	<b>592.7</b>	<b>667.9</b>
<b>Short-term assets</b>		
<b>Current assets</b>	<b>305.7</b>	<b>130.5</b>
<b>Receivables</b>		
Long-term receivables	121.7	119.3
Short-term receivables	731.4	626.2
	<b>853.0</b>	<b>745.5</b>
<b>Investments</b>	<b>977.0</b>	<b>624.2</b>
<b>Cash in hand and at banks</b>	<b>830.6</b>	<b>954.2</b>
<b>TOTAL ASSETS</b>	<b>23,506.8</b>	<b>21,767.5</b>

<b>LIABILITIES</b>	<b>31 December 2022</b>	<b>31 December 2021</b>
<b>Equity</b>		
Initial capital	2,972.4	2,972.4
Initial capital of foundations	9.1	7.0
Revaluation reserve	1,790.6	1,792.6
Other internal funds	1,182.0	1,163.8
Other equity	734.1	734.1
Surplus/deficit (-) from previous financial years	6,536.6	6,185.4
Surplus/deficit (-) for the financial year	430.5	369.3
	<b>13,655.3</b>	<b>13,224.6</b>
<b>Minority holdings</b>	<b>313.5</b>	<b>177.8</b>
<b>Mandatory provisions</b>		
Provisions for pensions	55.5	47.7
Other mandatory provisions	42.9	36.2
	<b>98.4</b>	<b>83.9</b>
<b>Equities for orders</b>	<b>630.5</b>	<b>680.4</b>
<b>Liabilities</b>		
<b>Long-term</b>		
Long-term interest-bearing liabilities	6,057.4	5,575.2
Long-term interest-free liabilities	157.2	144.6
	<b>6,214.6</b>	<b>5,719.8</b>
<b>Short-term</b>		
Short-term interest-bearing liabilities	459.0	315.6
Short-term interest-free liabilities	2,135.4	1,565.3
	<b>2,594.4</b>	<b>1,881.0</b>
<b>Total liabilities</b>	<b>8,809.0</b>	<b>7,600.8</b>
<b>CAPITAL, RESERVES AND LIABILITIES</b>	<b>23,506.8</b>	<b>21,767.5</b>



## Calculation formulas for financial indicators

### Operating revenue, per cent of operating expenses

= 100 x operating revenue / (operating expenses – production for own use)

### Annual contribution margin, per cent of depreciations

= 100 x annual contribution margin / (depreciations + reduction in value)

**Annual contribution margin, EUR per capita** = Annual contribution margin / population 31 December

### Internal financing of investments, per cent

= 100 x annual contribution margin / internal investment acquisition expenses

### Debt-service coverage ratio

= (annual contribution margin + interest expenses) / (interest expenses + loan amortisation)

### Cash sufficiency (days)

= 365 + liquid assets 31 Dec. / payments from cash during the accounting period

### Equity ratio, per cent

= 100 x (capital and reserves + depreciation difference and voluntary provisions) / (total liabilities – advances received)

### Relative indebtedness, per cent

= 100 x (liabilities – advances received) / (operating revenue + tax revenue + central government transfers to local government)

### Surplus/deficit accumulation

= surplus/deficit from previous accounting periods + surplus/deficit for the accounting period

### Surplus/deficit accumulation, EUR per capita

= (surplus/deficit from previous accounting periods + surplus/deficit for the accounting period) / population 31 Dec.

### Total loans 31 Dec., EUR million

= liabilities – (advances received + accounts payable + accrued expenses and deferred income + other debts)

**Loans, EUR per capita** = total loans 31 Dec. / population 31 Dec.

### Loans and lease liabilities 31 Dec.

= liabilities – (advances received + accounts payable + accrued expenses and deferred income + other debts) + lease liabilities

**Loans and lease liabilities 31 Dec., EUR per capita** = loans and lease liabilities / population 31 Dec.

**Loan receivables 31 Dec.** = debenture bond receivables and other loan receivables

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