Helsinki

Annual report 2025

Cover photo: Tuukka Ylönen.

Helsinki

City of Helsinki

Founded in 1550
Capital of Finland since 1812
Population (2025) 694 392
Total area 719 km^2
Land area 217 km^2
Shoreline 131 km

Helsinki-Helsingfors was founded in 1550 at the mouth of the Vantaajoki river by order of King Gustav Vasa of Sweden. During the reign of Queen Christina in the 1640s, the city was moved to its present-day location on the Helsinki peninsula. In 1812, Helsinki was officially designated as the capital by Emperor Alexander I of Russia, three years after Finland had been annexed by the Russian Empire.

Since 1917, Helsinki has been the capital of an independent Finland. It is the centre of an economic region with around one and a half million inhabitants and over 700,000 jobs.

Photo: Tuukka Ylönen.

Contents

Mayor's Review

2025 was a year of renewal for Helsinki. Municipal elections were held and a new City Council was voted into office. It was the third municipal election to have taken place since Helsinki transitioned to its current mayoral system.

After the elections, the City Council swiftly got to work, selecting new mayors and appointing people to its governing bodies. By August, it had approved a City Strategy, which made it possible to start implementing the new strategic priorities already in the autumn.

Among the reforms executed in 2025 was the transfer of employment services from the state to the City of Helsinki. The move came in the midst of a very challenging employment situation. The difficult circumstances meant that the employment services needed to hit the ground running, as there was no room for service disruptions.

The transfer was successful, overall, and for the rest of the year the new service was able to dedicate itself to active development. Despite the successful launch of Helsinki Employment Services, severe unemployment continues to weigh down both Helsinki's residents and the economy.

In 2025, the City was forced to take a more decisive approach to the growing problem of substance abuse and its side effects in the capital. In response to the situation, the City prepared and implemented rapid response measures in every division and intensified our cooperation with the police. We also started working on a new, more comprehensive strategy to tackle substance abuse.

The year was also full of moments of joy. These included the re-opening of our important landmark, Finlandia Hall, after a major renovation, and the April decommission of the Salmisaari coal-fired power, another step in our green transition. Tourism figures for the summer indicated that international visits to Helsinki are booming. The year 2025 also marked a significant milestone for democracy, as the Helsinki City Council celebrated its 150th anniversary.

In terms of population growth, 2025 was a record year. Thsi was because our populace increased by around 11,500 people, the largest population growth to date in Finland's capital. The city's population grew not only through migration gain from within the country and abroad, but also through natural population growth. The year 2025 was especially strong in terms of net domestic migration, which accounted for more than half of the increase. We are happy that people want to come to Helsinki, and especially pleased that they also want to stay.

Amid this rapid population growth, the sluggish pace of housing construction in Helsinki is a concern. The slump in housing construction is so dire that the City did not even come close to reaching its target of 7,000 new homes. The slow pace of construction combined with strong population growth has not yet had time to push up rents and housing prices, but before long a significant surge in construction activity will be required to accommodate the city's high growth rate. The shortage of housing construction also limits opportunities for determined urban development in different parts of our city.

Over the past year, Helsinki continued our energetic international engagement and cooperation in various European and global networks. We also continued our unwavering support for Ukraine. To advance our common goals and rise to our joint challenges, the City worked clossely with Finland's other largest cities, and the other municipalities in the metropolitan area, as well as with the central government.

Fortunately, the City of Helsinki has the capacity to cope with its growing population and the resulting increases in service demand. The first budget of the new council term focused on providing allocations for children, youth and basic services in the city, in line with the new City Strategy. The City's ability to invest may now be more limited than it has been in the past, but we still made significant investments that were deemed necessary to meet the needs of an expanding city. If Metropolitan Area Transport Ltd investments are included, the City's total investments exceeded one billion euros.

Helsinki's greatest strengths are its people, their know-how and our culture of working together. If we can continue to harness these assets, the residents of Helsinki can rest confident that the City will continue to provide the ideal conditions for the best possible urban life, now and in the future. My thanks go out to every City of Helsinki employee; your commitment to the city and the wellbeing of its people is deeply appreciated.

Daniel Sazonov
Mayor

Photo: Sakari Röyskö.

City Manager's Review

2025 was a year of growth, renewal and robust collaboration for Helsinki, and the city continued to develop as an attractive place to live and work. The City Council and elected officials began a new term and the implementation of a new City Strategy was launched in all of the City's divisions. According to the Fiilari employee survey, 93 per cent of our employees felt their work was meaningful and 81 per cent said they would recommend the City of Helsinki as an employer. This says a lot about the strength and commitment of our work community.

The Education Division saw its number of students grow, with a particular increase in upper secondary education. A change in the law on support for learning came into force in comprehensive and general upper secondary education, and literacy was strengthened at all levels of instruction. The Helsinki Learns – Future Competences programme successfully helped build young people's emotional intelligence, social skills, and empathy, as well as literacy. Cross-institutional study opportunities for secondary school students were expanded, and the City's daycare centres and schools' instructional Fox material was recognised as one of the best sustainability education practices in Europe.

In the Culture and Leisure Division, libraries, cultural centres, museums and sports services achieved new attendance records. In celebration of the City Council's anniversary, Helsinki residents aged 7–19 were granted free admission to the City's outdoor pools and the Villa Hakasalmi museum. Activities organised in Helsinki's suburban regeneration areas attracted almost 350,000 visits and encouraged positive everyday encounters among residents of all ages and backgrounds. In close cooperation with our partners, we piloted a multi-professional regional approach to our youth work. Significant progress was also made in the division's work in the area of environmental responsibility.

Services in the Social Services, Health Care and Rescue Services Division were renewed throughout the year to better meet the needs of our growing customer base. We streamlined client access to health stations, responded decisively to escalating drug use in the capital, and integrated new technology into our senior services. Helsinki residents were even more satisfied with the division's services, as the net promoter score (NPS), which measures customer experience, showed a clear improvement from last year. We are preparing for reduced funding in advance to ensure that we can continue to provide the services that Helsinki residents need in the years ahead.

The Urban Environment Division enabled Helsinki's growth with its planning, construction and maintenance of the city. The targets set for the execution of local detailed plans were clearly exceeded, all the while ensuring good access to green spaces from both new and existing residential areas. Investments in streets and parks, increased greenery throughout the cityscape and improvements to public spaces improved the overall functionality and attractiveness of the city. Efforts were made to prevent segregation by improving the cleanliness and maintenance of station areas and daycare centre and school surroundings, and by finding new uses for vacant commercial premises. Circular economy and energy efficiency measures and sustainable mobility solutions reduced emissions and improved resource efficiency.

In the Central Administration, the year was marked by the introduction of a new strategy period and council term, as well as the 150th anniversary of the City Council. The evaluation of the City Strategy and the preparation of a new strategy, as well as the induction of new councillors, were widely reflected in the work. Over the course of the year, we strengthened the conditions for growth and employment; developed digitalisation, information security and risk management; and adopted both a governance model and development guidelines for the City's municipal enterprises. In addition to this, in cooperation with our divisions, we prepared a plan for measures and investments associated with our suburban regeneration efforts.

The year 2025 proved that our strength lies in the people who make Helsinki the city that it is – our staff, our residents and our partners. The City grew and its services developed, and the power of collaboration was evident throughout our divisions and municipal enterprises. We are now well placed to continue our journey into 2026, working together to build a Helsinki we can be proud of.

Photo: Sakari Röyskö.

Photo: Kimmo Brandt.

City Manager Jukka-Pekka Ujula

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
- Palvelukeskus Service Centre municipal enterprise
- Financial Management Services municipal enterprise
- Helsinki City Construction Services municipal enterprise

Key figures

Operating income
67
EUR million

Operating expenses
522
EUR million

Share of total operating expenses 8%

Operating expenses per resident
751
EUR

Number of staff:
872

Percentage of total staff:
2%

City Executive Office

The Helsinki City Executive Office is the planning, preparation and implementation body of the City Council and the City Board. The City Executive Office is responsible for the development and central administration of Helsinki. It operates under the authority of the City Board.

Our year was full of various types of development and work to improve our operating conditions. The launch of a new council term and strategy meant we were busy onboarding the new elected officials, communicating the changes internally and externally, and driving strategy-related cooperation.

We assisted senior management to identify key strategic opportunities and challenges and prepare information for the strategy negotiations. We also arranged a strategy seminar for the new City Council. This all resulted in a new City Strategy: 'A Helsinki we can be proud of'.

We then partnered with the divisions to begin implementation of the City Strategy and prepared a management model and performance indicators of the programme packages for the City Board.

We also contributed to the 150th anniversary of the Helsinki City Council. In collaboration with the Administrative Department and City Council Chair, we created a programme that contained several celebratory events throughout the year, communicated about them widely and invited city residents to join.

Boosting vitality in many ways

Despite the volatile operating environment, we worked to build the conditions for new growth and better employment opportunities for residents of our city.

The downturn in the housing construction market was also a dilemma, but we managed to increase the number of housing construction projects started compared to the previous year: construction commenced on a total of 3,242 housing units and 4,186 were completed. We also continued our research into a new rent-to-own housing model.

We provided both in-house and contract partner services to support the creation and growth of innovative businesses. Examples include our joint work with Helsinki's startup ecosystem to develop operations of the Maria 01 startup campus, as well as our efforts to improve the City of Helsinki's visibility at the Slush startup event.

In 2005, our Business Advisory Services sparred with more than 1,000 people who were planning to establish business operations with growth and hiring potential. The net promoter score (NPS) of these services rose to 87, which is an excellent result.

We advanced tourism with our Makers of Helsinki network, and also made progress in the areas of regenerative tourism, visitor pressure management, and data-driven management, prioritising tourism during the winter season, security and preparedness, and long-term sustainability.

We started updating the citywide participation and interaction model.

More comprehensive advisory services and multilingual communication

We continued our work to improve city residents' opportunities to participate and have an influence in city decision-making, alongside the development of our advisory services and communications. We started the preparation and data collection phase of an update to the citywide participation and interaction model, in cooperation with the divisions. We also carried out the fourth round of our popular OmaStadi participatory budgeting initiative.

We developed Helsinki-info's advisory services and multilingual communications by measuring customer data, visits, customer satisfaction and user experience. We expanded the Helsinki-info service with two new service locations operating in conjunction with Helsinki Employment Services in the districts of Kamppi and Itäkeskus and also introduced a new immigration advice hotline.

We enlivened the Helsinki city centre with events, communication and marketing. This included new types of pilot events organised in partnership with external actors, such as À la Park in Meripuisto, Superterassi at Kasarmitori and SaunaVision in the Töölönlahti Park.

Automation and data-driven service development

We looked to secure benefits from automation, data and artificial intelligence as part of our digitalisation work, while improving our data security management. We identified and

Photo: Tuukka Ylönen.

developed use cases for automated resolution processes and software robotics and also developed chatbot solutions.

We developed reporting and analytics solutions to support data-driven management and produced a citywide knowledge management operating model. As we seek to develop the City's proactive services, we created practices to support data-driven management, in collaboration with the divisions.

We launched a data security management change project, clarified responsibilities and roles and intensified our risk management. We also developed technical information security capabilities and improved disturbance resilience and communications.

> We renewed our preparedness management structures and civil protection responsibilities.

From preparedness to implementation readiness

In uncertain times, the significance of preparedness increases. We bolstered the preparedness of the Helsinki City Group by moving from preparedness planning towards implementation readiness. We renewed our preparedness management structures and civil protection responsibilities. We also coordinated 15 in-house and regional preparedness exercises for City of Helsinki staff. The latter were carried out in cooperation with the public authorities.

We also developed our risk management processes. We reviewed the risk management of various City organisations and improved the risk situation picture. We updated the Helsinki City Group's internal control and risk management guidelines and submitted them to the City Board for approval.

Long-term financial governance

In line with a programme to renew our financial governance services and processes, we decided to deploy the SAP S/4Hana enterprise resource planning system throughout the City. We prepared for its deployment with careful testing and contingency plans.

We adopted a new governance model for the City of Helsinki's municipal enterprises and prepared long-term development guidelines for each entity along with a handbook for their boards.

We started to prepare a new action and investment plan for the City's suburban regeneration areas in cooperation with the divisions and successfully piloted a multilingual resident survey in the areas.

Improving staff retention and employer attractiveness

We strengthened our staff retention and employer attractiveness through systematic development measures. In the City's overall people practices renewal project Majakka, we put the search for a new system and implementation partner out to tender. We also prepared descriptions of more than 70 HR management processes and outlined the target outcomes. We worked closely with the City's divisions, municipal enterprises and agencies in this work.

The first year of the City of Helsinki's occupational health care cooperation with Mehiläinen was a success, as the service's net promoter score (NPS) was excellent. Thanks to Mehiläinen's nationwide network of locations and round-the-clock digital services, our staff had convenient access to occupational health services at all hours of the day. Supervisors were also provided with new tools for maintaining their ability to work.

We adopted a new vision for our employee experience – "How nice to be able to go to work again tomorrow. I should ask my friends to come work for the City, too" – and updated our internal mobility models.

We improved our job applicant experience by harmonising our selection decision models, among other things, and we also anticipated future staffing needs by organising workshops to define the target state for human resources planning, together with the City's divisions and municipal enterprises.


Photos: Sakari Röyskö.

Deputy Mayor Reetta Vanhanen, Greens

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

Operating income
91
EUR million

Operating expenses
1 626
EUR million

Share of total operating expenses 25%

Operating expenses per resident
2 337
EUR

Number of staff
15 092

Percentage of total staff
42%

Education Division

The Education Division oversees the City of Helsinki's early childhood education in playgrounds and daycare centres, pre-primary education, comprehensive education, and general upper secondary education. It is also responsible for vocational education and training provided in Finnish in the largest vocational institution in Finland, and liberal adult education in Finnish- and Swedish-language adult education centres.

The year 2025 saw moderate increases in all age groups of children and young people in Helsinki, with the exception of those in primary education.

At the upper secondary level, the number of general upper secondary school students remained unchanged and the number of participants in vocational education and training increased. The demand for courses offered by adult education centres remained high.

Wellbeing and equity in learning

We created safe and equal learning pathways and growth opportunities for children and young people. We invested in developing our comprehensive education schools' safety culture by setting up school safety teams and providing emergency situation training for our school principals. We continued our steadfast work to prevent bullying, violence and street violence. We also employed a stakeholder specialist to work with the police to tackle safety challenges in schools.

At the request of the City's young people, we introduced a Help Button, which makes it easy for lower secondary school students to contact student welfare professionals.

In secondary education, we continued to arrange wellness cafés, group activities, individual and group exercise opportunities and breaks from sitting. Our work to ingrain a pedagogy of hope in the everyday life of general upper secondary schools also continued. A pedagogy of hope promotes young people's resilience, mental health and respectful encounters.

We also started to build an entity with the working name 'Youth Safety Net in Helsinki' for young people under 30.

We recognised the central role of families as partners in the learning and upbringing journey. At playgrounds and in comprehensive education, we continued to develop support for the integration of families who have arrived in Finland from abroad.

We employed 'Timeout' training to strengthen the dialogue skills of professionals working in comprehensive education. At the Arbis adult education centre, we offered childcare-supported Swedish language and civic orientation courses for unemployed customers of the City's integration services.

We promoted literacy by ensuring comprehensive school students read for a certain age-appropriate amount of time (at least a half-hour) every week.

Change in support for learning and strengthening reading skills

Over the course of the year, an amendment to the law on support for learning and school attendance in pre-primary, primary and secondary schools came into force. We trained staff, communicated widely and started to create a new culture and adopt new ways of working in association with this.

The new support for learning aims to provide low-threshold support services as early as possible, and strengthen teaching arrangements that support learning and group-based forms of support. In general, upper secondary schools, for example, we developed tools for anticipating and identifying support needs, as well as multidisciplinary cooperation.

We added a range of activities to reinforce literacy and increase studnets' enthusiasm for reading at all levels of education. In early childhood education, we worked with children to create ways to promote literacy and increase reading. We built reading corners and delivered book trolleys to several daycare centres. We also encouraged parents and guardians to read to their children in their mother tongue by providing book bags containing books in different languages.

We promoted literacy in comprehensive schools by ensuring that students read for a certain age-appropriate amount of time (at least a half-hour) every week.

In secondary education, we introduced a service package that we developed with the Helsinki City Library. We also engaged in close cooperation with libraries and other bodies on all other levels of education.

Our division established cross-institutional study opportunities for secondary school students in cooperation with vocational education and training and liberal adult

Photo: Vesa Laitinen.

education. We also continued our collaboration with Helsinki Employment Services and local businesses, jointly planning recruitment training for unemployed people and jobseekers at risk of unemployment. For example, recent icebreaker orders at the Helsinki Shipyard have created a need for skilled welders, pipe fitters, interior decorators and electricians.

We promoted staff attraction and retention

We worked extensively and systematically to promote staff attraction and retention. The number of applicants for vacancies in the division increased compared to the previous year. Departure turnover decreased for early childhood education teachers and child carers, and for special educational needs classroom teachers and psychologists in comprehensive education.

We introduced many new measures to promote the availability of early childhood education staff, including the part-time employment of student teachers in early childhood education as additional pedagogical resources in daycare centres and the creation of a pedagogical pathway for foreign-language early childhood education teachers. We also started a pilot on teacher leadership training with deputy directors.

The qualification rate for teachers in comprehensive education increased from the previous year. In Finnish-language comprehensive education, the number of jobseekers increased across all related professions, while in Swedish-language comprehensive education, a similar increase was noted, but not in all vocational areas. We filled all of the City's school psychologist vacancies and the availability of classroom assistants developed positively.

We promoted career enhancement by, among other things, supporting the qualification of permanent classroom teachers as special needs classroom teachers and offering apprenticeship training for classroom assistants and special needs classroom assistants.

We set out to develop an employee experience development pathway and invested in diverse and multi-channel recruitment marketing, as well as fairs, events and partnerships with educational institutions.

We promoted career enhancement by supporting the qualification of permanent classroom teachers as special needs classroom teachers.

New premises and greener schoolyards

We added nine new locations to our network, six of which will replace old premises. We also promoted the extracurricular use of our division's facilities for residents' leisure and social activities. In addition, we increased the reuse of furniture and fixtures in our facilities.

In 2025, several school projects were completed. For example, the primary school and lower secondary schools in the district of Pakila merged to become the Pakila Comprehensive School, and the primary school in Ruoholahti was expanded to become the Crusell Comprehensive School. We also opened Daycare Aurinkokello in the Pasila Comprehensive School.

Renovations were completed at the Oulunkylä Primary School and Daycare Kulkuri, Kallio Upper Secondary School of Performing Arts and Helsinki Upper Secondary School of Visual Arts, Pihlajisto Primary School and Daycare Centre, Gymnasiet Lärkan, Hoplaxskolan and Haga förskolan. In addition to this, the finishing touches were put on the renewed Roihupelto campus of the Helsinki Vocational College Stadin AO, which serves some 4.500 students.

In total, our renovation efforts made 16 daycare centre and school playgrounds into more green and varied environments that encourage more physical activity.

Photos: Sakari Röyskö.

Deputy Mayor Johanna Laisaari, Social Democratic Party

Chair of Urban Environment Committee

Ville Lehmuskoski, Executive Director

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

Organisation within the division

- Helsinki City Transport

Key figures

Operating income
1 364
EUR million

Operating expenses
1 043
EUR million

Share of total operating expenses 16%

Operating expenses per resident
1 501
EUR

Number of staff
1 878

Percentage of total staff
5%

Urban Environment Division

The Urban Environment Division serves Helsinki's residents and companies by managing the planning, construction and maintenance of a functional and pleasant environment, in addition to providing building control and other environmental services.

We promoted the growth of the city through land use planning and housing production. We utilised sustainable solutions in the development of construction and transport. We also invested in the pleasantness of the City's suburban regeneration areas as part of our efforts to prevent segregation.

Improving the conditions for growth

We promoted housing production, which creates the conditions for growth. Unfortunately, we did not reach our target for the number of housing starts in our own housing production. In 2025, housing construction in Helsinki was adversely affected by the discontinuation of right-of-occupancy housing production, the dismal market situation and the high cost of construction.

Housing construction nevertheless progressed in the districts of Jätkäsaari, Kalasatama, Kruunuvuorenranta, Pasila, Oulunkylä, Malminkenttä and the suburban regeneration areas of Malminkartano-Kannelmäki, Malmi, Mellunkylä and Meri-Rastila.

As part of our local detailed planning work, we zoned more than 500,000 floor square metres more for residential housing construction, clearly exceeding our target. A great deal of this new space for housing was directed to the suburban regeneration areas. At the same time, we ensured that all Helsinki residents will continue to have excellent access to green spaces. As many as 98 per cent of residents live less than 300 metres from a local recreational area. We also increased the amount of greenery along our transit routes.

New construction projects completed in 2025 included the combined Pasila Comprehensive School, and Daycare Aurinkokello, and the extension of the Oulunkylä Primary School and Daycare Kulkuri. Projects that were under construction included the Kruunuvuorenranta service block and the new Malmi mortuary.

Building also progressed on several replacement construction projects, such as the new multi-purpose building in the district of Suutarila and the extension of the Myllypuro Health and Wellbeing Centre.

Planning sustainable transport

We developed sustainable modes of transport as a basis for a convenient everyday life and supported the electrification of transport in many ways.

The second phase of the renovation of Mannerheimintie and the renovation of Aleksis Kiven katu improved the flow and safety of walking, cycling and tram traffic on important arterial roads. We also drew up master plans for the Pitäjänmäki and Kuusisaari Baanas, which will greatly improve walking and cycling conditions in those areas.

With the opening of the pedestrian-friendly summer streets in the central area of Kallio, we contributed to building a more pleasant city, and the first-ever Walking Barometer survey was completed.

In the Crown Bridges project connecting the island of Laajasalo with the city centre, we continued construction of the tram link, bridges, street areas and Mischan ja Maschan aukio. In the West-Helsinki Light Rail project, we made progress in street and route planning.

We supported the optimisation of the transport system's electricity consumption by improving the quality of traffic light control and traffic management during construction projects.

Preparation of new nature reserves

We promoted biodiversity by preparing seven new nature reserves, continuing our work on the City of Helsinki Biodiversity Action Plan LUMO and developing a model for ecological compensation for Helsinki. The model makes it possible to compensate for the loss of natural assets in a systematic and predictable way as part of land use processes. We also developed the collection and use of nature data.

We increased the total green area of Helsinki by more than 200,000 square metres. Green spaces strengthen urban carbon sinks, stormwater management and recreational opportunities in our growing city. We also developed natural solutions that improve flood protection and the state of small water bodies and reduce stormwater loads, especially in new residential areas.

> We made the necessary preparations to establish seven new nature reserves to promote biodiversity.

New recreation and nature areas

The green areas of Haaganpuronlehto, the western part of Ruukinlahdenpuisto, Maatullinpuisto and the Jokeri Light Rail infill construction areas were completed in expanding residential areas.

We also renovated three parks close to the city centre: Kaisaniemenpuisto, Sibeliuksenpuisto and Tove Janssonin puisto. In the district of Pitäjänmäki, we renovated Strömbergin puisto and Puropuistikko. Playground Sanna was completed and the renovation of Playground Viiri progressed.

Together with the Culture and Leisure Division, we planned the renovation of Käpylä Sports Park. We also commenced preparations for the construction of the nature-oriented and marine-themed theme park of Haruspuisto in Meri-Rastila.

Energy savings in many areas

We reduced emissions from buildings, outdoor lighting, construction sites and transport through a range of energy efficiency measures. The total calculated energy savings amounted to 8.7 GWh, which exceeded our target. One of the most notable measures was the modernisation of the outdoor lighting network. We installed more than 14.000 LED lights, bringing the total number of LED lights in the Helsinki network to almost 60,000.

We promoted the circular economy in construction and low-emission construction sites by utilising recycled materials and low-emission machinery in line with Green Deal agreements. We reduced emissions from construction sites and infrastructure construction by reusing 36 per cent of excavated soil.

As in previous years, we promoted energy-efficient housing solutions by providing advice to housing companies on nearly 200 occasions.

Better service management with customer data

We continued our efforts to improve the convenience and customer experience of our services. We improved our customer experience by making more systematic use of customer data in service management and by speeding up our responses to customer feedback. We allocated resources to areas where delays or backlogs were occurring, such as maintenance and permit processing.

We routed fault reports more smoothly to contractors, which speeded up repairs and improved the perceived quality of service.

We also improved the quality of our winter maintenance by extending the network of routes subject to intensified winter maintenance by 35 kilometres, improving the quality control of our maintenance and piloting new dog-friendly anti-slip agents. During the summer season, we planted more greenery for people's enjoyment. We also improved the management of small water bodies with the help of a stream caretaker.

Comprehensive prevention of residential segregation

Our aim is to prevent segregation by improving the services and pleasantness of the suburban regeneration areas in a variety of ways. We responded more quickly to maintenance requests and saw to it that the occupancy rate of the commercial premises that we own in the areas increased.

We strengthened the pleasantness and community orientation of several urban spaces with 17 placemaking projects, in which residents actively contributed to the development of their local environments.

We created four temporary sports facilities or other services supporting community cohesion in areas that were perceived as empty and unsafe. We also improved everyday safety by boosting cleanliness, lighting and maintenance, especially in station areas and around schools and daycare centres.

Streamlining our customer data management has improved the efficiency of our services, including in our handling of fault reports.

Photo: Reija Jousjärvi.

Photos: Sakari Röyskö.

Deputy Mayor Paavo Arhinmäki, Left Alliance

Chair of Culture and Leisure Committee

Executive Director Juha Ahonen

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

Key figures

Operating income
34
EUR million

Operating expenses
314
EUR million

Share of total operating expenses 5%

Operating expenses per resident
451
EUR

Number of staff
1 970

Percentage of total staff
6%

Culture and Leisure Division

The Culture and Leisure Division maintains and improves the opportunities for Helsinki residents of all ages to foster their mental and physical wellbeing, learning and active citizenship, while also supporting Helsinki's vitality. The division is responsible for library materials, museum and art museum collections and maintaining cultural heritage. It also carries out the official duty of preserving the cultural environment.

2025 was a year of robust collaboration in the City of Helsinki's Culture and Leisure Division. Our services supported the wellbeing, participation and community spirit of Helsinki residents in an even more diverse and comprehensive way. Both our residents and our stakeholders contributed to these efforts via active cooperation.

Our cultural, sports and library services and youth work were visible in the everyday lives of Helsinki residents. We devoted particular attention to facilitating events and activities in the City's suburban regeneration areas, which attracted almost 350,000 visits. They strengthened positive encounters between people of different ages and backgrounds in the districts of Mellunkylä, Malmi, Malminkartano, Kannelmäki and Meri-Rastila.

In terms of environmental responsibility, we took significant strides forward in each of our services. We audited and implemented several new environmental programmes as part of our day-to-day operations.

Libraries offer more comprehensive services in other languages

In 2025, our diverse selection of services successfully fostered a culture of literacy, democratic values, freedom of expression and the transition to a more sustainable society. The number of physical and digital visits to the Helsinki City Library network continued to grow. We paid particular attention to the language content of the material and events we offer; increasing foreign-language materials available to visitors from 7,000 to more than 11,000 items.

We highlighted the communal act of reading aloud at many of our events. The most prominent reading event of the year was the Book Fest for adults and the Kid Fest for children at the Oodi Central Library, which we organised together with our partners. We also organised similar events in the suburban regeneration areas and launched environmental literacy events for all fifth-graders as part of a partnership between Helsinki's libraries and schools.

We continued our project to renew the Helmet library's digital platform both internally and in collaboration with the regional Helmet network. As part of this, we invited tenders on a new library system. We improved our service coverage by increasing our self-service library hours and introducing more roving customer service representatives in our library premises.

> Prepared jointly with Helsinki's residents, a more participatory vision for the City's Cultural Centres was drawn up for the next five years.

Cultural services to suit all tastes

Throughout the year, our cultural services made art and shared activities visible to all our residents. Our events attracted many people and we exceeded our attendance targets.

The Helsinki City Museum was again one of the most visited museums in the country. Cultural Centre Stoa, the Savoy Theatre and the Espa Stage also witnessed record attendance rates. Opened on the Night of the Arts, the revamped Worker's Museum was an instant hit.

A more participatory vision for the Kanneltalo, Malmitalo, Stoa and Vuotalo Cultural Centres was drawn up for the next five years, prepared together with the City's residents. In the future, we will organise more events in Cultural Centres in cooperation with services, partners and, above all, local residents.

Among the many events that were organised in the City's suburban regeneration areas, the Malmi Summer of Events 2025 set a record for attendance. We also conducted placemaking work that enlisted residents to help develop the area's neighbourhoods. We partnered with HAM Helsinki Art Museum in this effort.

In 2025, the Helsinki Philharmonic Orchestra conducted a library tour, which successfully connected with local residents. We offered young people in Helsinki HPO tickets at a reduced price, drawing more of them to attend the orchestra's concerts. The Annantalo Art Centre hosted many open activities for children and young people and targeted events for those with an international background.

We drafted a diversity vision for our Cultural Services to ensure that everyone feels welcome when participating in our activities.

Improved conditions for physical activity

The past year was also spent improving the City's conditions for physical activity, with a special push to attract children, young people and families to engage in such activities.

Visitor numbers in our Sports Services continued to rise, reaching 11.2 million visits. After Helsinki residents aged 7–19 were granted free admission to the City's outdoor swimming pools in honour of the 150th anniversary of the City Council, they made great use of the Swimming Stadium and Kumpula Pool.

We strengthened the provision of family sports opportunities in the City's suburban regeneration areas and implemented an interdivisional project plan to make it easier to participate in low-threshold recreational activities.

In cooperation with the Urban Environment Division, we improved the conditions for sports and outdoor recreation. We opened the Oulunkylä artificial ice rink, indoor sports facility and sports park to the public. The extensive and thorough renovation of the historic Yrjönkatu Swimming Hall downtown was completed at the end of the year.

To mitigate climate change, we developed an energy savings programme along with the Urban Environment Division and audited the environmental management system of our Sports Services. This work earned us the EcoCompass certificate.

> We established a more needs-based and multi-professional approach to youth work to promote safe and equal regional development.

Youth Services

We addressed current issues affecting the lives of young people and established a more needs-based and multi-professional approach to youth work that promotes safe and equal regional development.

We offered a wide range of activities to young people. We harmonised the opening hours of Youth Centres, which contributed to an increase in the number of visits. The increased number of open activities and extended opening hours during the summer caused a particular spike in visitor numbers. Young people who may have been feeling lonely were able to make new friends in small groups and on excursions.

We empowered young people and encouraged them to participate and make a difference. We held the Youth Council elections, which saw a record turnout. We organised more events together with young people. The Usagicon event and the YouX event at the start of the summer attracted large audiences of over 5,000 young people. Youth Services also employed 300 youth in short-term jobs.

Through increased funding and systematic data-driven management, we ensured that resources and services were targeted to areas in need and their local young people, which helps to prevent segregation.

Another innovation was the piloting of the MAAT model in collaboration with the other divisions and the police. The model takes a multi-professional regional approach to addressing young people's activity that undermines regional security. Among other things, this involved us working with our partners to guide children, groups of friends and young people to the support they needed, as well as giving consultation support to other professionals.

Photo: Maija Astikainen.


Photos: Sakari Röyskö.

Deputy Mayor Maarit Vierunen, National Coalition Party

Chair of Social Services, Health Care and Rescue Service Committee

Executive Director Juha Jolkkonen

- Rescue Services
- Family and social services
- Health care and substance abuse services
- Hospital, rehabilitation and nursing services
- The Division's Shared Services

Key figures

Operating revenue
289
EUR million

Operating expenses
3 074
EUR million

Share of total operating expenses 47%

Operating expenses per capita
4 420
EUR

Number of staff
15 638

Percentage of total staff
44%

Social Services, Health Care and Rescue Services Division

The Social Services, Health Care and Rescue Services Division provides Helsinki residents with timely, equal, functioning and high-quality social services, health care and rescue services that increase wellbeing, health and safety.

The year 2025 was an excellent one for the City of Helsinki's Social Services, Health Care and Rescue Services Division. We reformed our services in a planned and cost-effective manner to better serve our growing client base.

Appointments, visits and the use of e-services increased across many of our services – we recorded millions of different encounters with clients over the year. For example, we recorded 3.6 million home care visits and 2.86 million health station visits. Prehospital emergency care services were dispatched every 10 minutes.

Our clients are increasingly satisfied with the services we provide, which is evident in our NPS rising once again from the previous year to 69.

Our work is guided by the Helsinki City Strategy and our division's service strategy. We prepared our new service strategy for 2026–2029 with the input of city residents, staff, elected officials and other parties.

Health stations can now be contacted more quickly.

Improvements to services

Health stations can now be contacted more quickly than before. In December 2025, we returned calls to clients who requested a callback within an average of 45 minutes and responded to messages on the Maisa platform within an average of 1.1 days. The cancelled appointment queue employed in oral health care shortened the time spent waiting for access to treatment by over three weeks.

We administered 202,000 seasonal vaccines to those at risk. Helsinki had the highest vaccination coverage at the national level in all age groups.

At the beginning of 2025, the Disability Services Act, which emphasises the priority of primary healthcare, came into force. Client numbers rose in the division's free-of-charge home services for families with children, and social guidance services also saw an increase in the number of clients.

The therapy guarantee for people under the age of 23 entered into force in May. We focused on the provision of low-threshold services and short-term interventions, which are available in Helsinki's schools, educational institutions, Mieppi mental health services and family centres.

New service initiatives

We responded to the worsening drug situation in Helsinki swiftly with new measures. The most notable of these was speeding up access to drug detoxification treatment; those in need of inpatient care can now access it on the next working day at the latest.

In September, we started mobile testing and treatment of hepatitis C. We also started to offer non-invasive prenatal testing (NIPT), which detects the most common chromosomal abnormalities, to pregnant women in Helsinki.

We opened the Disability Services' Children's House, which has group home spaces, shared facilities as well as numerous recreational and sensory rooms. The Children's House serves children and young people under the age of 18 to promote better caretaker coping.

Kuva: Virpi Velin.

We provided communal living services for older people, combining housing and social activities.

Youth Interdisciplinary Family Work is a new service that takes a more holistic approach to supporting and helping families with an immigrant background who are clients of child welfare and family social work.

Our senior services supporting mental health provide peer support and rehabilitation for pensioners. Our remote service for mental health rehabilitants developed remote appointments alongside traditional in-person appointments to support the independent living of mental health rehabilitants.

Use of digital services still growing

Use of digital services in Helsinki continued to grow. Maisa, the shared social and health care client portal of HUS Group hospital network, the City of Helsinki and the Uusimaa wellbeing services county, has already been activated by 77 per cent of Helsinki's residents, and it recorded 28.6 million client contacts in 2025. The number of video appointments exceeded 10,000.

The Omaolo digital service was used for 173,269 symptom assessments, and the number of chat and chatbot conversations is counted in the tens of thousands.

We introduced new technology to senior services by adding video connections to automated medication dispensers in home care. As a result, a nurse can make a video call to a client's medication dispenser and oversee the administration of the medication remotely. The relatives of clients receiving telehealth services can now also make video calls to the client's telemedicine device. It is up to the client to decide who can make calls through the family subscription service.

In senior services, video connections were added to atomated medication dispensers in home care.

Work perceived as meaningful

At the end of 2024, our division employed 15,600 professionals. Our employee satisfaction continued to rise: 93 per cent of our professionals consider their work to be meaningful and 84 per cent would recommend us as an employer. We looked after the competence of our employees in many ways. For example, our employees recorded an average of 3.7 days of training per employee last year.

To increase our appeal as an employer, we implemented a salary development programme. It improved the availability of skilled personnel, especially in professions experiencing labour shortages. The number of job vacancies opened decreased, and the total number of job applications we received increased considerably.

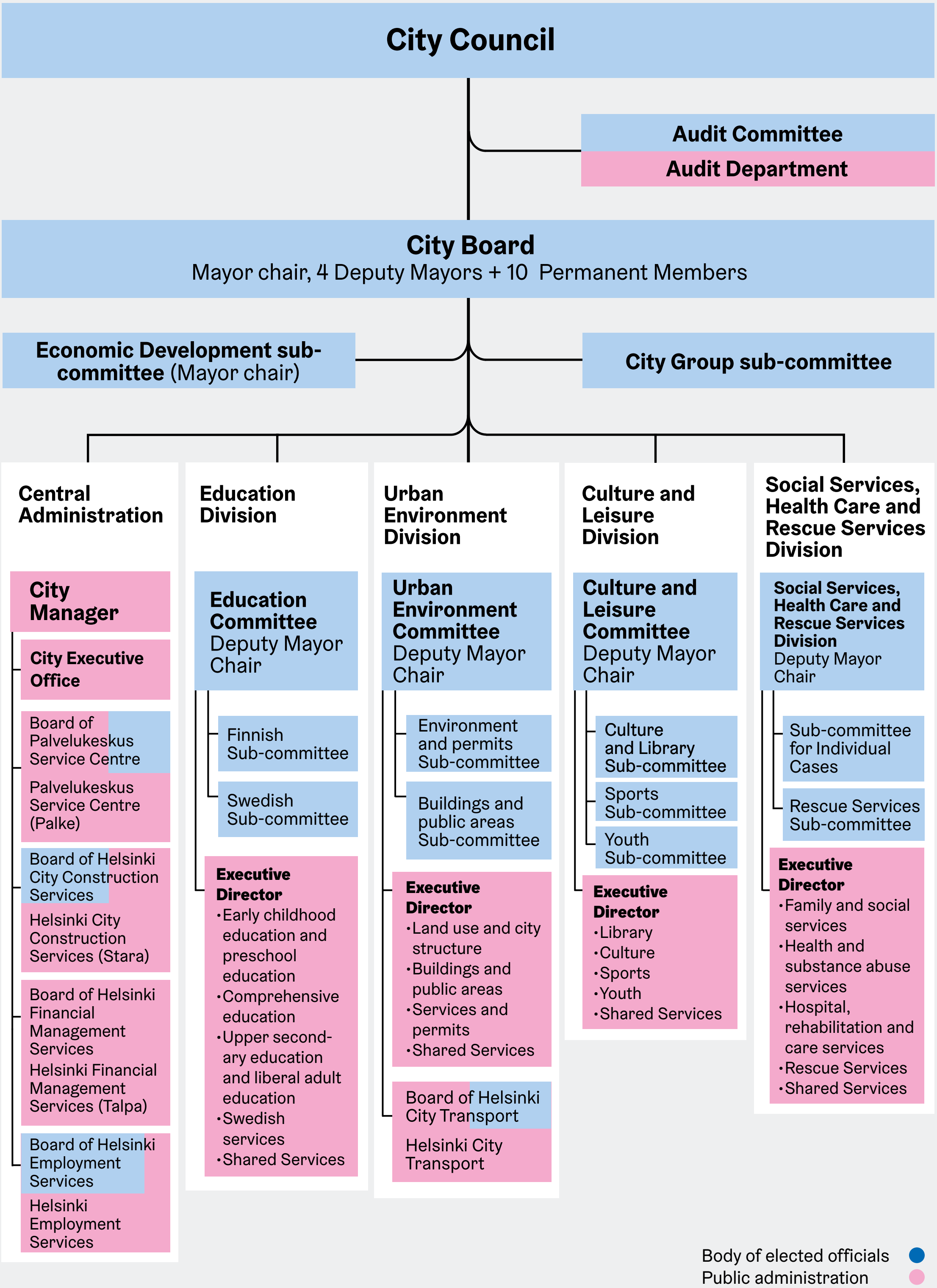
The first nurses recruited from the Philippines graduated as practical nurses in June – all 23 continue to work for us.

The Rescue Department launched the Rescue Task Force (RTF) in 2025, in which specially trained firefighters work under police protection in situations where there is a serious threat of external violence.

Costs reduced with our change programme

In 2025, our finances were in balance, even though our per capita funding is among the lowest in the country. We expect our funding to decrease even further in the coming years, so we continue to prepare for this eventuality with the implementation of our change programme. Our ultimate goal is to secure the level of service that Helsinki residents require. We developed more cost-effective ways of working, which resulted in significant cost reductions.

The City of Helsinki's administrative organisation in 2025



City of Helsinki organisation

The City Council, elected in municipal elections, is the highest decision-making body in Helsinki. The Council elects mayors and deputy mayors from among the councillors and deputy councillors for one term at a time.

The Council term is four years. The mayor chairs the City Board. Deputy mayors serve as chairs of the divisional committees and as members of the City Board. The mayor and deputy mayors are full-time elected officials.

The City Manager leads the city's City Executive Office, and an Executive Director leads each division. The City Manager is the supervisor of the division's Executive Directors.

City Manager, City Executive Office
Jukka-Pekka Ujula

Executive Director, Education Division
Satu Järvenkallas

Executive Director, Urban Environment Division
Ville Lehmuskoski

Executive Director, Culture and Leisure Division
Juha Ahonen

Executive Director, Social Services, Health Care and Rescue Services Division
Juha Jolkkonen

Photo: Paavo Jantunen.

City decision-making

The City Council is the highest decision-making body of Helsinki. It is elected through local elections every four years. The current City Council took office on 2 June 2025.

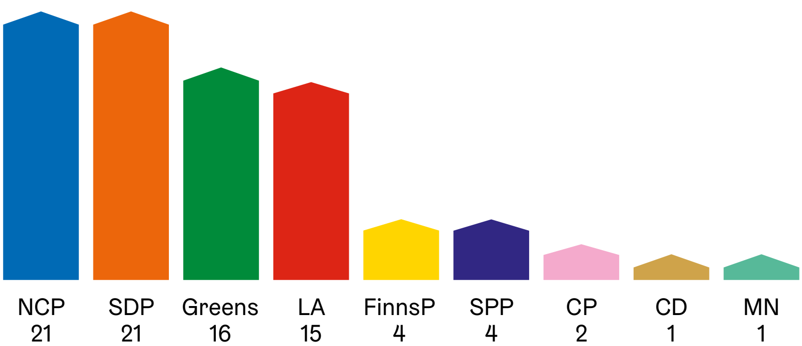
The City Council oversees the City's operations and finances. The City Council has 85 members, who represent different political groups. Each group that won council seats in the election has the same number of deputy councillors as they do councillors, but at least two. In the 2025–2029 council period, Helsinki has 85 deputy councillors.

At least two thirds of the City Councillors must be present at Council meetings. Decisions require a majority vote from the City Councillors present at the meeting. In 2025, the Council convened 20 times.

The City Council, that started its four-year term in 2025 is chaired by Eveliina Heinäluoma (SDP). Council meetings are usually held every second Wednesday. The meetings are livestreamed on the City's Helsinki Channel. Council meetings can also be watched from the public gallery of the City Council Chamber.

The City Board has 15 members and is chaired by the Mayor. The City's 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 other members of the City Board are elected from among the Councillors and Deputy Councillors. The City Board has two Sub-committees: the City Group Sub-committee and the Economic Development Sub-committee.

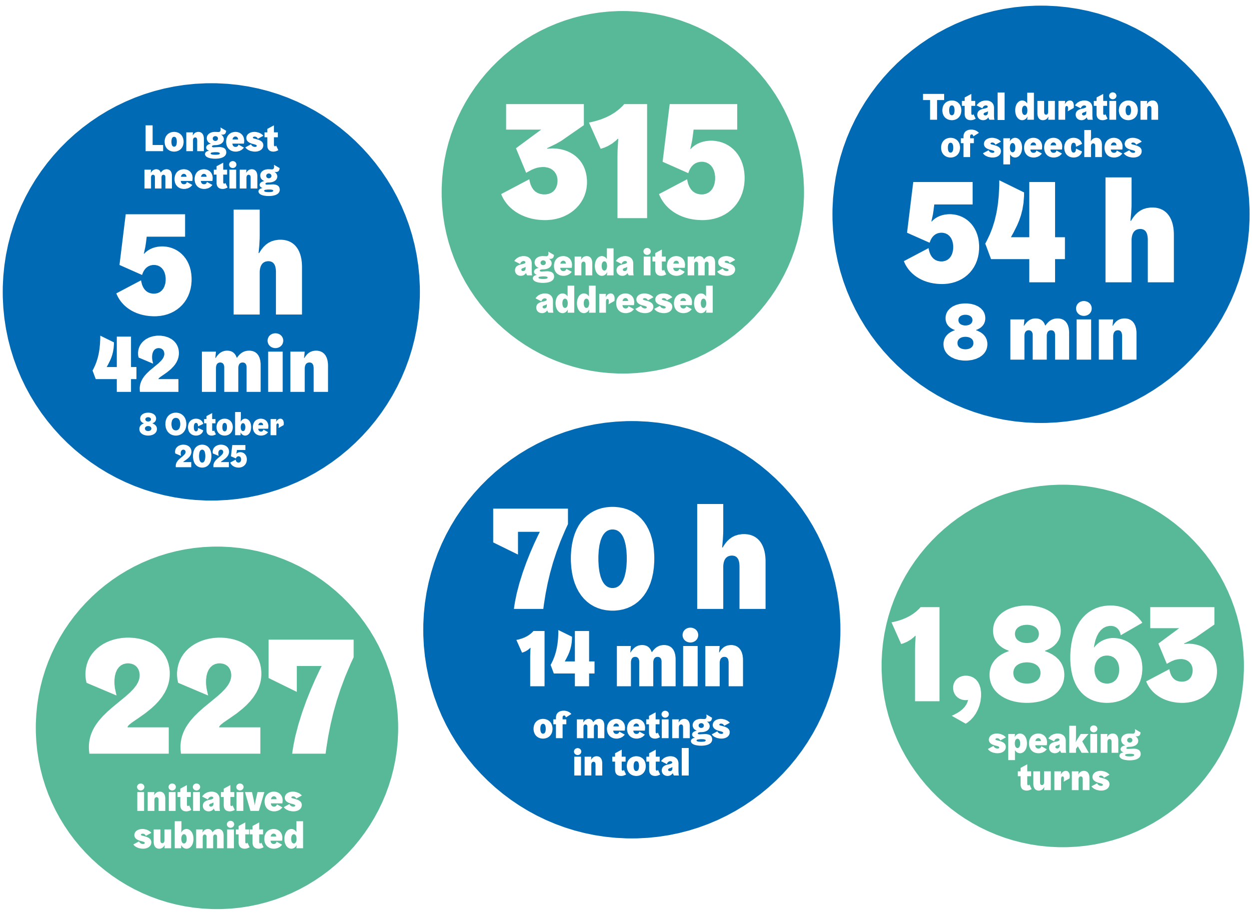
City Council party distribution as of June 2025



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

Photo: Paavo Jantunen.

Highlights from the City Council's year



City Council

City Council elected in 2025.

Chair of the City Council
Eveliina Heinäluoma (SDP)

I Deputy Chair
Juha Hakola (NCP)

II Deputy Chair
Anni Sinnemäki (Greens)

National Coalition Party's council group (21)
Harry Bogomoloff
Maaret Castrén
Veli-Pekka Dufva
Juha Hakola
Atte Kaleva
Arja Karhuvaara
Terhi Koulumies
Otto Meri
Seija Muurinen
Martin Paasi
Matias Pajula*
Jenni Pajunen
Jaana Pelkonen
Janne Rauramo
Sari Sarkomaa
Mirita Saxberg
Daniel Sazonov
Seida Sohrabi
Petri Suhonen
Nina Suomalainen
Maarit Vierunen

Social Democratic Party's council group (21)
Hilkka Ahde
Mahad Ahmed
Pentti Arajärvi
Nita Austero
Elisa Gebhard*
Tuula Haatainen
Ahmad Hassan
Eveliina Heinäluoma
Sari Helin
Ville Jalovaara
Miapetra Kumpula-Natri
Johanna Laisaari
Ville Merinen
Silja Paavola
Abdifatah Qaaje
Nasima Razmyar
Krishna Regmi
Ilkka Taipale
Niilo Toivonen
Erkki Tuomioja
Antti Vuorela

Greens council group (16)
Alviina Alametsä
Outi Alanko-Kahiluoto
Fatim Diarra
Atte Harjanne
Mari Holopainen
Shawn Huff
Emma Kari
Otso Kivekäs
Tuuli Kousa
Minna Lindgren
Johanna Nuorteva
Amanda Pasanen*
Suvi Pulkkinen
Anni Sinnemäki
Iida Tani
Reetta Vanhanen

Left Alliance's council group (15)
Paavo Arhinmäki
Mia Haglund*
Sandra Hagman
Titta Hiltunen
Veronika Honkasalo
Natalia Kallio
Maija Karhunen
Jenny Kasongo
Elina Kauppila
Mai Kivelä
Minja Koskela
Pirjo Lonka
Silvia Modig
Riku Nieminen
Alma Tuuva

Finns Party's council group (4)
Jussi Halla-aho
Teija Makkonen*
Mari Rantanen
Wille Rydman

Swedish People's Party's council group (4)
Silja Borgarsdóttir Sandelin
Nora Grotenfelt*
Björn Månsson
Marcus Rantala

Centre Party's council group (2)
Tiina Halttunen
Terhi Peltokorpi*

Christian Democrats' council group (1)
Eija-Riitta Korhola-Dunderfelt*

Movement Now Helsinki's council group (1)
Harry Harkimo*

* Council Group Chair

The City Board and its Sub-committees

The City Board, under the authority of the City Council, manages the City's operations, administration and finances. According to the City of Helsinki's Administrative Regulations, with the exception of the mayor and deputy mayors, the City Council elects the other members and deputy members of the City Board and its Sub-committees from among the councillors and deputy councillors for a two-year term of office.

The City Council elected the members and deputy members of the City Board, the City Group Sub-committee and the Economic Development Sub-committee in June 2025 for a two-year term of office.

Composition of the City Board in 2025

Mayor Daniel Sazonov (NCP) Chair
Johanna Laisaari (SDP) 1st Deputy Chair
Reetta Vanhanen (Greens) 2nd Deputy Chair

Regular members		Personal deputy members
Daniel Sazonov Mayor	NCP	Seija Muurinen
Johanna Laisaari Deputy Mayor for the Urban Environment	SDP	Dimitri Qvintus
Reetta Vanhanen Deputy Mayor for Education	Greens	Antti Regelin
Paavo Arhinmäki Deputy Mayor for Culture and Leisure	LA	Minja Koskela
Maarit Vierunen Deputy Mayor for Social Services, Health Care and Rescue Services	NCP	Atte Kaleva
Elisa Gebhard	SDP	Krishna Regmi
Mia Haglund	LA	Maija Karhunen
Ville Jalovaara	SDP	Nasima Razmyar
Tuuli Kousa	Greens	Riina Bhatia
Otto Meri	NCP	Jenni Pajunen
Silvia Modig	LA	Tuomas Nevanlinna
Suvi Pulkkinen	Greens	Tuomas Rantanen
Marcus Rantala	SPP	Matias Pajula NCP
Sari Sarkomaa	NCP	Veli-Pekka Dufva
Niilo Toivonen	SDP	Nita Austero

Rapporteurs for the City Board: City Manager, Administrative Director, Mayor

City Group Sub-committee

The Sub-committee supervises the activities of foundations and subsidiaries.

Composition of the City Group Sub-committee in 2025

Chair Daniel Sazonov (NCP)

Deputy Chair Nasima Razmyar (SDP)

Regular members		Personal deputy members
Daniel Sazonov	NCP	Maarit Vierunen
Nasima Razmyar	SDP	Niilo Toivonen
Paavo Arhinmäki	LA	Silvia Modig
Mia Haglund	LA	Tuomas Nevanlinna
Ville Jalovaara	SDP	Elisa Gebhard
Tuuli Kousa	Greens	Antti Regelin
Jenni Pajunen	NCP	Matias Pajula
Tuomas Rantanen	Greens	Reetta Vanhanen
Sari Sarkomaa	NCP	Otto Meri

Rapporteur: City Manager

Economic Development Sub-committee

The Sub-committee steers the City’s economic, competitiveness, immigration and employment policies.

Composition of the Economic Development Group Sub-committee in 2025

Chair Daniel Sazonov (NCP)

Deputy Chair Riina Bhatia (Greens)

Regular members		Personal deputy members
Daniel Sazonov	NCP	Maarit Vierunen
Riina Bhatia	Greens	Tuomas Rantanen
Nita Austero	SDP	Niilo Toivonen
Veli-Pekka Dufva	NCP	Seija Muurinen
Maija Karhunen	LA	Paavo Arhinmäki
Jenni Pajunen	NCP	Matias Pajula
Dimitri Qvintus	SDP	Johanna Laisaari
Antti Regelin	Greens	Suvi Pulkkinen
Krishna Regmi	SDP	Elisa Gebhard

Rapporteur: Director of Economic Development

Committees and Boards

Each of the four divisions has a 13-member Committee and 1–3 Sub-committees. In addition, there are boards for the municipal enterprises that operate under the City Executive Office and the divisions.

Education Division
Education Committee
– the Finnish Sub-committee
– the Swedish Sub-committee

Urban Environment Division
Urban Environment Committee
– Environment and Permits Sub-committee
– Buildings and Public Areas Sub-committee

Culture and Leisure Division
Culture and Leisure Committee
– Culture and Libraries Sub-committee
– Sports Sub-committee
– Youth Sub-committee

Social Services, Health Care and Rescue Services Committee
Rescue Services Sub-committee
Sub-committee for Individual Cases

Boards of the municipal enterprises
Board of the Palvelukeskus Service Centre municipal enterprise
Board of the Financial Management Services Helsinki municipal enterprise
Board of the Helsinki Employment Services municipal enterprise
Board of the Helsinki City Construction Services municipal enterprise
Helsinki City Transport Board

Others
Audit Committee
Central Municipal Election Central Committee (meets during elections)

Photo: Maija Astikainen.

About Helsinki

Founded in 1550

Finnish capital since 1812

Area and environment

Total area
719 km²

Shoreline
131 km

Land
217 km²

Islands
327

Population density
3 159 **inhabitants per sq. km**

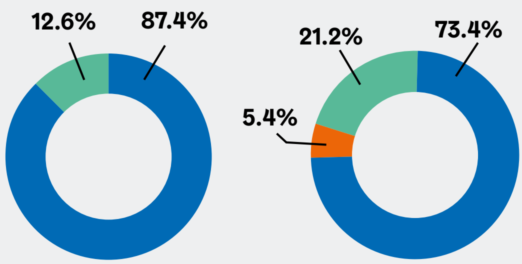
Mean temperature 2025

Whole year	8.2 °C
Warmest month, July	20.5 °C
Coldest month, January	-1.9 °C

Population

Total population 31.12.2025

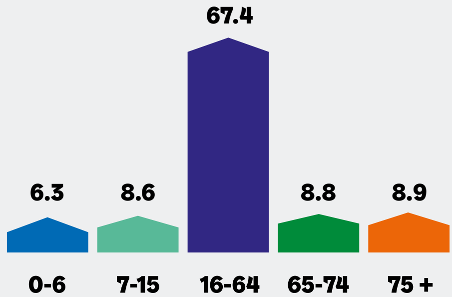
694 392



Finnish nationality
Other nationalities

Finnish-speaking
Swedish-speaking
Other languages

Age groups, %



Life expectancy years	82.4
Men	79.9
Women	84.5

Housing

Total dwellings

398 541

Owner-occupied dwellings
41.0%

Housing density
m²/person
34.3m²

Rented dwellings owned by the city
54 500

Labour market	
Jobs 1.1.2024	430,886
• Primary production, %	0.1
• Processing, %	10.5
• Services total, %	88.5
• Other or unknown, %	0.9
Market services, %	62.3
Public administration, Welfare services, %	26.1
Number of companies 2024	81,516
Labour force (15–74 year olds) 31.12.2024	
• Employed	326,112
• Unemployed	44,735
Participation rate, %	81.3
Unemployment rate, %	12.1

Transport and communications	
Registered cars per 1,000 inhabitants	508
Public transport within the city, total journeys, million	175
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	4,591
Sales of district heating, gwh	6,114
Sales of water (Helsinki Metropolitan Area), million m3	75,7
Daily water consumption per capita (Helsinki Metropolitan Area), litres	220
Treated wastewater, million m3	107

Education	
Children in early childhood education* Per 100 1–6-year-olds	81
Educational structure: % of 15-year-olds and older with	
• primary and lower secondary education certificate	23
• upper secondary education	31
• higher education degree	46
Number of educational institutions in Helsinki:	
• Universities	3
• Universities of Applied Sciences	6
• Vocational education and training institutions	15
• Comprehensive schools and upper secondary schools	138

Social services and health care	
City health stations	24
Primary health care:**	
Primary health care visits total, million	
• health station visits, etc., million	7,8
• total per capita	11
Average number in inpatient care daily patients	588
• in contract hospitals	0
Specialised medical care:	
Outpatient clinic visits total, million	1,4
• in contract clinics, million	1
Average daily number in inpatient care	
• in city units	155
• total per 1,000 residents	747
(includes both city and contract figures)	
Service home placements available to older people***	3,207
• institutional care placements	1,107

Culture and leisure	
Helsinki City Library	
• Book loans, millions	9,9
• Loans per capita	14,6
Museums	48
Outdoor paths and fitness trails	581
Swimming halls	16
Indoor sports facilities	857

Tourism	
Passengers (millions)	
• Via the Helsinki Airport	17
• Via the Port of Helsinki	10
Via Helsinki's Central Railway Station	
• Long-distance traffic	5
• Local traffic	62
Hotel guests (millions)	2,8
• Overnight stays, total	4,7
• Of which foreigners	2,5
Hotels	70
• Rooms	12,950
• Beds	25,326
International conferences and events	203
• Participants	66,660

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

** Health station visit figures include outpatient services, health centre emergency services, home care and other outpatient visits, telemedicine sessions that replace in-person visits and other treatment arrangements. Home care figures also include outsourced service visits and other substitute care arrangements.

*** Calculated number of places.

Staff

In 2025, the City of Helsinki employed a total of 39,218 permanent and temporary employees, 623 more than in the previous year.* This means that the growth in the number of employees slowed down to 1.6 per cent. This growth is almost entirely due to the 2025 launch of a new municipal enterprise, Helsinki Employment Services. A moderate increase in the number of employees could be seen in the Urban Environment Division, the Culture and Leisure Division, and the Social Services, Health Care and Rescue Services Division, in particular. Growth was at a moderate 4.4 per cent from 2023 to 2025.

In the year in question, the number of person-years in the City of Helsinki was 37,767. This represents an increase of 3.1 per cent compared to the previous year. The HTV2 figure, which describes the paid work input of staff, was used to report the number of person-years.

By the end of 2025, the total staff salary expenses were EUR 1,875 million, an increase of around 7.3 per cent from 2024. This was mainly due to increases in line with national collective agreements, the salary development programme and the increase in staff numbers.

On the whole, the cost of hired labour for the City continued to fall, coming in at just over EUR 53 million in 2025. The cost of hired labour decreased by around EUR 31.9 million, which is 37.5 per cent lower than in the previous year. The decrease was driven in particular by better availability of staff.

Helsinki's own salary development programme raised salaries for more than 4,500 people. These increases were focused on health care, social work and employment services. Among those who received increases in 2025 were nurses, health care workers, playground staff in early childhood education and some employees in employment services and the Urban Environment Division's technical services. The City also allocated part of the amount earmarked for the salary development programme to the sports and culture benefit budget.

In 2025, the availability of staff improved in line with, among other things, the economic cycle and the general employment situation. To promote staff availability advocacy and strategic cooperation with universities and educational institutions, the City Manager set up a strategic working group on staff availability for the strategic period. To ensure staff availability, the City continued to streamline the recruitment of foreign-language speakers and migrants in a number of ways.

The results of the staff survey showed a positive trend across almost all indicators. Employee experiences have clearly improved. According to the Kunta10 survey, 81 per cent of the City's staff would recommend Helsinki as an employer to a friend. This share increased from last year's survey (78 per cent) and from the most recent Fiilari occupational wellbeing survey (75 per cent).

*The number of employees does not include those employed with wage subsidies. The number of fixed-term employees includes trainees and apprentices.

Photo: Vesa Laitinen.

Paid person-years of all staff 1 January–31 December 2025

	Permanent		Fixed-term		Student interns and trainees		Apprentices		Subsidised employment		Total		Change
	2025	2024	2025	2024	2025	2024	2025	2024	2025	2024	2025	2024	2024–25
Central Administration	**3,934**	**3,437**	**610**	**746**	**8**	**7**	**7**	**10**	**2**	**73**	**4,561**	**4,273**	**288**
City Executive Office	640	607	180	306	8	6	0	2	0	58	828	979	-151
Palvelukeskus Service Centre Helsinki	1,331	1,358	57	79	0	1	5	4	1	10	1,394	1,452	-58
Helsinki City Construction Services	1,016	1,031	201	249	0	0	2	3	1	3	1,220	1,286	-66
Helsinki Employment Services	552	0	112	0	0	0	0	0	0	0	664	0	664
Helsinki Financial Management Services	378	354	60	93	0	0	0	1	0	2	438	450	-12
Audit Department	17	16	0	0	0	0	0	0	0	0	17	16	1
Occupational Health Helsinki	0	71	0	19	0	0	0	0	0	0	0	90	-90
Education Division	**9,289**	**8,539**	**4,802**	**5,297**	**8**	**8**	**26**	**55**	**11**	**87**	**14,136**	**13,986**	**150**
Urban Environment Division	**1,595**	**1,509**	**205**	**201**	**21**	**19**	**1**	**1**	**1**	**2**	**1,823**	**1,732**	**91**
Urban Environment Division	1,595	1,509	203	199	21	19	1	1	1	2	1,821	1,730	91
Helsinki City Transport	0	0	2	2	0	0	0	0	0	0	2	2	0
Culture and Leisure Division	**1,485**	**1,367**	**501**	**521**	**3**	**3**	**21**	**22**	**2**	**61**	**2,012**	**1,974**	**38**
Social Services, Health Care and Rescue Services Division	**11,234**	**10,471**	**3,588**	**3,787**	**23**	**34**	**169**	**160**	**221**	**220**	**15,235**	**14,672**	**563**
Total	**27,537**	**25,323**	**9,706**	**10,552**	**63**	**71**	**224**	**248**	**237**	**443**	**37,767**	**36,637**	**1,130**

City of Helsinki personnel paid person-years in 2025 and 2024. (A figure (HTV2) defined by the Local Government and County Employers to describe the paid work input of staff.)

City of Helsinki's financial statements 2025

Municipal Helsinki finances were better than expected; robust investment continued.

The 2025 financial statements examine the finances of the City of Helsinki in three entities: the City of Helsinki, Municipal Helsinki and the Social Services, Health Care and Rescue Services Division. The City of Helsinki's financial statement consists of the separate financial statements of these three entities.

According to the financial statements, the finances of Municipal Helsinki were better than expected in the budget for the year 2025.

According to the financial statements for 2025, the operating revenue of Municipal Helsinki was EUR 1,383 million, which is EUR 58 million above budget. The operating expenditure of Municipal Helsinki in 2025 was EUR 3,267 million, which is EUR 42 million less than budgeted.

However, operating expenditure was 9.8 per cent higher than in 2024. Taking into account the employment services transferred to the City as a new task, expenditure increased by 6.4 per cent on a comparable basis from 2024. Municipal Helsinki refers to Helsinki without the central government-funded Social Services, Health Care and Rescue Services Division.

The result for the financial period of Municipal Helsinki was EUR 146 million, which is EUR 85 million above budget. This result was about half of what it was before Finland's health and social services reform.

Helsinki invested a total of EUR 874 million in service facilities and infrastructure, which is nearly EUR 52 million more than in the previous year. Construction was focused in growth areas such as the West Harbour, and the districts of Kalasatama and Pasila. Completed projects included the Pasila Comprehensive School and Daycare Aurinkokello, the extension of the Oulunkylä Primary School and the renovation of a main artery through the city, Mannerheimintie.

In 2025, the City's cash flow from operations and investments, a key indicator of financial balance in a growing city, was negative by EUR 321 million. This marked a deterioration from 2024. Helsinki funded 62 per cent of its investments with revenue.

Social Services, Health Care and Rescue Services Division finances in line with welfare services counties showing a surplus

The City of Helsinki is the only municipality in Finland tasked with the responsibility for organising social, health and rescue services. The City of Helsinki's Social Services, Health Care and Rescue Services Division is funded through central government funding and client fees.

In 2025, the division's revenue was EUR 289 million, which was EUR 40 million more than expected in the budget. The budget for the City's social, health and rescue services was EUR 3,156 million. In the financial statement, expenditure was EUR 3,074 million, which means that expenditure was EUR 82 million below budget.

In 2025, the division's operating margin was EUR -2,785 million, which was EUR 122 million better than expected in the budget. The operating margin illustrates how much of the operating budget is covered by central government funding. In 2025, the result of the Social Services, Health Care and Rescue Services Division was EUR 169 million.

Of the regions that have strongly rebalanced their economies, the wellbeing services counties of Vantaa-Kerava and Länsi-Uusimaa generated the largest surplus per capita. Helsinki's per capita surplus was third, on par with the wellbeing services counties of Southwest Finland and Pirkanmaa.

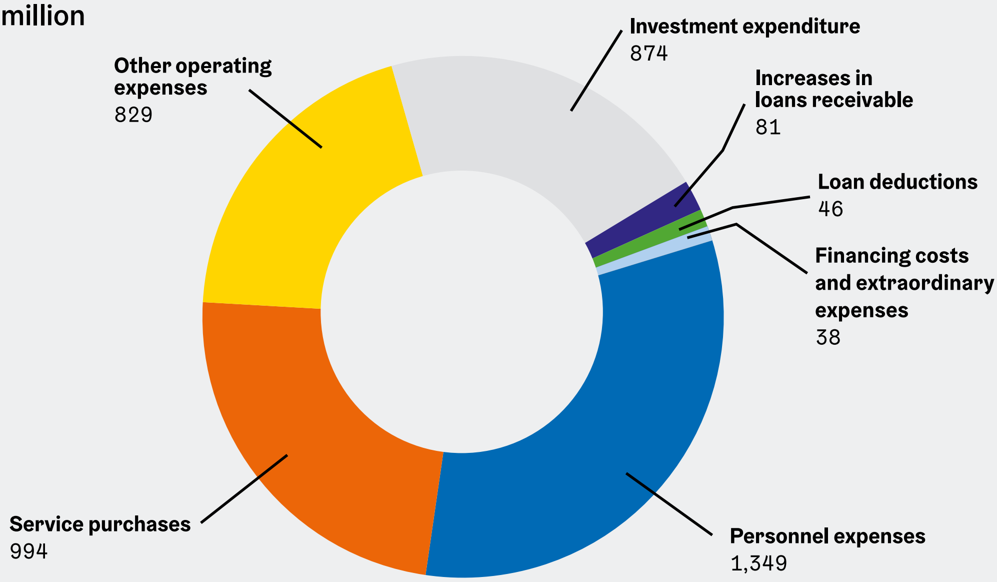
Photo: Suvi-Tuuli Kankaanpää.

Municipal Helsinki's expenditures and income

Expenditure

EUR million

Total expenditure 4 210 EUR million



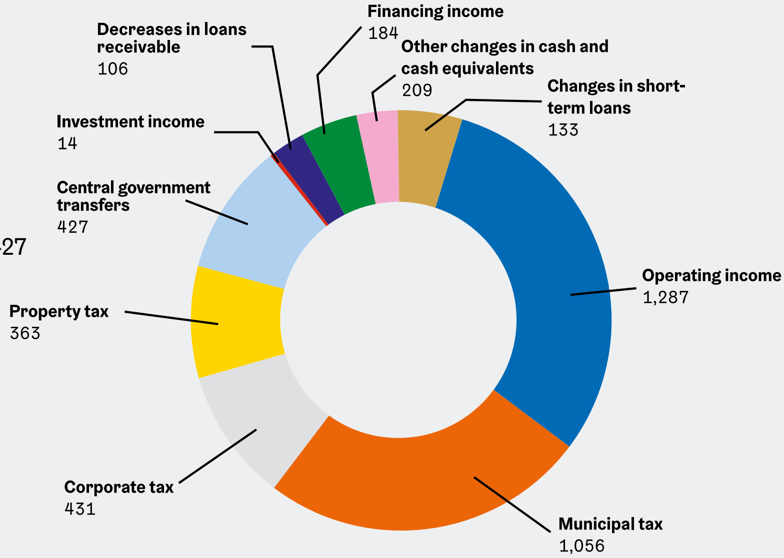
- Personnel expenses 1,349
- Service purchases 994
- Other operating expenses 829
- Investment expenditure 874
- Increases in loans receivable 81
- Loan deductions 46
- Financing costs and extraordinary expenses 38

Income

EUR million

Total income 4 210 EUR million

- Operating income 1,287
- Municipal tax 1,056
- Corporate tax 431
- Property tax 363
- Central government transfers 427
- Investment income 14
- Decreases in loans receivable 106
- Financing income 184
- Other changes in cash and cash equivalents 209
- Changes in short-term loans 133



City Group financial statements of 2025

The Helsinki City Group’s result in 2025 was around EUR 436 million. The result decreased by EUR 13 million from 2024. According to the City Group income statement, the surplus of Helsinki City Group was EUR 381 million, a decrease of EUR 49 million from the previous year.

The City Group's cash flow from operating and investment activities in 2025 was better than in 2024. The cash flow from operating and investing activities was EUR 723 million in deficit, compared with a deficit of EUR 1,011 million in 2024. If the cash flow is negative, investments will need to be covered by reducing the existing cash reserves or taking out a loan.

The operating profit of the energy company Helen Group, which belongs to the City Group, was EUR 189 million and gross investments EUR 424 million. The high level of investment by the Helen Group in 2025 and 2024 has had a significant impact on the cash flow deficit in the City Group's cash flow statement for operations and investments.

Helen is investing in renewable electricity output, enhancement of the energy system’s flexibility and the electrification of heat production with, among other things, increased electric boiler capacity. The completion of the Niinimäki wind farm in the town of Pieksämäki concluded a significant investment entity, which means that Helen now has more than 900 megawatts of wind power capacity in various parts of Finland.

Other companies with significant investments in 2025 were the housing production company Heka, Helsingin kaupungin asunnot Oy (EUR 273 million) and Metropolitan Area Transport Group (EUR 177 million).

The outstanding loans of the City Group increased. At the end of 2025, outstanding loans amounted to EUR 8,870 million, or EUR 12,753 per capita. In 2024, the loan portfolio was EUR 8,240 million. Of the subsidiaries belonging to the City Group, the most significant increases in the loan portfolio were in Heka, approximately EUR 224 million, and Metropolitan Area Transport Ltd, approximately EUR 164 million.

In 2025, the result of the Social Services, Health Care and Rescue Services Division Group was EUR 180 million. The figures in the consolidated financial statements of the Social Services, Health Care and Rescue Division are affected by not only by the division itself but also by the figures in the income and cash flow statements of the health care network HUS Group.

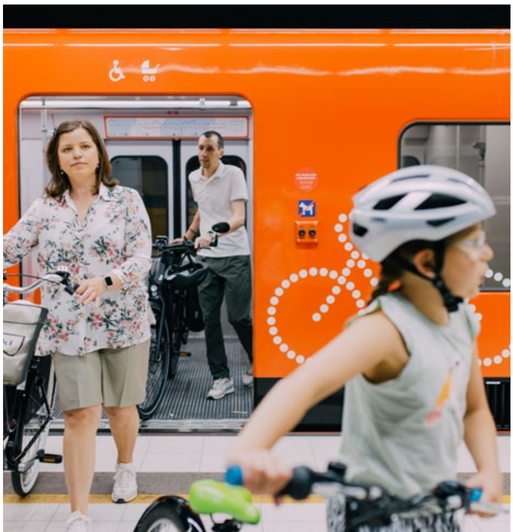


Photo: Julia Kivelä.

Consolidated financial statements

The financial statements of the City Group are presented in three entities:

- Helsinki City Group
- Municipal Helsinki Group
- State-funded Social Services, Health Care and Rescue Services Division Group

Key indicators from the 2025 financial statements

	Group		City	
	2025	2024	2025	2024
Income statement key indicators				
Operating income as percentage of operating expenses	56.7	58.8	*Income and financial statement key figures should be reviewed separately, with figures from Municipal Helsinki and the Social Services, Health Care and Rescue Services Division.*	
Annual contribution margin, EUR million	1 469	1 452		
Annual contribution margin, EUR per capita	2 112	2 121		
Cash flow statement key indicators				
Debt-service coverage ratio	3.2	3.2		
Cash suffiency, days	42	45	48	54
Balance sheet key indicators				
Relative indebtedness, %	105.5	102.7	31.9	35.4
Accumulated surplus (deficit), EUR million	8 274	7 892	8 403	8 096
Accumulated surplus (deficit), EUR per capita	11 896	11 538	12 081	11 826
Outstanding loans on 31 Dec., EUR million	8 870	8 240	806	853
Loans, EUR per capita	12 753	12 046	1 159	1 245
Loans and lease liabilities on 31 Dec., EUR million	10 295	9 825	1 452	1 513
Loans and lease liabilities, EUR per capita	14 801	14 363	2 088	2 212
Loans receivable on 31 Dec., EUR million	495	500	2 219	2 245
City Group's loans receivable on 31 Dec., EUR per capita	711	730	..	..

The calculation formulas for the key indicators can be found on page 57.

Key indicators from the 2025 financial statements

	Municipal Helsinki 2025	Municipal Helsinki 2024
Income statement key indicators		
Operating income as percentage of operating expenses	40.6	44.4
Annual contribution margin, EUR million	539	716
Annual contribution margin, EUR per capita	775	1 045
Cash flow statement key indicators		
Debt-service coverage ratio	7.2	8.3
Internal financing of investment, %	62.2	87.8

	Social Services, Health Care and Rescue Services Division 2025	Social Services, Health Care and Rescue Services Division 2024
Income statement key indicators		
Operating income as percentage of operating expenses	9.4	9.0
Annual contribution margin, EUR million	177	38
Annual contribution margin, EUR per capita	254	56

Municipal Helsinki's income statement

EUR million

	1 January – 31 December 2025	1 January – 31 December 2024
Operating profit	1 382.9	1 384.3
Operating expenses	-3 266.7	-2 974.6
Operating margin	**-1 883.8**	**-1 590.3**
Tax revenue	1 849.6	1 868.83
Central government transfers	427.1	302.3
Financing income and expenses	145.9	134.8
Annual contribution margin	**538.8**	**715.6**
Depreciations and impairments	-392.5	-379.6
Extraordinary items	0.0	0.0
Result for the accounting period	**146.3**	**336.0**
Changes in reserves and funds	**-8.1**	**-2.3**
Surplus/deficit for the current accounting period (-)	**138.2**	**333.7**

Municipal Helsinki's cash flow statement

EUR million

	31.12.2025	1.1.-31.12.2024
Operating cash flow		
Annual contribution margin	538.8	715.6
Extraordinary items	0,0	0,0
Adjustments to internal financing	-57.9	-73.0
	480.9	642.6
Cash flow from investments		
Investment expenditure	-874.3	-822.7
Contributions to investment expenditure	8.0	8.1
Proceeds from the disposal of non-current assets	64.2	77.1
	-802.1	-737,5
Cash flow from operations and investments	**-321.2**	**-94.8**
Cash flow from financing		
Changes in lending		
Increase in loans receivable	-80.8	-74.9
Decrease in loans receivable	106.4	93.8
	25.6	18.9
Changes in outstanding loans		
Increase in long-term loans	0.0	0.0
Repayment of long-term loans	-46.1	-53.4
Changes in short-term loans	133.0	49.8
	86.9	-3.7
Changes in equity	**0.0**	**0.0**
Other liquidity changes		
Change in current assets	42.1	-22.5
Change in receivables	171.0	83.7
Change in non-interest-bearing debt	-49.8	-157.6
Cash flow from financing	**275.9**	**-81.1**
Impact on liquidity	**-45.3**	**-176.0**

Municipal Helsinki's balance sheet

EUR million

ASSETS	31.12.2025	31.12.2024
Non-current assets		
Intangible assets	96.2	79.9
Tangible assets	9 294.3	8 880.8
Investments	5 663.2	5 660.9
Funds for assignments	698.7	720.0
Current assets		
Inventories	25.6	67.7
Receivables	500.3	671.3
Financial securities	777.2	726.7
Cash and cash equivalents	140.1	235.8
TOTAL ASSETS	**17 195.6**	**17 043.1**
LIABILITIES AND EQUITY	**31.12.2025**	**31.12.2024**
Equity		
Initial capital	2 912.3	2 912.3
Funds	2 459.3	2 449.1
Other equity	729.0	729.0
Surplus/deficit from previous accounting periods (-)	8 037.9	7 704.2
Surplus/deficit for the current accounting period (-)	138.2	333.7
DEPRECIATION DIFFERENCE AND VOLUNTARY PROVISIONS	**41.4**	**44.6**
MANDATORY PROVISIONS	**36.9**	**45.5**
CAPITAL FOR ASSIGNMENTS	**698.7**	**720.0**
LIABILITIES		
Long-term	765.9	812.6
Short-term	1 375.9	1 292.2
TOTAL LIABILITIES	**17 195.6**	**17 043.1**

Social Services, Health Care and Rescue Services Division's income statement

EUR million

	1.1.–31.12.2025	1.1.–31.12.2024
Operating revenue	289.3	264.4
Operating costs	-3 074.3	-2 934.5
Operating margin	**-2 785.1**	**-2 670.1**
State funding	2 951.2	2 699.7
Financing income and expenses	10.8	8.6
Annual contribution margin	**176.9**	**38.2**
Depreciations and impairments	8.1	-9.3
Result for the accounting period	**168.8**	**28.9**
Surplus/deficit for the current accounting period (-)	**168.8**	**28.9**

Social Services, Health Care and Rescue Services Division's cash flow statement

EUR million

	31.12.2025	31.12.2024
Operating cash flow		
Annual contribution margin	176.9	38.2
Adjustments to internal financing	-50.7	10.9
Cash flow from investments		
Investment expenditure	-10.6	-8.2
Contributions to investment expenditure	0.4	0.9
Proceeds from the disposal of non-current assets	0.0	0.0
Cash flow from operations and investments	**116.0**	**41.7**
Cash flow from financing		
Changes in lending		
Increase in loans receivable	-0.5	-0.9
Decrease in loans receivable	0.5	0.3
Changes in equity	**0.0**	**0.0**
Other liquidity changes		
Change in current assets	0.7	-0.2
Change in receivables	-109.7	-47.2
Change in non-interest-bearing debt	-6.9	6.0
Cash flow from financing	**-116.0**	**-41.7**
Impact on liquidity	**0.0**	**0.0**

Social Services, Health Care and Rescue Services Division's balance sheet

EUR million

ASSETS	31.12.2025	31.12.2024
NON-CURRENT ASSETS		
Intangible assets	0.9	0.9
Tangible assets	24.7	22.5
Investments	157.5	157.4
FUNDS FOR ASSIGNMENTS	**19.0**	**19.5**
CURRENT ASSETS		
Inventories	0.8	1.5
Receivables	437.5	327.8
Cash and cash equivalents	0.2	0.2
TOTAL ASSETS	**640.6**	**529.9**

LIABILITIES AND EQUITY	31.12.2025	31.12.2024
EQUITY	102.6	102.6
Initial capital	57.9	29.0
Surplus/deficit from previous accounting periods (-)	168.8	28.9
Surplus/deficit for the current accounting period (-)	**0.0**	**50.6**
MANDATORY PROVISIONS	**19.0**	**19.5**
CAPITAL FOR ASSIGNMENTS		
LIABILITIES	**292.4**	**299.3**
TOTAL LIABILITIES AND EQUITY	**640.6**	**529.9**

City Group’s consolidated income statement

EUR million

	1.1.–31.12.2025	1.1.–31.12.2024
Operating income	4 748.3	4 727.4
Operating expenses	-8 369.5	-8 044.1
Share of profits/losses from associated companies (-)	4.0	0.8
Operating margin	**-3 617.2**	**-3 315.9**
Tax revenues	1 823.0	1 845.9
Central government transfers	3 379.0	3 002.6
Financing income and expenses	-115.8	-80.4
Annual contribution margin	**1 469.0**	**1 452.2**
Depreciations and impairments	-1 033.9	-1 003.7
Extraordinary items	1.0	0.4
Result for the accounting period	**436.1**	**448.9**
Accounting transfers and taxes	**-54.8**	**-18.7**
Surplus/deficit for the accounting period	**381.2**	**430.2**

City Group's consolidated cash flow statement

EUR million

	1.1.–31.12.2025	1.1.–31.12.2024
Operating cash flow		
Annual contribution margin	1 469.0	1 452.2
Extraordinary items	1.0	0.4
Taxes for the accounting period	-32.6	-17.8
Adjustments to internal financing	-48.2	-46.3
Cash flow from investments		
Investment expenditure	-2 240.0	-2 513.1
Contributions to investment expenditure	25.7	17.8
Proceeds from the disposal of non-current assets	101.8	95.9
Cash flow from operations and investments	**-723.3**	**-1 010.9**
Cash flow from financing		
Changes in lending		
Increases in loans receivable	-11.8	-15.5
Decreases in loans receivable	17.5	14.4
Changes in outstanding loans		
Increase in long-term loans	863.8	1 186.5
Repayment of long-term loans	-325.2	-331.0
Changes in short-term loans	92.0	-27.5
Changes in equity	0.0	0.0
Other liquidity changes	4.7	-28.9
Cash flow from financing	**641.0**	**798.0**
Impact on liquidity	**-82.3**	**-212.9**

City Group's consolidated balance sheet

EUR million

ASSETS	31.12.2025	31.12.2024
Non-current assets		
Intangible assets	544.4	333.0
Tangible assets	21 478.3	20 588.6
Investments	1 475.9	1 469.3
Funds for assignments	**728.3**	**741.6**
Current assets		
Inventories	116.1	185.8
Receivables	1 052.2	986.7
Financial securities	891.3	858.6
Cash and cash equivalents	381.0	496.1
TOTAL ASSETS	**26 667.6**	**25 659.7**

LIABILITIES AND EQUITY	31.12.2025	31.12.2024
Equity		
Initial capital	3 023.9	3 023.9
Funds	2 962.0	3 681.0
Other equity	732.0	3.2
Surplus/deficit from previous accounting periods (-)	7 892.6	7 461.7
Surplus/deficit for the current accounting period (-)	381.2	430.2
Minority shares	**299.7**	**296.7**
Mandatory provisions	**67.6**	**81.3**
Capital for assignments	**740.6**	**762.4**
Liabilities		
Long-term	8 353.5	8 043.8
Short-term	2 214.0	1 875.5
TOTAL LIABILITIES AND EQUITY	**26 667.6**	**25 659.7**

Photo: Susa Junnola.

Calculation formulas for the key 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

Group total loans, 31 Dec 2024
= liabilities - (advances received + accounts payable + accrued expenses and deferred income + other debts)

Group loan receivables, EUR per capita
= loan receivables 31 Dec 2024/population on 31 Dec 2024

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Painotuote
4041 0955

Helsinki

City of Helsinki
City Executive Office

Pohjoisesplanadi 11–13
P.O. Box 1
00099 City of Helsinki
Finland

www.hel.fi
www.hel.fi/julkaisut