
THE CITY OF HELSINKI

Strategy Programme 2013- 2016

Helsinki City Council 24 April 2013



CITY OF HELSINKI ECONOMIC AND PLANNING CENTRE
HELSINKI 2013



STRATEGY PROGRAMME 2013–2016

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STRATEGY PROGRAMME 2013–2016

VISION

Helsinki is a community for all its residents and a capital with good services, open decision-making processes and flourishing science, art and creativity scenes.

Helsinki is a world-class business and innovation centre and its success will benefit the residents' wellbeing and the whole country.

The Metropolitan Area will be developed as a uniformly operating area, surrounded by nature, i.e. a good place to live, study, work and do business.

VALUES

The City's values are as follows:

- Resident orientation
- Ecological approach
- Fairness and equality
- Economy
- Safety
- Involvement and participation
- Enterprise-friendliness

ETHICAL PRINCIPLES

In all its operations, the City emphasizes honesty, fairness, the equality of treatment and openness. Together with its residents, the City strives to create a stable and safe environment, to respect the legal rights of its residents and employees, and to support their wellbeing and comfort. A good reputation is an important principle that guides the City's operations.

The City produces or organises resident-oriented high-quality services efficiently and economically in both languages used by the City. The personnel of the City understand and foresee the needs of the municipal citizens. The joint feeling of being a Helsinki resident means respecting the preservation of the languages and cultures of the different population groups and the cultural rights of all residents. Racism is not tolerated in Helsinki – Helsinki citizens are allowed to be of many kinds and all are equal. Equality between women and men is a basic right for all humans and a basic value for the society. Gender, equality and environmental impacts are taken into consideration in the decision-making processes.



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The data concerning the municipal residents and clients is managed according to the applicable legislation and with respect to privacy.

The City's communication is open, actual, proactive and truthful, and it must give sufficient information about the decision-making processes and services to the city residents, mass media, public authorities and other interest groups. The attitude towards the interest groups is active and service-minded and it supports the City's overall interests.

The know-how and expertise of the employees is the resource of the City. All City employees act honestly and sincerely. The City treats its interest groups according to uniform principles and has the standpoint that they also respect the ethical principles adopted by the City. The City does not guide any of its interest groups or other parties to act in a way that doesn't comply with the City's own actions, according to the legislation or operation principles.

Decision-making is open, public and equal. Transparency is enhanced in all economical operations to prevent corruption and bribery. Personal interest should not influence decision-making at any level. City employees should avoid having any personal secondary occupations or operations that might come into conflict with their duties as City employees.

Malpractices or dishonest actions are not allowed in the City's operations. The City's assets or properties are not to be used in any actions with self-interest. All such claims are thoroughly investigated and, if needed, legal actions are taken.

City employees are not allowed to claim, take in or accept any gifts or other benefits that are used to influence or that are aimed to influence or that will in some other way affect his or her actions in the City duties. Supervisors must take care that the employees are familiar with the City's guidelines concerning the acceptance of journeys or any other economic benefits paid by a third party.

In its procurement operations, the City follows the basic norms of the international working life towards, for example, reducing the usage of child labour. The City actively prevents the grey economy and also expects its partners to act the same way.

The City maintains active cooperation with the Tax Authorities, other cities, and the representatives of business life and civic organisations, in order to prevent the grey economy, both nationally and internationally. For its part, the City tries to prevent tax money ending up in tax paradises.

The City is an internationally enterprising, developing and competent operator, in terms of its global responsibility at a local level. This is accomplished by, for example, enhancing the economic, social and environment friendly development. The City takes responsibility for the prevention of climate change. Global



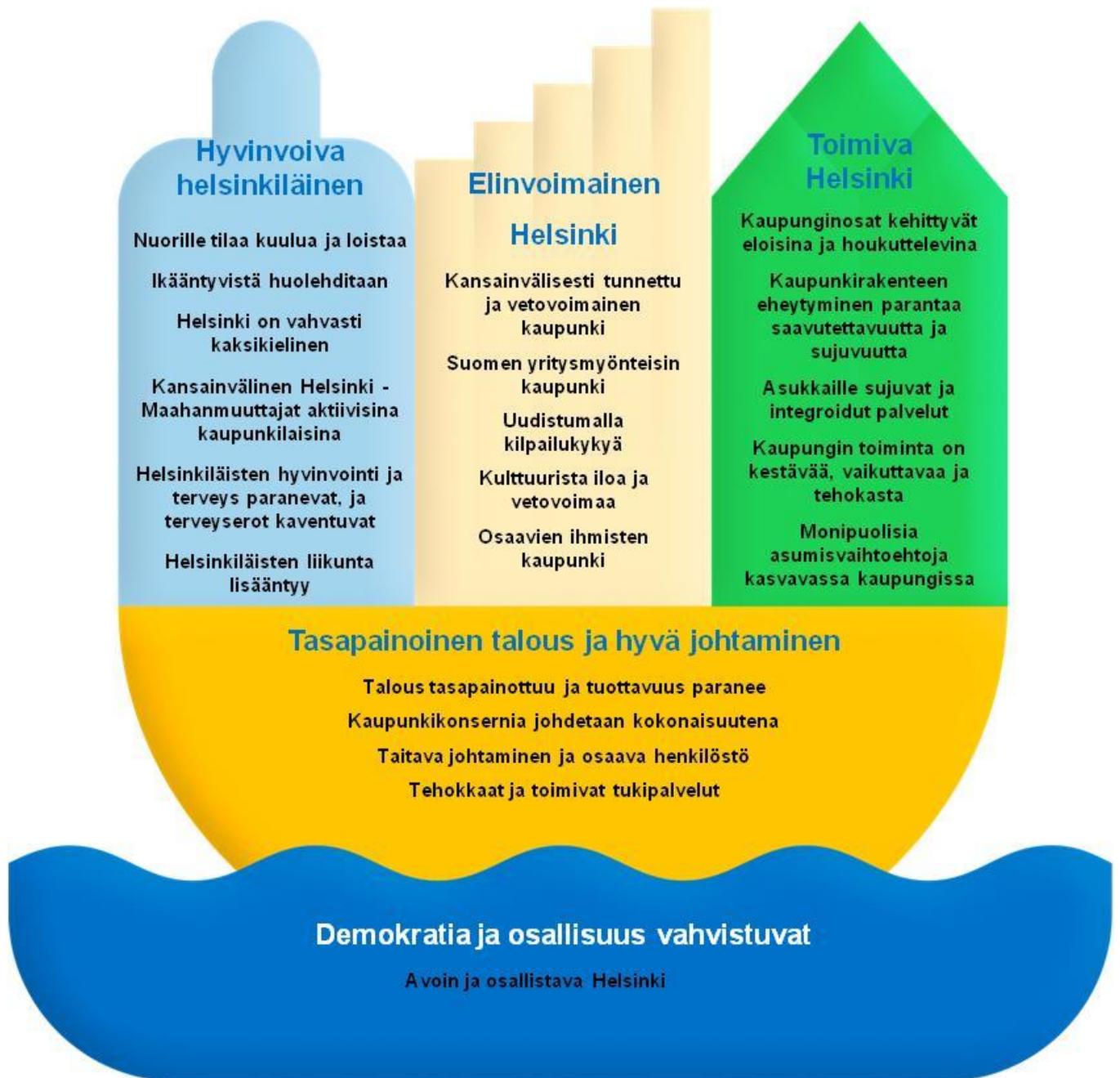
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responsibility is part of the comprehensive quality and development of the City's operations.

In all its operations, the City emphasizes equality and respects its employees' rights to opinions, beliefs and participation in the activities of different associations. Members of the workforce are treated as individuals so that they can work in the best possible way by fulfilling their rights and duties. For its employees, the City organises a safe and healthy, equal and diverse working environment in which no discrimination exists. No type of harassment, whether related to work, gender, racism or sexuality, is tolerated in the City's working places. In addition, no other types and forms of unacceptable behaviour are tolerated. The City follows the principle of a non-smoking working place.

For their part, all supervisors are responsible for informing their staff about the ethical principles, and for ensuring that all members of the staff follow these principles.

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Picture 1. Objectives and targets

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OBJECTIVES, TARGETS AND MEASURES

1 WELLBEING FOR THE RESIDENTS OF HELSINKI

More space to be heard and an opportunity to shine for young people

The education, employment and participation possibilities of the young people in the society and the local environment are improved. The number of young people left outside education possibilities and working life is reduced.

Measures

- An educational and social guarantee for the youth is implemented. The implementation of the social guarantee is coordinated as one unity by the City. The City Board manages the development.
- The establishment of a so-called Duuni group, which brings together different operators and forwards the implementation of social guarantees, has been considered. The participation and involvement of businesses, organisations, entrepreneurs and employers is essential.
- The number of summer jobs for under 18-year-olds is increased in cooperation with enterprises and the third sector.
- Youth unemployment is prevented with the help of the Future Desk, from where all young people that have completed their basic education will receive, according to their own specific needs, either short- or long-term support for the planning of their future.
- Respa, social guarantee for the youth, is implemented. It offers career guidance and support for under 30-year-olds without education and a job.
- The placement and commitment of young people to upper secondary education after completed basic education is supported with the help of the Open Institute and by increasing the schools' responsibility to give guidance on upper secondary education to young people.
- Young people are supported in becoming active citizens and they get their voice heard. The operations of the youth's influencing channels, Ruuti and RuutiExpo, are regularised, and their effectiveness is improved. Also, the possibilities to participate are secured for all social groups.
- The Youth Department tries out operating youth premises in such a way that the young people themselves are responsible for the operations.
- Youth work is carried out actively on the Net – young people meet face to face and in the virtual world.
- Ways to prevent and stop bullying at day-care centres and schools are improved.
- The goal is that all young people should be able to have a hobby. The number of young people taking part in hobbies in groups is increased.

The children and the youth are cared for in their own local environment.

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Measures

- The situation of the children and the youth that have not participated in health checks is investigated.
- The supporting of young people who are at risk of social exclusion is managed in a joint process with the Department of Social Services and Health Care, the Department of Early Education and Care, the Education Department, the Sports Department and the Youth Department.
- In the development of the service network and the quantity of services, the prevention of inequality and the number of young people in different areas are taken into consideration.

The comprehensive wellbeing of children is supported by early education and care services and an educational partnership of the City.

Measures

- The service selection of early education and care services is diversified and the service network is developed.
- The joint processes of the Department of Early Education and Care are carried out in cooperation with other departments offering services for children and families in such a way that the focus is on the support of the child.
- New types of interaction methods that increase the participation of the residents are implemented in the cooperation between the department and the parents in the early education and care matters.

Long-term customerships in child welfare services and placements of children outside their families are reduced.

Measures

- Home services are developed.
- A customer plan is drafted for rehabilitating services.
- Cooperation between the school, day-care centre and child protection is developed.
- The mental health and substance abuse problems of the child customers' parents are caught early.
- The situations of the families with children receiving social assistance are examined, and preventive work targeted towards families is developed.
- The operational connection between maternity and family work is tightened in areas where special needs for the prevention of social exclusion have arisen. Families that are expecting their first child are visited at their homes.

The elderly are cared for

Residents that are aged or under 65 years old with lowered physical or mental capabilities will receive the care, rehabilitation and services they need, without delays and in the right institution.

Measures

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- A service district model is implemented and possibilities to live at home are increased.
- The optimal service structure for the service chain and the waiting times are defined.
- The share of over 75-year-olds that live at home is increased, and the share of institutional care in the round-the-clock care is diminished.
- During the city council term, a proposal for the organisation of the services for the elderly residents in Helsinki in the 2020s is made. The Act on Care Services for the Elderly is noted in this proposal.
- Substance abuse problems of the elderly are taken into consideration.
- The growing number of people with memory illnesses is taken into consideration in the organisation of the services.
- Home services and family care are emphasized in the organisation of services for the elderly.
- Elderly immigrants are taken into consideration in the development of the services for the elderly.
- Home services are strengthened.

Helsinki is strongly bilingual

In a Nordic welfare city such as Helsinki, bilingualism is a plus. Helsinki must be the best city in the country – in Swedish too. This requires functional service entities and consistent strategic work. As the service network is developed, the need for services in Swedish should be estimated so that the services can be organised accordingly.

Measures

- The language skills of the City staff are developed.
- Service vouchers provide one possibility to supplement the City's own production of services, especially in areas where the current services are not complete.

International Helsinki – immigrants as active city residents

International Helsinki is a cross-administrative entity. The participation and the employment of immigrants are enhanced, and the unemployment of immigrants and the social exclusion of immigrant youths are diminished. The goal is that immigrants and native residents are equal and have equal rights and duties.

Measures

- The possibilities of the Helsinki residents with an immigration background to find employment are improved by, for example, improving career guidance and directing apprenticeship training and supported employment in which training for work is combined with the studying of the language. The number of competence-based qualifications is increased.

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- The placement of immigrant students onto the employment market after they have completed their studies is supported.
- The completion of basic education is secured for children and young people who are immigrants or have an immigrant background. In addition, their access to and completion of upper secondary education is secured.
- The parenthood of immigrant families is supported through different methods in maternity clinics, day-care centres, playgrounds and family services and at the comprehensive school.
- The lingual development of children with an immigration background is supported by measures carried out at the day-care centres, maternity clinics and the comprehensive school.
- The identification, recognition and completion of the know-how and skills that the immigrants have acquired abroad and the immigrants' transition onto the employment market are made more effective, in cooperation with the employment authorities.
- Integration in Swedish is also enabled.
- Systematic voluntary work is organised to supplement the actions of authorities.
- In the departments, the abilities to meet and treat immigrants are strengthened.

Health and wellbeing among the citizens of Helsinki will increase and the health inequality will decrease

Health and wellbeing inequality among the citizens of Helsinki will decrease. Health impact assessments will be used in the City's decision-making, with the aim of reducing health inequality.

Smoking, the use of substances and the number of overweight residents of Helsinki will decrease.

It is examined how the changes in wellbeing inequality among the citizens of Helsinki could be monitored more thoroughly than before, and how these results could be utilised to reduce wellbeing inequality.

Measure

- The following programmes are implemented: the smoke-free Helsinki programme, the operational programme for responsible alcohol use, the overweight programme.

The disadvantaged, in terms of wellbeing and health, are the primary customers.

Measure

- An active appointment and service guidance is implemented for selected customers to guarantee a drafting of a treatment plan for them.

Residents that are in need of substance abuse and mental health services receive an assessment for the need of treatment without queuing. Also, they receive a treatment plan, treatment, rehabilitation and services without any delays, in the correct institution.

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Measures

- Absences and disability periods due to illnesses and mental health reasons are reduced.
- The optimal service structure for the service chain and the waiting times are defined.
- A service instructor is named for customers that need several services.

For psychiatric and substance abuse customers, the periods spent in hospitals and institutions become shorter and repetitive periods spent in hospitals and institutions decrease in number.

Measures

- Early intrusion, acute consultation and the long-term care of outpatient treatment and further treatments after hospital and institution periods are strengthened.
- The number of hospital and institution places is reduced in a controlled manner.

Mental health and substance abuse services are easily available and without referral.

Measures

- Monitoring of the treatment plans of psychiatric and substance abuse centres' customers is started. Also, patients and customers who discontinue their treatment are monitored.
- Monitoring of the patients and customers who discontinue their treatment begins.

The continuity of the treatment is secured by renewing the working methods of the workforce.

Measures

- Mobile services are used widely.
- The critical customer groups in terms of the continuity of the treatment are identified.
- The need for service is estimated in a multidisciplinary manner in the real environment of the customer, in cooperation with the relatives or close ones, if needed.
- The number of home visits is increased.
- Part is taken in the implementation of the new customer and patient data system.
- Multidisciplinary operation models are developed for the treatment of patients with multiple diseases.

The availability of services is improved in the most essential social and health services, according to the service promises.

Measures

- A service promise is defined for the most central services, and the availability of these services is improved.



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- Attention is paid to the availability of diabetes specialist nurses.
- The position of family care is strengthened.

Social assistance is more often directed towards short-term needs.

Measures

- An evaluation and required measures are carried out to secure the even quality of the social assistance decisions, the correctness of the decisions and the realisation of the recovery of undue payments.
- Social workers are required to personally meet all people under 25 years of age that apply for social assistance. Operations with this age group are carried out actively.

The residents of Helsinki become more active in sports and exercise

The aim is to increase health promoting sports activities and to reduce immobility.

Measures

- The civil participation in sports and exercise is activated, and the basis for granting subsidies for athletic clubs are renewed in such a way that the focus is on supporting the children's and the youth's sports activities.
- The residents are encouraged to do sports and exercise in their own initiative and to have an active way of life filled with sports, by implementing healthy exercise projects.
- Pupils are encouraged to go out during their breaks.
- Health impacts will be assessed in the City's decision-making processes.
- Outdoor sports and exercise possibilities will be noted at schools and day-care centres.
- The cross-administrative organisation of sports and exercise activities will be strengthened, and good practices will be created, in cooperation between different departments.
- The accessibility and needs of special groups will be noted in sports facilities.
- Customer orientation is strengthened in the planning of the sports facilities, and groups that only exercise a little are encouraged to do sports and to exercise.

2 HELSINKI IS FULL OF LIFE

An internationally known and attractive city

Helsinki is made more familiar and known by strengthening the effectiveness of the City's marketing.

Measures



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- Helsinki is marketed selectively, with a long-term target, and its strengths are emphasized.
- The City's marketing principles, targets and measures are renewed.
- City marketing is developed as a unity that includes tourism marketing, marketing related to events and congresses organised in Helsinki, marketing carried out to attract investments and experts into Helsinki, marketing of new living and working districts and property marketing.

Seaside Helsinki offers experiences to city residents and tourists, and business opportunities to companies.

Measures

- The City promotes the possibilities of entrepreneurship, tourism and leisure activism in shore areas and in the archipelago and advances the development of sea traffic.
- A cross-administrative Seaside Helsinki programme is composed to increase the recreational use of shore areas and islands in Helsinki and to develop these areas. The programme is composed in cooperation with the City's external interest groups, such as the organisations and companies of the relevant field. The South Harbour area is developed

Helsinki is a fun city that is full of events.

Measures

- The City compiles a description of all places in Helsinki that are suitable for organising events.
- The common and equal guidelines that are applied in event organisation are renewed in terms of noise restrictions, area rents and cooperation with companies and organisations.
- Major events and congresses that are significant from the point of view of competitiveness are sought for in Helsinki, in cooperation with partners.
- The organisation of all different types of events is enabled in the whole of Helsinki to support the sense of community.

The appeal of Helsinki in the eyes of Russian and Asian tourists and as an object of investments is significantly improved.

Measures

- Tourism services are developed for the needs of the largest tourist groups, especially for the needs of the Russian tourists.
- For its own part, the City secures good transport and business connections to Russia, especially to St. Petersburg.
- Business cooperation with Asia is developed, and increased numbers of tourists and investments from Asia are enticed to Helsinki.
- The principles of international lobbying followed by the City are estimated and renewed.
- The development of the Helsinki–Tallinn twin city is monitored as one entity.

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- Helsinki also develops its tourism, in cooperation with Uusimaa and the rest of Finland.

The EU project operations of the City concentrate on initiatives that are significant in terms of their effectiveness. The emphasis is placed on projects that focus on the accessibility, competitiveness and innovation of the service production.

Measure

- The Helsinki EU Office is utilised in EU projects.

The city that has the most positive outlook on entrepreneurship in Finland

Helsinki is the city with the most positive outlook on entrepreneurship in Finland in 2016. Versatile location possibilities are offered to businesses in all parts of Helsinki.

Measures

- The sufficiency of plots is attended to by reserving different types of areas for the needs of businesses. The possibilities to preserve and extend productive operations are secured by the city planning and plot policy.
- A plan for the development of business areas is composed.
- An operating model is introduced for the management of the most important business customerships.
- The location of workplaces is kept even in all districts, and attempts are made to increase the number of jobs in the eastern parts of Helsinki in particular.
- Business life will become more involved in the comprehensive city planning processes.
- New workplaces are created by utilising the environment and enabling the creation of innovative tourism services.
- The assessment of business impacts is included in the decision-making process.
- The availability of premises for small and medium-sized companies and the operational requirements for industry are secured.
- The assessment of business impacts is carried out for all major land use and construction projects. The response time for companies that are considering carrying out investments is shortened in terms of land use planning.
- The operational possibilities of micro, small and medium-sized companies are made stronger (for example, the Kaapelitalo model).

Helsinki provides an excellent environment for the operations and growth of companies from different sectors. The City strives to operate so that there is growth in the fields of ICT, wellbeing, tourism, environmental business and design, in particular.

Measures

- The operational preconditions of the key branches are improved by land use planning and plot policies, by developing procurement methods and by intense

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interaction and the implementation of new methods of cooperation between the companies and organisations that represent the companies.

- The development of different branches is promoted by providing guidance on the establishment and enlargement of businesses, by cooperating with universities, polytechnics and research institutions, by carrying out different marketing measures and by taking part in different types of development programmes and projects.
- A part of the budget aimed at managing unemployment is targeted according to needs of the business life. Measures are aimed at reducing the labour market effects caused by strong structural changes and at the needs of the industry branches that suffer from labour shortage.

The city centre's position as the leading shopping, tourism and recreational concentration in the country is secured by investing in cosiness, liveliness and good accessibility via different forms of transportation.

Measure

- The city centre is developed in cooperation with the operators in the area.

The outer and inner accessibility of Helsinki will be improved, and the significance of the Metropolitan Area as an air, rail and sea transport hub will become stronger. Inside Helsinki and in the whole area, the accessibility to central working areas via different transportation means will improve.

Measures

- A new passenger terminal is built in the West Harbour to meet the needs of the growing passenger numbers on the Baltic Sea. The different options for improving the fluency of transport connections in the West Terminal are examined.
- Pressure is put on the state to remove or reduce channel fees collected from vessels coming to Finland.
- The area of Pasila-Vallila-Kalasadama is developed as a district for jobs and businesses, and the area's transport functionality is improved by, for example, new rail solutions.
- The placement of businesses in Helsinki is improved by developing transport policy solutions flexibly from the point of view of businesses.

Renewal offers competitiveness

In cooperation with universities and polytechnics, the campuses are transformed into innovation and business concentrations in which new businesses and job opportunities are created.

Measures

- In cooperation with universities, measures are taken to attract such businesses to the Viikki science park, Kumpula campus and Meilahti that benefit from the closeness of the above-mentioned campuses.



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- A campus area in Myllypuro is designed for the Metropolia University of Applied Sciences. During the planning and implementation stages, the creation of a business environment in close proximity to the campus is taken into account.
- Cooperation with the new University of the Arts, which started its operation at the beginning of 2013, is tightened.

Helsinki is an internationally famous development and experiment environment for new products and services.

Measures

- Östersundom is designed to become a pilot area for solutions related to renewable energy and energy efficiency, and an attractive location for cleantech businesses.
- In other areal development projects, the special features of each area are utilised in the promotion of new businesses. New living and working districts are utilised as environments for the development, experiment and implementation of new products and services.
- Possibilities to create a health and wellbeing knowledge pool in Helsinki are examined. It would include businesses that work on product and service developments from the customer's point of view, as well as operators from the public and the third sector.
- Experiments on the usage and production of renewable energy and on energy efficiency are started.
- Cooperation between the actors in the public and the third sector is deepened.

The City strengthens Helsinki's position as a major design city by utilising design in the renewal of the city and in the development of services.

Measures

- The design profile of Helsinki is capitalised in the City's international communication and marketing, in business area marketing and in tourism marketing.
- Lighting that emphasises the character of the city district in question is created in certain, selected districts with the help of design and technology.
- In cooperation with the organisers, the design sector and the regional operators, Helsinki Design Week is developed into the biggest design event in the Nordic countries.

Helsinki is known as an environmentally wise city of green economy. Resource efficiency is improved within the City's own operations and in cooperation with the companies and research institutions.

Measures

- Partnerships with business life operators are built in a way that the companies' competitiveness and environmental responsibility are strengthened, and new innovative businesses are born around smart technologies, resource efficiency and carbon neutral products.



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- The development and implementation of new kinds of environmental and energy technologies is promoted in cooperation with businesses and research and development operators.
- The operational programme of the Baltic Sea project is renewed.

Culture offers delight and attraction

The unique city culture of Helsinki will be developed. Culture is at everyone's disposal. Attention is paid to the culture and art education for the children and the youth in schools and in other City operations. In culture and sports services, equality between genders is noted.

Measures

- The Cultural Office's areal houses are opened up for the close community. They offer a possibility for small groups to bring forth their own shows and presentations.
- The pupils' participation in cultural and sports services is made easier. School yards and playgrounds in parks are used as local exercise areas.
- The availability of cultural and library services is enhanced by developing electronic services and by introducing them in different premises in Helsinki.
- The visibility of art in the city environment is strengthened with the introduction of renewed percentage principles.
- The City's art and museum collections are opened up for all residents in the spirit of open data, and a loaning system is developed.
- The Central Library project is forwarded in cooperation with the state and other actors. However, the network of local libraries is not put in danger.
- The visibility and operational requirements of the art of dance in Helsinki are improved in cooperation with the actors of the field, possibly by promoting the House of Dance project.

The versatile production of culture offers many possibilities to participate. The immigrants' role as consumers and producers of art and culture is reinforced.

Measures

- The aid system for culture is renewed according to the needs of the changing field.
- The aid system for athletic and sports clubs is renewed, and the aid forms for the sports services are investigated.
- The operational requirements for the entrepreneurship of artists and other cultural operators are improved.
- The decision-making and organisation structure in the areas of culture are renewed in such a way that the management of the cultural sector is improved as a whole. Helsinki City Theatre remains independent.

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The city of capable people

The utilisation of international know-how is increased in the building of the City's competitiveness. Cooperation between the City and universities is strengthened.

Measures

- In cooperation with the universities, the polytechnics and the business world, the settlement of international higher education students in Helsinki is encouraged. Also, their possibilities to find employment, especially in companies, are forwarded.
- Connections to working life are opened up for experts in Finland and for companies that require international know-how in different types of cooperation projects.
- Settlement services aimed at foreign workers and their families are developed with a customer-oriented point of view.
- Language immersion and language shower operations are developed so that the supply better meets with the demand.
- Day-care services and language teaching for Samis are developed.

The tendency towards inequality between schools is stopped, and the significance of neighbourhood schools is reinforced. Education and employment are secured for all young people.

Measures

- The number of student places for vocational basic and further education is increased.
- Positive discrimination is strengthened. The extent of the aptitude test classes of schools is lined out, and the significance of the network is assessed according to the neighbourhood school principle.
- The pupils in comprehensive schools receive support to continue and finish their studies in the upper secondary education. Pupil counselling in the last year of the comprehensive school and in the upper secondary education is enhanced. The counselling in the upper secondary education lasts at least six months.
- Preparatory training for immigrant youths before the general upper secondary education and vocational education and training is regularised.
- The resources of the student welfare services are allocated according to the principles of positive discrimination to upper secondary schools and to those fields of the vocational education and training in which the graduation rate is the lowest.
- The number of starting places in vocational education and training is increased, and the facilities of the vocational education and training are integrated and extended.
- Adequate possibilities are offered to schools so that they can specialise in and invest in their own strengths. In addition, private schools that have made an agreement with the City have an important role in the school world and the network of neighbourhood schools in Helsinki.

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Teaching facilities are of high quality and enable communal usage.

Measures

- The network of schools and educational institutes is adapted to meet the changing needs of the pupils and students. Also, the basis on which the sizing of the facilities depends is inspected. These apply to all schools and educational institutions in Helsinki.
- School facilities are opened up for the usage of all residents and the third sector, and the resources received are allocated to the schools.

3 FUNCTIONAL HELSINKI

The districts and neighbourhoods are developing as lively and attractive areas

The new areas offer personal features and a personal built environment and become versatile city districts in terms of their resident structure.

Measures

- In the planning and construction of new districts, urban environments and sites that strengthen the areas' own identity are created.
- The correct timing for the implementation of public and private services needs to be looked after in the new districts. In the designing of areal service concepts, the changing of the area's needs throughout the life cycle is taken into consideration.

Suburban areas and neighbourhoods remain attractive in the eyes of the residents and the operators of the business life.

Measures

- The district centres are enforced with versatile supplemental construction and renewal of the urban environment. The focus points are the cross-city public transport connections and the new activity concentrations made possible by these connections.
- The pleasantness of railway station areas and the feeling of safety are improved.
- In the planning of public areas, the quality, safety, tidiness and functionality of streets, recreational areas and squares in the ever-tighter city structure is improved.
- The utilisation possibilities of housing, service and business facilities that are to be removed from usage or are underutilised are assessed.

Helsinki is a fun and attractive city.

Measures

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- The residents' responsibility for their surroundings is strengthened by enhancing everyone's possibilities to take care of the common city and to utilise the city space temporarily by, for example, organising events and practising urban farming.
- The possibilities of a city culture that improves the sense of community are strengthened in different areas.
- The usability of public city spaces is developed by, for example, promoting accessibility and safety.

The completion of the city structure improves accessibility and fluidity

The operational integrity is strengthened by building new districts and by compressing the present city structure alongside the public transport connections. The district centres are developed into multifunctional and pleasant areas by mixing housing, services and business facilities.

Measures

- During the city council term, a new master plan is created. It unites the city structure and improves the accessibility of different districts.
- Areas close to the so-called Jokeri route are developed for transport, housing and working.
- The planning of rail traffic goes hand in hand with land use planning in the Jätkäsaari, Kalasatama, Pasila and Kruunuvuorenranta districts.
- In connection with the approval of the master plan, a protection network for forests is established. The goal is to increase the amount of protected areas, in order to improve biodiversity.
- The accessibility of service and working areas is improved by developing public transport connections, as well as the walkway and bicycle lane networks.

The coordination of the different sectors of the transport policy is improved.

Measures

- The targets and preferences of the different action areas related to movement and transport are aligned by creating a comprehensive development programme for the transport in Helsinki. The programme is aimed at improving the effectiveness and productivity of the City's resources allocated to transportation.
- Measures with which the City supports the realisation of the goals of the Helsinki Region Transport System Plan (HLJ) are concretised.
- HLJ 2015 is drafted.

Sustainable transportation is forwarded by increasing the share of walking, cycling and public transport. The goal is to achieve an increase of 1% per year, i.e. 4% during the city council term.

Measures

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- The public transport connections are developed, for example, according to Helsinki Region Transport's main line plan and the cross-city public transport development plan.
- The public transport system's Park-and-Ride parking places and the operability of the terminals are improved.
- The priority arrangements needed in Helsinki are realised (for example, public transport lanes and priority arrangements at traffic lights).
- The continuity and safety of walking and cycling paths is improved. A city bicycle network is integrated as part of the public transport system, and awareness about the benefits of bicycle and pedestrian traffic for health and the environment is raised.
- The creation of a comprehensive recharging network for electric cars is promoted.
- Transport projects that are aimed at increasing the share of public transportation, walking or cycling are prioritised.
- The recommendations of the programme promoting cycling are implemented.
- A cross-administrative tram project is set up for the development and extension of the tram traffic system.
- Attempts are made to bring the realisation of the rail Jokeri forward.

The functionality of the traffic in the inner city area is secured.

Measure

- A plan for the improvement of the operability of the traffic in the inner city area is drafted.

Fluent and integrated services for the residents

The service starts at the first meeting point: "You've come to the right place. How may I help you?"

Measures

- A customer-oriented service attitude and appreciation of the customer are reinforced with value-based leadership and management.
- A user-oriented service design is utilised, and the know-how in service design is improved.
- The customer's possibilities to choose are enhanced.
- The weaker groups are also taken into consideration in the development of services.

Resident and customer satisfaction is improved.

Measures

- Residents and customers are served according to the one-door principle.



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- The point of view of the residents and the customers is brought forward in the personal work quality of each employee.
- The contents of the services of primary health care are defined, and the services are formed into customer-oriented entities.
- The service voucher is regularised as one form of organising services. The decisions about the extension of the use are made in committees and boards. Equal services are guaranteed in all socio-economic groups.
- Practices that improve the possibilities to compare the costs of service productions between different units of the City and in relation to other service providers are implemented.

Self-service, advisory services and service guidance for the municipal residents are enhanced.

Measures

- The everyday life of the city residents is supported by centralised advisory services and service guidance.
- An implementation programme is drafted for the advisory services.
- User panels become more common, and means are found to also assess the services from the point of view of those who are not using the services.

The City's operations are sustainable, efficient and effective

The use of environmental criteria is increased, and resource efficiency is improved.

Measures

- An energy efficient city structure is set as the goal of the new master plan.
- With the help of city planning, the implementation preconditions of energy efficient construction are ensured.
- The energy and material efficiency of the construction and maintenance of common areas is improved by, for example, making the utilisation of leftover masses more efficient and improving the reuse and recycling of waste materials.
- The partnership between the business world and the City is promoted in such a way that environmental responsibility is strengthened and innovative and new businesses are born around smart technologies, resource efficient services and carbon-neutral products.
- The City promotes the introduction of new kinds of environmental and energy technologies in construction development projects.
- Kalasatama is designed to become a model area for smart city construction.

The carbon dioxide emissions in the whole of Helsinki are reduced by 30% from the level of 1990, by 2020.

Measures



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- Emissions from energy production are reduced by 20% from the level of 1990, by 2020.
- The production structure of electricity and heating production by Helsingin Energia will be changed so that renewable energy sources will account for approximately 20% by 2020.
- In 2015, the City Council will make a decision whether a new power plant that utilises biofuels should be built in Vuosaari or investments be made to the Hanasaari and Salmisaari power plants to increase the share of biofuels.
- The City carries out a study of the alternative implementation methods to decrease emissions by the end of 2013. The cost estimate is included in this study.

The City adapts to climate change.

Measures

- The management of flood and runoff water and snow and the preparedness to extreme weather conditions are improved. The necessary space requirements are taken into account in city planning.
- Versatile vegetation is used to compensate for the greenhouse gas emissions produced in built areas.

Energy saving is the most important tool of a responsible energy policy.

Measure

- The City draws up objectives for the increase of energy saving, according to the recommendations of the Energy Efficiency Advisory Board.

Versatile housing options in a growing city

The needs of a growing Helsinki are met with housing production.

Measures

- The new master plan ensures long-term preconditions for sufficient levels of housing production.
- The City acquires land that is suitable for community construction. Each year, the City gives plots with a total area of at least 325,000 square metres gross floor area to housing production.
- Each year, detailed city plans with a total area of at least 500,000 square metres gross floor area are drafted for the purposes of housing production.
- Each year, 5,500 housing units are built in Helsinki. The number includes new production sites and changes in the purpose of usage.
- The City's own housing production totals 1,500 housing units per year.
- The operational preconditions of the Housing Production Department are ensured.
- The controlling of the City's housing and land use policy is based on the guidelines of the present housing and land use planning programme.



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Housing options that are of high quality, reasonably priced and suitable for all life situations are available for different households.

Measures

- State subsidised rental housing units account for 20% of the yearly housing production numbers, 40% of the housing production is covered by Hita-regulated, right-of-occupancy and youth and student housing units, and 40% consists of unregulated rental and self-owned housing units.
- In the City's own housing production, 50% of the housing units are built as state subsidised ARA rental housing units, and 40% of the production is a mix of different types. The share of non-subsidised dwellings can be 10% of the yearly production, if this is justifiable for the balance of the city block or the complete area.
- In order to guarantee the building of reasonably priced housing units in all parts of Helsinki, the city planning and housing production policies must, at every stage, support the implementation method that aims at reasonable housing costs.
- In the plot conveyance policy, fixed-duration plot conveyances are supported.
- On the basis of the City Planning Department's report, the construction of parking spaces follows the outlining that the costs should be targeted more clearly towards the users of the parking spaces.

The building of housing units supports Helsinki's appeal and sustainable urban development. In the market of self-owned housing units, Helsinki's attractiveness is secured with the help of the city planning and the development of housing concepts.

Measures

- The development of urban single-family houses and attractive blocks of flats is continued. Objects are realised in project areas and in supplemental construction sites.
- Independent building and construction is supported by handing out plots for single-family houses and, if possible, by prioritising group construction projects in the plot conveyance policy.
- The construction of one-family houses is centralised in areas the building of which is economically justifiable.
- The construction of wooden buildings and the use of building materials that are renewable and load the environment as little as possible are promoted.

The housing stock in Helsinki is renewed to be more energy efficient and better suited for life-cycle living.

Measures

- When building in a plot received from the City, the requirement for the energy efficiency is set at class A. The goal is to achieve zero energy buildings.¹

¹ According to the valid norms

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- In the renovation of the City's own housing stock, the goal is directed at energy class C.
- Alternatives for accessible housing are increased in the supplemental construction areas. The guidance offered for housing cooperatives is continued within the framework of the lift project. In addition, instructions are offered on basic renovation.

The number of homeless people is reduced.

Measures

- A joint plan is drafted in cooperation between the different City departments.
- A housing rehabilitation programme is enforced in psychiatric and substance abuse services.
- The programme to diminish long-term homelessness is continued. Special attention is paid to the prevention of youth homelessness.

4 WELL-BALANCED ECONOMY AND GOOD MANAGEMENT

The economy is in balance and productivity increases

Debt burden evolution is slowed down by keeping the real growth of the parent City's running costs at the same level as the growth of the population, minus the yearly 1% target of improvement in productivity during the city council term 2013–2016, and by financing a much greater share of the investments with internal financing and profits from the sale of immovable property.

Measures

- The parent City's net expenses are defined in the budget frame. The real growth of the City's running costs consists of the growth in the population, with -1% as a productivity target.
- For the strategy period, the yearly level of investments is set at 435 million euros. A yearly 10-year investment frame is introduced as part of the frame guidance.
- The yearly target for housing unit zoning is raised to 5,500 housing units (500,000 square metres gross floor area). In non-subsidised housing production, the target of plot conveyance is set at market-basedness and the maximisation of the income received by the City.
- All departments make plans and prepare for retirement by 30 June 2013. The plans are based on the City Council strategy's target of productivity growth. The plans take notice of the differences between the departments caused by the growing population.
- All departments create programmes for the usage of facilities and efficiency improvement plans, in which attention is paid to changes in technologies and to new forms of services and work. In administrative work, the transition to open offices is promoted. The goal is that the total surface area of offices and other premises used by the City does not grow during the strategy period.

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- For each investment project, an explanation for the implementation of the project must be presented. It must be clarified whether the project is implemented within the binding framework of the investment and operational costs. Also, the project must fulfil the targets related to productivity, space efficiency and preparedness to retirement set on the strategy.
- The sales targets for plots and buildings are increased in order to control getting into debt.
- The City prevents the growth of expenses by organising high-quality and efficient wellbeing services in the public sector.
- The City maintains and strengthens its tax income base by practising good business services and by following the development of the employment rate.

Productivity increases

Measures

- A comprehensive productivity programme for the City is drafted and carried out for the years 2013–2016. It must be presented to the City Board by 30 June 2013.
- A development programme for working life and wellbeing at work is implemented. The programme develops concrete measures to increase wellbeing at work and to reduce absence from work due to illness. The City Board follows the situation with the absences from work due to illnesses.
- The role of the City Board and the central administration is strengthened in the management of processes that cover several departments.
- The efficient use of facilities is controlled on a centralised basis.
- The services and parts of the service processes which are to be transferred to electronic services are defined and realised (for example applications and bookings of appointments.)

The productivity of the operations is improved by increasing direct customer work.

Measures

- Services and reception times are rescheduled according to real needs.
- The cooperation and the division of tasks are clarified. Overlapping tasks are removed, and working methods and task structures are renewed.
- Appointments are added to customer and patient reception bases per employee.

Long-term and youth unemployment is reduced.

Measure

- Instead of sanction payments to the state, different ways and methods to find work for the unemployed are studied. Another option is to organise, for example, apprenticeship training that leads to employment. This would lead to higher tax income.

Good management and a competent workforce



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City management is on a high level, both nationally and internationally.

Measures

- The City's management system is renewed. The goal of the renewal is to better reflect the results of the municipal elections into the management of the City. Other goals include the strengthening of the democratic decision-making, the improvement of the efficiency of the decision-making process and the strengthening of the role of the City Council and the City Board in the management of the City. A division of the City Board is appointed to prepare the renewal. All groups of the City Board are represented in the division. The division makes proposals for the renewal of the management system so that the new system can be adopted at the beginning of 2017.
- The service operations are led towards the targets of the departments and municipal enterprises with the help of a balanced management system and a rewarding system. The connection of rewarding systems to targets related to productivity and wellbeing at work needs to be discussed.
- The quality control tools for the service operations include the use of the EFQM model, audits, self-evaluations, outer evaluations, the Mayor's Quality Prize contest, trainings and the management and improvement of processes.
- Metering of the operations is part of the management culture.
- Leadership and career development are supported by offering training and supervisor coaching. The readiness to change and the service design know-how of the management are improved. Management processes are regularly monitored with supervisor evaluations.
- Special attention is paid to the quality of the services.
- A project for improving the quality of construction works is implemented. The goal is to reduce life-cycle costs. The project will utilise the know-how of third parties and audits.
- Procurement know-how is improved.
- The technical sector's department and responsibility structures, as well as the present cross-departmental processes, are reviewed. On the basis of this, the department and committee structures are renewed.

The management of processes and management methods are developed, and the service chains of the residents are improved by increasing the efficiency of the guidance of cross-departmental processes.

Measures

- The theme and topics under the City of Helsinki Group's management are defined on the basis of the strategy programme. The chosen actions will form a project portfolio of the transformation projects of the strategy programme. The portfolio is controlled by the City Board.
- When it comes to the most important cross-departmental targets, the actions are prepared in cooperation between the departments and municipal enterprises that belong to the same service chain. The common actions are included in a similar form in the budget proposals of the relevant committees and boards.

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- Cross-departmental management is achieved by carrying out pilot projects in which changes in the management authorities are tried out temporarily and by making changes to the standing orders.
- The number of binding operational and economic targets common to several departments is increased in the budget.
- Every year, joint targets are set in the budget for those targets that are important from the point of view of the whole City (such as customer satisfaction, management, workforce, IT or use of the premises and facilities).
- The share of incentive-based compensation targets common to several departments and municipal enterprises is increased in the incentive-based compensation scheme.
- The possibility to shift the granting of subsidies and aids for other than City operators to the responsibility of the City Board is examined. In the future, the committees will continue to make proposals to the City Board for the granting of subsidies. The areal work of the City that aims towards interactiveness and democracy is merged into one entity that covers the whole of Helsinki.

The City is a responsible and fair employer. The number of the personnel's sickness absences from work is reduced, and the number of full-time disability pensions is reduced. Helsinki is a model city for diversity. The personnel's participation in the decision-making process and their possibilities to have an influence are improved.

Measures

- The employment relationship of the permanent personnel is secured, even if their duties end due to organisational changes or for some other reason. This requires the personnel to be ready to move from one duty to another.
- Consistent HR administration processes and a new information system are introduced to support the high-quality HR management.
- Risks connected to wellbeing at work and to occupational safety are foreseen and managed.
- Changes in the operating environment are foreseen in the strategy work, and the effects of the changes to staffing needs and professional abilities are managed.
- Diversity is improved in all departments and municipal enterprises.
- The number of immigrants in the personnel of the City is close to their share of the population.
- The City is equal. The City systematically carries out gender impact assessments and promotes equality. The number of female managers and leaders is increased.
- Manager competencies in workplaces are improved.

The City of Helsinki Group is managed as one entity

The City of Helsinki Group is managed as one entity

Measures



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- Subsidiaries follow the basic courses of conduct defined in the accepted Group strategy (the strategy must be discussed by the boards of directors).
- The City budget also sets targets for the most important subsidiaries.

The control of the City Group is made more efficient and clearer.

Measures

- The position of the Group Division of the City Board in the control of the City Group entities is made clearer and strengthened.
- The Group Division controls the City Group's subsidiaries as one entity.
- The mayor has the overall responsibility for the management of the City Group's subsidiaries. The substance control of the subsidiaries that are operated as part of the City's service production belongs to the head of the relevant sector. This way, the sector's overall view is guaranteed. The necessary control signals of the subsidiaries in different fields are brought into the mayor's and deputy mayors' discussion in order to strengthen the overall view of the City Group.
- The control of subsidiaries that operate in competitive markets is centralised to the Group Division.

The owner policy is made clearer.

Measures

- The Group Division of the City Board follows the basic framework of the strategy programme when it defines the targets related to the ownership base, development visions and operations for each subsidiary from the point of view of the owner policy.
- The subsidiaries are divided into those that are market-based and other operations. The principles for this are prepared for the Group Division of the City Board and then taken to the City Council for discussion and decision-making. Any changes taking place after that are delegated to the City Board.
- The results of the subsidiary organisations that are among operators in the City's service production system are primarily assessed on the basis of how and with what costs the business carries out the service task set to it.
- The operating principles of the businesses of the City Group that operate on open markets are similar to the operating principles of their competitors.
- The operation and administration models of Palmia, Helsingin Energia and the Port of Helsinki are organised according to the requirements set in the regulations on the competition neutrality.
- In competed markets, the city operations are organised according to the requirements set in the regulations on the competition neutrality.
- The operating model for the operations and infrastructure of Helsinki City Transport is prepared before the end of 2013.

The organisation is developed to improve the services for citizens.

Measures



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- The development of the operations related to facility management, development and construction is continued in such a way that these fields are separated into independent entities. The goal is to implement clear responsibilities for the operations and a transparent operating model.
- The number of organisation units inside the City Group is reduced.
- The three departments of the central administration are merged together.
- The centralisation of support services continues.

Efficient and functional support services

IT serves the city residents and the development of the city

Measures

- Electronic services are extended to improve the availability of the services. The availability and operation of electronic online services is also improved outside the office hours.
- The City activates different operators to create new solutions and services.
- The City develops service processes and technical interfaces according to the principle of openness, availability and compatibility.
- Forum Virium supports the development of the City's digital services, external services and ICT ecosystems.
- The development of IT and service production is continued in such a way that the improvement of automation will remain as the central target.
- With the help of IT, the productivity of the individual work of the City's personnel is supported.
- The City continues the development and maintenance of its jointly used IT infrastructure and IT services to ensure the continuity and development of its operations.
- An IT division is established within the City Board. It controls the City's IT strategy as well as information management and IT investments in the different administrative sectors. The goal is to manage all joint basic IT tasks centrally in the central administration.
- The development of IT and service production is continued in such a way that the improvement of automation and the support of the personnel's work will remain as the central targets.

The use of facilities is made more efficient.

Measures

- The development of facility use is connected to the planning of the new master plan.
- Ownership of the facilities that are rented to third parties (= not for the City's own usage) is ended. The goal is to give up a net floor area of 60,000 square metres per year.
- The protection goals for the buildings that are put up for sale and protected in the detailed city plans are updated.



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- On the basis of the resident-oriented point of view, strategic targets are set for the availability of long-term services. The availability of services, the extension of the electronic services, the enhancement of the use of facilities and the joint usage of facilities are examined as one entity.
- A cross-departmental and cross-administrative programme is created for the management of facilities. The goal of the programme is to make the use of facilities more efficient and to save on facility-related costs.

Procurement operations are made more efficient and environmental responsibility is increased.

Measures

- The service strategy is made more versatile by continuing the service strategy work that was started during the previous city council term.
- The number of innovative procurements is increased.
- In the City's operations, the centralisation of procurements is continued.
- By 2015, the environmental perspective is taken into account in 50% of the City's procurements.
- The management of procurements is harmonised by developing the joint production of procurement data, reporting, metering and analysis.
- The principles on the basis of which the City's own operations are tendered are renewed. At the same time, the benefits and disadvantages connected to tendering are assessed.

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DEMOCRACY AND PARTICIPATION BECOME STRONGER

Open and interactive Helsinki

Open Helsinki

In an open city, the residents are part of the community and the decision-making processes are opened up to all residents. The documents and other data produced by the City are available to all residents, easily and without any obstacles. In addition, the information can be utilised in all operations that are not connected to the City's operations. The openness of preparation is improved and the residents are encouraged to use electronic information searches, participation and channels of influence.

Measures

- A joint feedback channel is created for the residents so that they are able to give feedback.
- Web services and interaction channels are developed. Also, their implementation is promoted.
- New electronic and interactional methods are created so that residents can take part in the development of the city.
- The public opening of information is continued by developing the Ahjo system and the Helsinki Region Infoshare project.
- The development of virtual and electronic communications is important.

Interactive Helsinki

Representative democracy is strengthened, the possibilities of the residents to participate and influence are increased and the methods related to the actions are improved. The development of areal democracy is continued on the basis of experiences received from the projects related to areal experimentation. Possibilities for the realisation of a direct democracy and active municipal residency are supported.

Measures

- Permanent structures are created for the interaction and cooperation between the city residents and the departments. The participation and influencing possibilities of the youth are improved.
- The realisation of pilot projects connected to areal participation is supported, and new operation models are created on this basis.
- Involving budgeting is tried out in, for example, the Education Department, the Youth Department and the City Library. The possibilities of involving budgeting are also investigated in other services.
- The prevention of digital exclusion is ensured by offering electronic learning and participation possibilities.
- An operation model is created for democracy spaces and the utilisation of existing spaces is made easier.
- Advisory referendums are introduced.

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- In Finland, the City is a pioneer in open data. The change creates more innovative and creative services in Helsinki. Decision-making processes are opened (ICT) and alternative solutions are introduced as a basis for the decision-making.

STRATEGY PROGRAMME 2013–2016

METERS

1. WELLBEING FOR THE RESIDENTS OF HELSINKI

More space to be heard and an opportunity to shine for young people

- The share of students continuing their studies in the upper secondary education after finishing comprehensive school
- The number of young people left outside of education possibilities and working life
- Long-term customerships in child welfare services and placements of children outside their families

Immigrants as active city residents

- The employment rate and unemployment rate of immigrants
- Young people with immigrant background that have finished the comprehensive school and the upper secondary education

The elderly are cared for

- The share of over 75-year-olds living at home

The residents of Helsinki become more active in sports and exercise.

Wellbeing and health are improved

- The number of people exercising actively
- The number of people that smoke and use alcohol or other substances
- The number of overweight people

A joint economic goal for the section:

- Compared to other municipalities, Helsinki has higher unit costs for the organisation of services. These costs should be lowered to match the average of other larger cities.
- Productivity increases

2. HELSINKI IS FULL OF LIFE

An internationally known and attractive city

- The number of tourists/accommodations in the hotels of Helsinki

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- The number of congresses and congress guests
- International direct investments and the jobs created by these investments
- The international media attention received by Helsinki
- New business operations in the shore areas
- The feeling of safety of the residents and people visiting and working in Helsinki
- The possibility for interferences and crime

The city that has the most positive outlook on entrepreneurship in Finland

- The number of jobs and the private sector's share of all the jobs
- The placing of new businesses in Helsinki
- The placement of Helsinki in meterings related to business policy and the business climate in different municipalities
- The number of jobs and the yearly turnover of businesses in the key sectors
- Passenger numbers in airports and ports

Renewal offers competitiveness

- Business operations connected to campuses (the number of businesses and personnel)
- Customers with a higher education background in the services of EnterpriseHelsinki
- The development of employment and turnover in the cleantech sector in Helsinki

Culture offers delight and attraction

- The number of people using cultural services

The city of capable people

- The share of socially excluded young people
- International students graduating from higher education institutions and finding employment in Helsinki (the number and the share of all international students)
- The user numbers and customer satisfaction of settlement services for international workers (services in which the City is taking part)
- Results of the economic and industrial policies that are achieved by different measures connected to the management of employment
- The share of immigrant youths participating in upper secondary education, in comparison to the total number of immigrant youths

A joint economic goal for the section

- In Helsinki, the municipality-specific distribution quota of corporate tax remains at a level of over 20% during this city council term

3. FUNCTIONAL HELSINKI

The districts and neighbourhoods are developing as lively and attractive areas

- The change in residential areas created by supplemental construction

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The completion of the city structure improves accessibility and fluidity

- The overall share of pedestrians, cyclists and public transport users
- The share of public transport in relation to all motorised travel in cross-city traffic
- The residents' satisfaction in the transport services

Fluent and integrated services for the residents

- Resident and customer satisfaction queries

The City's operations are sustainable and efficient

- Greenhouse gas emissions in Helsinki
- Environmentally responsible businesses in Helsinki
- The share of procurements in which the environmental perspective is taken into consideration

Versatile housing options in a growing city

- The number of housing units, started and finished
- The number of city plans created for housing production
- Square metres gross floor area of conveyed building plots
- The number of housing units developed by the City

A joint economic goal for the section:

- The taxable income per resident increases faster in Helsinki than in other municipalities in the Helsinki Region

4. WELL-BALANCED ECONOMY AND GOOD MANAGEMENT

The economy stays in balance and productivity increases

- Operational costs, operational income and tax funding
- Income from the sales of immovable property
- Investment frame
- Number of personnel
- Total surface area of facilities
- Debt-service costs and loans
- Productivity meters for the services

Good management and competent workforce

- Assessments on the management of the Kunta 10 research project
- Sickness absences from work diminish by 0.5 percentage units
- Accidents at the workplace
- Early retirement costs paid by the City
- Average age of employees that retire on an old-age pension
- The number of employees with a foreign native language
- The share of employees with a foreign native language in supervisory and specialist duties



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The City of Helsinki Group is managed as one entity

Efficient and functional support services

- The amount of electronic services and the user number
- The residents' satisfaction in electronic services
- The share of centralised procurements

DEMOCRACY AND PARTICIPATION BECOME STRONGER

- Voter turnout in elections
- The amount of information material of Helsinki Region Infoshare
- The number of applications utilising open data



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ACTION PROGRAMMES FOR THE CITY COUNCIL TERM 2013–2016**ACTION PROGRAMMES TO BE DRAFTED DURING THE CITY COUNCIL TERM 2013–2016**

The action programme to be drafted	Grounds	Processing and timetable
Housing and land use planning programme	Home town Helsinki: Review of the housing and land use planning programme 2012 (City Council 12.9.2012)	City Council 2015 -16.
Operating plan for the promotion of equality	Continuation of the equality plan for 2009–2011 and update during 2012 (City Board 6.2.2012)	City Board 2014
IT programme	Renewal of the IT programme 2012–14 (City Board 30.1.2012)	City Board 2014
Development programme for the traffic	The city has no comprehensive traffic policy.	City Board 2014
Helsinki Region transport system plan (HLJ 2015)	Renewal of the Helsinki Region transport system plan (HLJ 2011)	City Board 2014

ACTION PROGRAMMES TO BE INCLUDED IN THE BUDGET DURING THE CITY COUNCIL TERM 2013-2016

Action programme	Grounds	Processing and timetable
Welfare plan for children and youth (Lasu)	The policies of the plan follow the Child Welfare Act and are included in the strategy programme. The measures are included in budgets.	In connection with the budgetary treatment in committees, the City Board and the City Council

THE ACTION PROGRAMME POLICIES THAT ARE INCLUDED IN THE STRATEGY PROGRAMME 2013–2016 BUT ARE NOT DISCUSSED DURING THE CITY COUNCIL TERM 2013–2016

Action programme	Policies in the strategy programme 2013–2016
Strategy on global responsibility (City Council 26.9.2012)	Ethical principles
Environmental policy (City Council 26.9.2012)	The City's operations are sustainable and efficient
Cultural strategy 2012–2017 (City Council 14.12.2011).	Culture offers delight and attraction
Sports strategy 2012–2017 (City Board 17.12.2012)	Helsinki residents become more active in sports and exercise, and their health is improved



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Procurement strategy 2011 (City Board 13.6.2011)	Efficient and functional support services
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EXPLANATORY NOTES FOR THE STRATEGY PROGRAMME 2013–2016

Introduction

A proposal for the draft of the City's strategy programme 2013–2016 has been prepared to be discussed in the City Council at the beginning of 2013 so that the City Council is able to define the City's most important development points for the council term.

The City Council controls the preparation of the City's most important strategies and assesses their implementation. The City Council decides on the contents of the city council term's strategy programme at the beginning of the council term. The strategy programme is implemented in the budget and in the financial plan, and the City strategies are discussed at the same time. (City Council 11 May 2011, article 4 of the rules of finance)

The budget and the financial plan include the City's operational and economic targets, which are based on the strategy programme, and the City's investment plan, which is introduced project by project or within project groups. In addition, they point out how the financing of the operations and investments is covered. The starting point for the drafting of the budget consists of the strategy programme, the targets of the financial plan and a preliminary debate in the City Council. (City Council 11 May 2011, article 5 of the rules of finance)

In accordance with the course of procedure for the strategy programme 2013–2016, noted by the City Council on 10 December 2012, the budget proposal for 2014 and the proposals for the financial plan for 2014–2016, the most central times for the preparations in spring 2013 are as follows:

31 January– 1 February 2013	The proposed strategy programme 2013–2016 is introduced in the City Council's seminar
11 February 2013	The first discussion of the strategy programme in the City Board
13 February 2013	Preliminary debate on the preparation of the draft budget for 2014 in the City Council
11 March 2013	The first discussion in the City Council of the instructions for drawing up the draft budget for 2014, its framework and statements related to it
18 March 2013	The second discussion in the City Council of the instructions for drawing up the draft budget for 2014, its framework and statements related to it

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|---------------|--|
| 15 April 2013 | The second discussion of the strategy programme in the City Board |
| 24 April 2013 | The discussion of the strategy programme 2013–2016 in the City Council |

There are several documents and materials that have been used in the preparation of the draft strategy programme 2013–2016. The most important ones are:

- The views, assessments and feedback received by the City Council and the City Board for the term 2009–2012 about their own term's strategy programme and strategy work
- The hearing of the city residents during the preparation of the strategy programme
- The assessments of the committees and boards on the future challenges in the preparation of the draft budget 2013 and draft financial plan 2013–2015 in spring 2012
- The visions of the departments and municipal enterprises about the contents of the strategy programme in autumn 2012
- A report compiled by Urban Facts on the operating environment of the City

The preparation of the strategy programme 2013–2016 started with a preliminary debate in the City Council on 23 May 2012. During the discussion, the Council for the term 2009–2012 shared its views on the preparation of the future strategy programme.

The city residents' views on the future of Helsinki were heard in the web think tank "Influence Helsinki", which was implemented within the period 28 May–17 June 2012. The topic was "Ideas on how to make Helsinki the best hometown on the planet". The residents answered freely to open questions and shared their views on the future of Helsinki and what their Helsinki should be like. Altogether 1,418 people took part in the web discussion. The number of answers received was 2,405.

The City Council assessed the implementation and effectiveness of the strategy programme 2009–2012 in a strategy seminar that was organised on 15–16 November 2012. Statements of the different council groups have been utilised in the preparation of the new strategy programme.

During the term 2009–2012, the City Board followed the implementation of the strategy programme in informal evening sessions twice per year. The control of the City Board has been utilised in the preparation of the new strategy programme.

The committees and boards have examined the changes in the operating environment while drafting the 2013 budget and the 2013–2016 financial plan. The proposals for the contents of the strategy programme have been prepared during autumn and at the end of 2012. At that time, the departments and municipal enterprises also assessed the challenges and the policy needs connected to the operating environment for the future council term 2013–2016.

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Overview of the City's operating environment

The policies and actions proposed to be included in the draft strategy programme are based on the viewpoints of the City as a whole and of the departments on the changes that the City's operating environment is facing and on the estimated challenges of the future. The departments have examined the changes in the operating environment while drafting the 2013 budget and the 2013–2016 financial plan. The proposals for the contents of the strategy programme have been prepared during autumn and at the end of 2012. At that time, the departments and municipal enterprises also assessed the changes in the operating environment for the future council term 2013–2016.

The City's Urban Facts has prepared a vast lookout on the present situation and development of Helsinki in 2013. This document serves as an analysis for the operating environment of the City as a whole. The publication describes the development of the City's operating environment, with the help of statistics and research data. The first version of the publication was used in the City Council strategy seminar that ended the council term 2009–2012.

The new City Council 2013–2016 has been able to use the publication as an informative base, as it has been updated with the latest available information. The publication will be made available for the utilisation of the City Council, City Board, committees, departments and municipal enterprises during 2013. Most of the material is renewed more slowly, and so the information can very well be used in the preparation of the budget for 2014 and the financial plan for 2014–2016.

The overview is based on the summary in the beginning of the publication compiled by Urban Facts. The aim of the overview is to summarise the central changes in the City's operating environment.

The overview includes references to the most central policies that are created on the basis of the changes and included in the strategy programme.

The population of Helsinki continues to grow

In August 2012, the population of Helsinki reached over 600,000. Ever since the temporary drop in the population at the beginning of the 21st century, the population of the city has increased rapidly. By 2030, the population of Helsinki is estimated to reach almost 680,000 and the population in the Helsinki Region is expected to grow to 1.6 million.

There are three reasons for the increase in the population. The most important reason is the positive net migration from abroad. Especially since 2005, this number has been growing steadily. Secondly, the positive net migration within the country has increased. For a long time, Helsinki has been an attractive place to move into, and over the last years, migration to the nearby municipalities has reduced. The

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third factor is the natural population growth, i.e. the number of births has increased and the number of deaths has remained the same.

Population growth preserves the vitality of Helsinki by creating operational and economic activity, which is the prerequisite for the collection of tax income, which in turn is used to finance the public services. Population changes often mean that the City faces new challenges in the organisation of services. These factors are studied closely at a later stage.

Population development is closely connected to the future development of the City's income and expenses. The balancing of these two is a central challenge for the public economy of Finland. Therefore, the municipal economy is discussed after the population section.

The number of children and youth is on the rise

In Helsinki, the number of families with children is greater than ever before. This is, for example, due to the facts that relocation to the neighbouring municipalities has lost its popularity, the birth rate is on the rise and families with children favour city life. Due to these reasons, there were 41,000 children of the age of 0–6 years living in Helsinki at the beginning of 2012. Their share has risen significantly during 2007–2011, by 12%. Because of the growth, the number of children looked after in the municipal day-care services in Helsinki has risen during the past five years.

The last time the birth rate was this high was at the beginning of the 1990s. The increase in the number is mainly explained by the growth of the population with immigration background. The number of births by women with an immigration background has doubled since the beginning of the century. Their current share is 18% of all births. It can be predicted that this will have an effect on the service demand of several departments over the future years and decades.

At the beginning of 2012, there were approximately 30,000 children attending primary schools, i.e. at the age of 6–11. The number of secondary school pupils (age 12–14) was 15,000, and the number of 15–17-year-olds was nearly 17,000. Even though the size of the age groups has been diminishing over recent years, it is expected that in all age groups, the number of children will start to rise. The change in the size of the age groups is not divided evenly in the city structure.

The welfare of children and the youth has a great effect on the future of the society. In the strategy programme, the securing of the welfare of the youth forms one entirety.

The share of the working-age population has started to diminish

The development of the working-age population (18–64-year-olds) in Helsinki is changing rapidly. Even though the number of the working-age population is on the rise, the relative ratio of working-age people from the total number of the population has begun to decrease both in Helsinki and in the whole region at the beginning of

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the 2010s. The number of working-age people is now growing, on average, by 1,500 people per year.

In Helsinki, the number of young adults (18–24-year-olds) has been growing rapidly in the last years, but now it is expected that the age group will be diminishing until the 2020s. In a similar way, the number of older working-age people (55–64-year-olds) has increased very rapidly, but as the baby boomers reach pensionable age, their ratio is diminishing until 2015. After this, the age group is expected to start growing again.

It should be noted that in numbers, the largest age groups in Helsinki are not the traditional large age groups born after the war. The largest age group in the city is formed by 20–30-year-old adults that have moved to the city to study and work. These young adults ensure that Helsinki is a dynamic and active city. In addition, they form one of the city's assets in the future.

The number of working-age people and the employment rate have a direct effect on the City's income growth. In order to be able to secure the income growth, the ratio of working-age people must be increased, the number of jobs must be increased and the employment rate must be improved. For these reasons, the strategy programme includes policies on, for example, housing production, the development of businesses, vocational education and training, and employment management.

The population gets older in Helsinki

Population ageing affects the whole of Finland. Despite the fact that in Helsinki the population structure is younger than in other parts of the country, the number of pensioners (over the age of 65) has increased in Helsinki too. Over the last five years, the average age of people starting their old-age pension has increased by over a year. This is partly due to the increase in the official retirement age. In 2011, the average retirement age of City employees was 62.9 years in Helsinki. The average age when starting one's old-age pension was 64.2 years.

It is estimated that the share of pensioners will rise in Helsinki, from the present 15% to 20% by 2030. At the beginning of 2012, the number of over 65-year-olds was 91,700. It is estimated that the number will rise to over 100,000 during 2014. Furthermore, it is estimated that the number of people in retirement age will be 140,000 in 2030.

From the perspective of health care and social services, the most demanding age group is the over 75-year-olds. The growth of this age group has already doubled, but the fastest growth will not start until the 2020s. Correspondingly, the number of over 85-year-olds increases in the next couple of years by 300–400 per year, and starting from the mid-2020s, the yearly growth rate will be over 1,000.

As the population structure in Helsinki is younger than in other parts of the country, the City will face the greatest challenges connected to the services for the elderly somewhat later than the rest of the country. However, the number of elderly people



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is constantly rising and there are many long-term and structural challenges related to the development of the services. Therefore, the services for the elderly are discussed as its own entity in the strategy programme.

The immigrant population grows and gets more concentrated

The immigrant population can be examined in two different ways. One group is formed by the population that has a background in a foreign country, i.e. foreign nationals and Finnish citizens born abroad. The other group is formed by the foreign language-speaking population. The number of foreign nationals grows more slowly than the number of foreign-language speakers as nowadays 1,000–1,200 foreign nationals are granted the Finnish citizenship each year.

The number of foreign-speaking residents in Helsinki was 68,000 at the turn of the year 2011/2012, and the number has doubled since 2002. The largest foreign-speaking groups are the Russian-speaking one (14,500), the Estonian-speaking one (9,000) and the Somali-speaking one (6,800).

In Helsinki, the growth of the population with a foreign background has continued for two decades. Since 2005, the growth has been especially fast, consisting of about 3,700 per year. The growth is particularly explained by the positive net migration from abroad.

Over the last years, the number of workforce with a foreign background has increased rapidly in Helsinki. At the end of 2009, there were nearly 33,500 people with a foreign background in the workforce of Helsinki. The employment situation of those with a foreign background improves the longer a person has lived in the country. The employment rate of the workers with a foreign background changes considerably according to the reasons for migration. In Finland as a whole, approximately 30% of the people with a foreign background move to Finland because of a job, about 30% come to study and about 30% come for family reasons. Around 10% of those with a foreign background are refugees or similar.

On average, the employment rate of 25–64-year-olds with a foreign background was 54.7% at the end of 2009. Often the lack of language skills or a problem with the coordination of education with the needs of the Finnish labour market is the reason for not finding employment. On the other hand, even a high level of education is not as good an employment guarantee for immigrants as it is for native Finns. The employment rate for foreign-speaking people who have finished the full course of university studies was 58% at the end of 2010. For Finnish- and Swedish-speaking residents the corresponding rate was 88%.

For Helsinki residents with a foreign background (age 25–64), the employment rate was 19.8% at the end of 2009. The unemployment rate of immigrants is about three times as high as it is for the native population. Structural obstacles and prejudice against hiring immigrants still exist in the labour market. The lack of networks can also prevent job seekers from finding employment. The unemployment rate is the

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highest among the immigrants with African background and immigrants coming from the Middle East.

The growing immigration population forms the basis for the city's positive population growth. Also, it brings new types of challenges to the organisation of services. The services for the resident group that are important from the point of view of the city's future are outlined as one entity.

The share of small household-dwelling units and single parents is large

One third of the adult population of Helsinki lives alone. The share of people living alone has decreased slightly since 2008. Around half of the households in Helsinki consist of people living alone. The ratio of households consisting of one or two persons is nearly 80%. The share has not risen after 2005.

The number of families with children (families in which there is at least one child that is under 18 years of age) in Helsinki totals at 55,400, i.e. nearly one fifth (18%) of all households. The ratio of families with children from all households has slightly decreased since the beginning of the 21st century. At that time, the share of families with children was 21% of all households in Helsinki.

Only a little more than half (55%) of the families with children are married families. The share of families formed by unmarried couples with children is 17%. Helsinki has the largest number of single parents in Finland. Nearly 30% of families with children (altogether 16,057) and over one quarter (a total of 24,092) of under 18-year-old children live in single-parent families. Every tenth (1,547) single parent is a man.

The examination of the family types reveals that the highest income is earned by married or unmarried couples with no children. In comparison to the average in Helsinki, their income per capita was one fifth higher. In the southern greater district, their income per capita was 61% higher than the average in the city. The single-parent families were in the weakest situation. Their income per capita was 44% lower than the average. It is alarming that 13% of children less than 18 years of age living in Helsinki lived in a household that received social assistance. The number of children in families receiving social assistance was 20% higher than five years ago.

Families with children and foreign language-speakers live in smaller housing units than others. Out of the families with children living in Helsinki, every third lived in a housing unit with less than one room per person. Out of all households in Helsinki, only one tenth lived in cramped living conditions. For families consisting of married and unmarried couples with the youngest child under 3 years of age living in rented accommodation, cramped living conditions were even more common – 66% of them lived in cramped conditions. The living space becomes smaller the more heads there are in the household: 86% of the Finnish- or Swedish-speaking households with over five heads and 98% of the foreign-speaking households lived in cramped conditions.

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In order to secure Helsinki's versatile population development, the securing of the supply of housing units is one of the most important challenges to the City. The outlinings in the strategy programme related to this fact are based on the housing and land use planning implementation programme adopted by the City Council in 2012.

The policies related to families with children and policies supporting the welfare of children and the youth are included in several sections.

The present situation and the challenges of the municipal economy

In Finland, municipalities are in a central role in the realisation of the welfare state. The municipalities' field of operation is very wide and, at the same time, the municipalities have very restricted decision-making powers in terms of organising the services. As the state economy has been balanced after the recession in the 1990s, the economy of the municipalities has been driven under an ever-growing burden of debt. The reason for this lies in the new tasks that have been appointed to municipalities. The tax reductions have also been increased. Besides, in relation to most other municipalities in Finland, Helsinki's dependency on tax income is large. The role of the City is to act as the largest net payer in the tax-based equalisation system between the municipalities. The reforms of the system have, from time to time, led to great losses in income. With its own actions, the City has tried to control the expenditure. The control measures were successful in 2003–2004, and no major cuts were made in the public services. However, the tax rate has been increased two times during the last ten years in Helsinki.

The municipal economy of Helsinki faces remarkable challenges in the future. In several public services, the level of costs still remains higher than the national average. Also, it is higher than in important reference cities. Besides, the system of central government transfers to the local government is not capable of truly taking into account the pressure caused by different types of phenomena in big cities, like the large share of the immigration population, in the expenditure of the City.

The goal of the system of central government transfers to local government is to ensure that the public services organised under the responsibility of the municipalities are uniformly available in the whole country. The idea is that citizens can receive certain basic services regardless of their place of residence and with a reasonable tax burden. This is achieved by levelling the differences between the municipalities in the costs of the organisation of the services and in terms of the income bases.

In relation to the central government transfers to the local government, the public economy of Finland has, during the current government term, been faced with decisions that significantly cut the income base of the municipalities. According to the decision on spending limits in the central government finances during 2013–2016, the cuts in the central government transfers to the local government are realised gradually during 2013–2015. The amount of cuts is 500 million euros.

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These cutouts come on top of the cuts of 631 million euros that were made in 2012. Besides, it is possible that, during the latter part of the government term, a weaker than anticipated economic development might lead to new cutouts in order to ensure that the balancing targets set for the public economy during this government term are reached.

In the future, the population in Helsinki and in the Helsinki Region is growing older. This brings forward a dual challenge for the municipal economy. At the same time as the ageing of the population increases the social protection and health expenditure, it also increases the need of workers in the care sector and enhances the competition of the ever-smaller workforce.

The growth of Helsinki requires large investments. In Helsinki, the municipal economy's annual contribution margin has not covered all the investments since the beginning of the 1990s. The role of the municipal enterprises, especially Helsingin Energia, as a balancer of the municipal economy is vital. In 2011, this income constituted 275 million euros. Since 2003, the extra entries as revenue done by Helsingin Energia have been very important for the balancing of the finances of the City. On the whole, the entries as revenue contributed by the municipal enterprises to the City equalled the revenue of over two percentages of the municipal income tax in 2011.

The policies of the City finances are introduced in the strategy programme's section "The economy is in balance and productivity increases".

The Helsinki residents' use of welfare services and health

Municipal day-care services are popular

There are over 41,000 children under school age in Helsinki. Two thirds of the children of the age of 1–6 participate in the municipal day-care system. Private care allowance is paid to 6%, and one fifth receives child home care allowance. The share of day-care increases rapidly by age. Nine out of ten over 3-year-old children are cared for in day-care services. In 2011, 80% of all children who were looked after in municipal day-care in Helsinki were Finnish-speaking, 6% spoke Swedish and 14% spoke some other language than Finnish or Swedish as their mother tongue.

During 2011, a total of 10,564 children and young adolescents were customers of the child welfare services. Nearly one in ten (9%) of under 18-year-old children and 4% of 18–21-year-old young adults were customers of the child welfare services, either as outpatients or placed in family care or institutions. The number has increased remarkably, by 37%, from 2007 to 2011. In particular, the number of customers that speak some other language than Finnish or Swedish as their mother tongue has increased. However, the number of children taken into custody reduced by some extent during this period.

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In Helsinki, the child welfare services deal with greater challenges than those in the rest of the country. These challenges are connected to, for example, the number of customers, dropping out of schools and the small income of the families with children. For these reasons, the development of services for children and young people is considered to be an important section of its own in the strategy programme. Besides, policies and outlinings that support the welfare of the youth are included in the sections of education, culture and fluent services.

It is common to receive social assistance, and the costs are higher than in other parts of the country

One in ten Helsinki residents received social assistance in 2011. The expenses of granting social assistance were remarkably higher than in other municipalities in the region or on average in Finland. The ratio of people receiving social assistance grew due to the economic recession from 2008, but the growth decreased in 2011. In 2011, 41,575 households received social assistance in Helsinki. Altogether nearly 60,000 people lived in these households. Out of all households, 14% received social assistance. Most often, it was single-parent families with at least one under-age child that received social assistance. It was more common for the youth and young adults to receive social assistance, and the older people received social assistance less frequently. Deprivation accumulates. Many people receiving social assistance were unemployed or laid-off. Another common factor was that these people had no income at all. One fourth of people receiving social assistance had no incomes. Besides, housing allowance was important for many.

The measures the City can take to reduce the number of people receiving social assistance are connected to increasing the possibilities to study and find employment. It is possible to influence the expenditure of households by moderately priced housing production.

The use of services by the elderly

The number of Helsinki residents that are aged 75 or older – they are called elderly – is approximately 40,000. Out of them, 88% lived at home in 2010. For the whole country, the corresponding number is 90%. The ratio of elderly living at home has somewhat increased over the last years. Out of this group, altogether 11,000 used the services for the elderly. Over half of them used the open services. 12% of the elderly used the regular home care services, 5.7% lived in sheltered housing with 24-hour assistance, and 5.1% lived in institutional care units. In Helsinki, the use of services for the elderly was somewhat greater than in the neighbouring municipalities.

The number of elderly people rises steadily in Helsinki. In Helsinki, the share of elderly in the whole population is smaller than in the rest of the country, and so the age-dependency ratio is better than in other parts of the country.

According to the national objectives, the City's policy in the services for the elderly is to make it possible for the elderly to live at home.

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On average, Helsinki citizens are healthier than other Finns

In larger cities, many phenomena often occur in the most extreme forms. In Helsinki, an example of this is that one part of the population is doing very well but, in particular, the ones with lower education and smaller income die younger and suffer from more illnesses. The morbidity of Helsinki citizens was lower than the average of the country in 2011. Kela's (the Social Insurance Institution of Finland) age-standardised morbidity index was 90 for Helsinki. The country's average is 100. The morbidity index is based on three register variables: the share of the deceased of the whole population, the share of the 16–64-year-old people in disability pension and the share of people entitled to especially reimbursable medication. In comparison to other municipalities in the Metropolitan Area, the morbidity rate of Helsinki citizens is at a higher level: the index was 77.2 for Espoo, 89 for Vantaa and 64.6 for Kauniainen in 2011.

When the elements of the morbidity index are examined, it is discovered that the mortality rate of the citizens was higher in Helsinki than in the whole country in 2011 (the index value was 104.5 for Helsinki and 100 for Finland). On the other hand, the citizens of Helsinki suffer from the most common national diseases a lot less than those living in the rest of the country. Even though the differences between Helsinki and the whole country are not great and the citizens of Helsinki are healthier than people in the whole of Finland, their mortality rate is higher than the country's average. There are two explanations for this.

Firstly, the differences inside Helsinki are great. In the districts, the values of the morbidity index fluctuate between 115 (Jakomäki) and 64 (Vironniemi). Besides Jakomäki, other districts that exceed the national average are Alppiharju, Vallila, Vanhakaupunki, Maunula and Myllypuro. They also belong to the district group in which the population's education level is rather low, the unemployment rate is rather high and the share of people with low income is high. On the other hand, the districts of Vironniemi, Ullanlinna, Lauttasaari, Länsi-Pakila, Tuomarinkylä and Kulosaari differed clearly from the city's average in having a morbidity rate that was over 20 points lower.

The school health inquiry that is carried out every two years for the youth reveals that the difference is already visible at school: drinking to get drunk is more common in vocational schools than in upper secondary schools or in comprehensive schools. Daily smoking is most common in vocational schools and more common in comprehensive schools than in upper secondary schools. Also, being overweight is most common in vocational schools and more common in comprehensive schools than in upper secondary schools.

The same phenomenon is visible in the life expectancy research that applies to the whole of Finland. When a certain age group's life expectancy is examined with the present mortality rate, the results show the difference between those in the highest and those in the lowest income class. For 35 year old men, the difference was 12.5 years in 2007. For women, the corresponding number was 6.8 years. The growth in

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the alcohol-based mortality rate of the working-age population shortened the life expectancy of both women and men in the lowest income quintile between 1998 and 2007. Other reasons behind the growth of the differences were cancer for women and heart diseases for men. The population diverges, since the life expectancy for the citizens of Helsinki and all Finns has been constantly improving during the 21st century.

Secondly, the lifestyle of people living in big cities is often heavier than in other parts of the country. This is visible, for example, in alcohol usage. However, comparable data on the consumption of alcohol is only available at a regional level. The National Institute for Health and Welfare follows the lifestyle of the Finnish working-age population with the help of a yearly survey called "Health Behaviour and Health among the Finnish Adult Population". In the Uusimaa region, the ratio of working-age people using alcohol at least once a week was 43% in 2011. In the whole of Finland, the corresponding number was 37%. In Helsinki, alcohol was the most common cause of death for men at the age of 30–64 and for women at the age of 45–64 in 2011. There were no differences in the share of daily smokers between the Uusimaa region and the rest of Finland.

The promotion of the health of Helsinki citizens is one of the most important goals for the City. Health is the basis for the welfare of the citizens. The need and the usage of the social and health services have a big impact on the City's expenditure. Health is an important factor in the welfare of the citizens and in the economic sustainability of the economy of the City and of the public sector as a whole. Therefore, health is discussed in the strategy programme as an entity of its own.

Public and private health services are used side by side

More and more Helsinki citizens are simultaneously using both the public and the private health services. Doctor's services in the outpatient care of the primary health care system are the most commonly used doctor's services among Helsinki citizens. In 2010, doctor's services in the outpatient care of the primary health care system were used by 47% and doctor's services in the outpatient care of the specialised health care system were used by 31% of the citizens in Helsinki. Services of a private doctor were used by 35% of the citizens in Helsinki during the same period.

In 2010, inpatient hospital care was most commonly received by citizens of Helsinki aged 85 or older. Of this age group, 44% had been hospitalised, and their care was mainly inpatient care in the primary health care system. In the age group 80–84, 35% received hospital care in 2010. In both age groups, the share of the people receiving hospital care has diminished in comparison to 2007.

The care process of health stations (centres) was given top reviews by the users. The common opinion was more critical

In the City service survey of 2012, the visitors to health stations in Helsinki were asked about their satisfaction in the service they received. The health services

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section of the questionnaire includes the accessibility of the treatment facilities. This has always received top scores in Helsinki, even though many health stations have been closed or connected to neighbouring ones over the past years. However, all residential areas of Helsinki have a health station either close by or within easy access.

The most important result is that the care process receives the best score. The visitors to the health stations estimate that the advantages and the quality of the care are first class. In addition, these factors have clearly improved since 2005. The same goes for the quality and quantity of examinations. However, there is one thing that needs to be improved – getting an appointment.

The people who use public services often have a better view on the services than the prevailing common opinion indicates. 43% of the citizens in Helsinki rated the doctor's services in the City's health stations as good. One fifth had no experience of visiting a health station. If the "I don't know" answers are not noted, a little over 50% of the citizens in Helsinki regarded the doctor's services in health stations as being well organised.

Fluent services and functional service chains are an important goal in health services and in other services too. The fluent service chains for residents are also equal to a cost-efficient service production chain to the City.

Differentiation of areas

Differentiation of city districts is a part of the development in big cities

Areal differentiation in a city means a development that leads to a differentiation of the districts as different types of resident groups begin to reside in different residential areas. These resident groups differ from each other because of their background, life situation and lifestyle. The differentiation development is connected to larger social structures and to local differences in the areal structures of the housing stock, in the population growth of different types of residential groups and in people's relocation decisions. The dynamics of areal differentiation can be studied through various dimensions. The most common ones are demographic, socio-economic and ethnic differentiation.

The differentiation of city districts, in terms of their population base, architecture or housing stock, is a typical feature in the development of big cities. Differentiation is, by no means, merely a negative development direction. The differentiation of the population and housing stock creates a unique image for the neighbourhood. At its best, this can revive and enrich the cityscape.

However, differentiation can also lead to negative results, if the differences between the residential areas are multiplied and start to produce ever-growing areal differences related to welfare in the city. The accumulation of problems and disadvantages – poverty, unemployment and social problems – in certain areas

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may lead to serious consequences for the individuals and for the society. The negative development of areal differentiation is called segregation.

The areal differences inside Helsinki are clear – is deprivation accumulating in certain areas?

In terms of social and areal development, Helsinki has always been a well-balanced city. If compared internationally, the socio-economic differences within the population have been small, and residential areas have been diverse on the basis of their population and housing stock. At the beginning of the 1990s, deprivation was not yet centred in certain areas of Helsinki, it only occurred in some blocks in the city. The deep economic recession in the 1990s and the period of economic growth after the recession changed the city structure in Helsinki and brought clearer areal differences in the population's welfare and socio-economic structure forward. In terms of the development of income and employment levels after the recession, some districts were clearly left behind.

During the 21st century, the education level and the average income level have slightly increased in Helsinki. The differences between the households that earn the most and those that earn the least have not increased a great deal (the Gini coefficient that describes income differences varies according to the periods of economic revival and recession). However, the share of low-income households in particular has increased rapidly in Helsinki. This is the most evident in the rapid growth of the share of low-income families with children. At the same time, the number of the population with an immigration background has increased rapidly.

The changes in the socio-economic and ethnic structure of the population are visible in the areal structure of Helsinki in that the differences coming about during the recession of the 1990s have remained the same. Differentiation of the areas is very clear in Helsinki, as it is not only met in blocks but also in districts and parts of districts. The areal differences in, for example, the population's health and welfare, education and income level, unemployment rate and the share of immigrants are clear. In 2011, the districts of Helsinki were clearly polarised in, for example, the group of people receiving social assistance. At its highest, the share of people receiving social assistance grew to include one fourth of the area's residents. At its lowest, the share was 0.1% (the city average was 10%). The areal differences in the share of children aged 0–17 that were customers of the child welfare services were nearly as big. It varied between the districts from 1% to 23% (the average was 9%). Also, the areal differences in the unemployment rate of under 25-year-olds are rather large in Helsinki. In 2011, the youth unemployment rate fluctuated between 1% and 16%, depending on the district (the average was 6%).

The stabilisation of the areal differences becomes most clearly visible by the fact that the areal structure of differentiation in Helsinki is similarly localised no matter what the indicator used in the metering process is. In other words, the districts with the highest unemployment rate or the lowest education level receive the highest points also when the examining indicators relate to, for example, the ratio of immigrants, the youth unemployment rate and the share of people receiving

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housing allowance. This puts the city districts in a different position, for example, in terms of their need for areal service needs.

The differences in the population's socio-economic and ethnic structure between the districts can mainly be regarded as a consequence of the areal differences in the structure of the housing stock. The segments of the population that have the lowest income or are for some other reasons not capable of competing in the housing market are typically located in city areas where reasonably priced (rental) dwellings are most easily available. The areal centralisation of deprivation that includes, most of all, unemployment, dependency on social assistance and different kinds of social problems can also express the households' differentiated relocation decisions and segregation processes connected to these decisions. If prolonged, these factors can deepen the areal differences even more. For example, the residential areas that have a large proportion of immigrant residents have seen the relocation of native residents to areas in which the number of foreign-speaking residents is lower. Families of native residents have been replaced with immigrants.

The differences between the areas with the most extreme figures are increasing slightly

The examination of the social development in the different districts of Helsinki shows that the areal differences in the population's socio-economic and ethnic structure are not disappearing. On the contrary, in areas with the most extremities, the differences have increased during the 21st century. This is clearly visible, in particular, when looking at the change in the ratio of residents with higher or university degree. The common rise in the education level in Helsinki is also noticeable in the development of the areas with a lower starting level during 2000–2012. The ratio of residents who have received higher or university education has increased more slowly in areas with a lower starting level.

Also, the differences in the unemployment rate between the areas in the highest and those in the lowest tenth have been increasing, regardless of the yearly fluctuation of the unemployment rate. The large differences in the areal unemployment rates were came about in the 1990s and there are no signs of their disappearance – the opposite is a more likely development direction. When examined by areas, the unemployment rate rose at its highest to 16% in Helsinki in 2009. The average unemployment rate in the areas within the highest tenth fluctuated between 10.9% and 15.5% in 2000–2009. Respectively, the fluctuation margin was 3.0–4.2% for the lowest tenth,.

The differences between the districts have also become larger from the point of view of the immigrant-based population (the foreign language-speaking population). In Helsinki, the number of foreign language-speaking residents grew in 2000–2012, especially in such areas where a relatively large number of immigrants already lived. The share of foreign language-speaking residents grew faster than the city average in eastern, north-eastern, south-eastern and north-western Helsinki.

The feeling of safety and security in the residential areas can also be connected to the examination of the socio-economic and ethnic differences. The level of comfort

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and safety affects the social balance of the city. The feeling of safety and security – or mental images about the insecurity of certain areas – can also have an effect on the areas' attractiveness as a place of habitation. Between 2003 and 2009, the feeling of security in one's own residential area has, on average, improved in Helsinki. There has also been a positive development in the areas of weaker security, but as the development in the areas with the best feeling of safety has been even faster, the relative differences between the areas have been expanding. The absolute differences between the extremities have become smaller, so the areal structure of the feeling of insecurity has remained unchanged.

In an international comparison, the areal differences are small in Helsinki

Regardless of the stabilisation and strengthening of the areal differences, the differentiation of the districts in Helsinki remains moderate when compared to the development in other large cities in Europe and North America. The type of drastic areal and social divisions which would lead into a situation where whole residential areas were to be profiled as centres of high poverty and unemployment have not taken place in Helsinki. So far, there are not even residential areas in Helsinki where the majority of the population consists of immigrants. The highest ratio of residents with an immigration background (foreign-speaking residents) in a district of Helsinki was 29% in 2012.

From the perspective of city development, the present development is also offering challenges, as it is obvious that deprivation accumulates in certain areas. A low income, low education level, higher than average unemployment rate and different kinds of problems related to health and life management are all found in the same districts in Helsinki. The share of immigrants in the population is also typically higher than average in these districts. The simultaneous socio-economic and ethnic differentiation of residential areas sets different types of challenges to the development of the areas and to the development of the service structure in the different districts in Helsinki. From the perspective of the prevention of the development of segregation, it is vital that the positive development of the residential areas is supported.

Just as for many large cities abroad, the disadvantages caused by the differentiation of areas are an increasing challenge for Helsinki. The most important strategic policy to prevent the disadvantages caused by the differentiation of areas is to ensure that welfare services are organised and available for all population groups. An increase in the number of jobs and in possibilities to find employment is an important goal in Helsinki as a whole and in the different districts during this city council term. The positive factors in the differentiation of residential areas are strengthened by the policies and measures related to the development of districts. The aim is to influence the balanced development of the districts with the help of the housing programmes.

Housing production

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During the 21st century, the number of new housing units and building expansions in Helsinki is considerably lower than during the earlier decades. However, the housing production perked up a couple of years ago, and it is now visible in the growth of the number of finished housing units.

The decrease in the housing production does not only apply to Helsinki, but it is a reality in the whole Metropolitan Area and Helsinki Region. In Helsinki, the finished housing production's focus point has been on the production of self-owned housing units during the 21st century. During 2000–2009, of all the constructed housing units in Helsinki, 58% were self-owned, 33% rental and 9% right-of-occupancy homes. During the last couple of years, the share of the rental housing unit production has clearly increased due to the state-granted short-term interest rate subsidies aimed at recovery measures in the field of housing construction.

In terms of the average size of the finished housing units, the housing production has remained fairly stable for the past four decades. In the 21st century, the average size of finished housing units is 68.1 square metres. In the 1970s, it was 70.2 square metres per housing unit.

The outlinings related to housing production in the strategy programme are based on the housing and land use planning implementation programme adopted by the City Council in 2012.

Business sector and labour market

A growing and globalising engine of the national economy

The role of the Helsinki Region in the Finnish national economy has been growing significantly during the past decades. During the period from 1980 to 2008, the region's share of the gross national product of Finland grew from one fourth to over one third. The heart of the Helsinki Region, the Metropolitan Area (Helsinki, Espoo, Vantaa and Kauniainen), which has a land area of only 0.25% of the total area of Finland and is the home of 19% of the country's population, produces 30% of the gross national product of Finland.

The reason for the development is found in the structural change in the economy. In this structural change, the importance of big urban regions to the national economy grows. The productivity advantages lead to new jobs, which results in migration to the biggest urban regions. These advantages are a result of the growth of the urban regions and the concentrated activity areas. In many central sectors of the urban economy, higher education is required. This results in a significantly larger share of the population with a higher education than in the rest of the country. In 2010, the share of Helsinki residents who have completed a full course of university studies was 19.3%. In the rest of the country (other areas than the Helsinki Region) it was 8.3%. On the other hand, in relation to the rest of the country, Helsinki has a higher ratio of people without any education after the comprehensive school. In Helsinki, the ratio of people who have completed vocational education and training (20%) is significantly lower than the average of the whole country. The fact that a large

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proportion of the adult population has only completed the upper secondary school indicates that Helsinki's role as a student city is significant.

The strengths of Helsinki include the fact that a large number of the population has a higher education degree. Also, there are many universities and other educational institutions in Helsinki. In order to utilise these strengths, the strategy programme includes policies to increase the amount of business operations based on research and innovations in cooperation with other operators. One of the problems for Helsinki is that the share of people without any educational degree is larger than in other parts of the country. Therefore, the strategy programme includes policies on the development of vocational training, employment and lifelong learning processes.

Versatile business structure

In the Helsinki Region, the business structure is versatile. This is a strength in the globalising and ever-changing economy. On one hand, the share of the service sector is clearly higher than the average of the country. On the other hand, the share of processing and primary production is lower than the average of the country. The specialised economic sectors in Helsinki include the information sector, business services, the tourism and hotel sectors and the recreational and culture sectors. Also, the role of Helsinki as the centre of management and decision-making is evident by the location quotient that is used in the metering of specialisation. When compared to the other areas of the country, the advantage of the Helsinki Region has always been that strong growth sectors are well represented in the business structure of the Helsinki region. Still, the development of the Helsinki Region is not immune to the economic fluctuation. The specialising of Helsinki in, for example, business services, also means that the economy of the Helsinki Region is strongly linked to the economic trend of, for example, industry. The economic fluctuation also makes the employment trend fluctuate. This affects the municipal economy through tax revenue. For example in 2009, the reduction in the total production in the Helsinki Region was equal to the reduction in the whole country, i.e. on average 8.4%.

In the Helsinki Region, the production's added value per capita is 40% over the average value of the country, and the difference to the rest of the country is even greater. Per worker, the difference is over 20%. However, taxes and income transfers balance the difference between the Helsinki Region and the rest of the country. When these factors are taken into consideration, the difference between the Helsinki Region and the rest of the country is reduced to 16% per capita. Besides, the areal differences in the price level of different commodities are even more likely to reduce the gap between the Helsinki Region and other parts of the country.

The service sector has a very important role in the economy of the Helsinki Region. As a result of the structural changes in the economy and urbanisation, the service sector is the economic sector that offers the most jobs. From the perspective of income distribution and livelihood, it must be noted that some of the jobs in the

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service sector are poorly paid. Besides, when compared internationally, productivity growth has been poor in Finland. Nevertheless, it is the productivity growth that is the key factor in the success of the areal economy and in the achievement of a high standard of living. An advanced service sector, for example, in fields that offer knowledge intensive business services, also improves the productivity of the industrial operations.

Innovations have a central role in the growth of productivity. In practice, innovation means research and development. On the basis of material that compares the Finnish urban regions during the period of 1990–2008, the research and development expenses had a clear positive connection to the growth of the number of jobs in the urban regions. Even though the research and development expenses per capita were greater in Tampere and Oulu than in Helsinki, the Helsinki Region was still the top region in the research and development operations. 42% of Finland's expenses in research and development were used in the Helsinki Region. Also, in terms of the research and development expenses share of the gross national product, the Helsinki Region is among the top regions in the EU countries. Still, there are remarkable uncertainties connected to the preservation and development of the innovation environment. The tightening of the public economy will inevitably have an effect on the available research and development resources. Innovation and education play a central role in economic competitiveness. Without a capable and educated workforce, no new innovations are born, and there is no possibility to utilise the old innovations in a commercial way.

The challenge and goal for Helsinki is to maintain the diverse business structure and to increase the number of jobs. The strategy programme includes policies to improve the international recognition, in order to attract businesses and events to Helsinki.

International comparison

Helsinki is a big city among the other European cities. It is one of 36 cities in Europe in the population range of 0.5–1.0 million. In the circle of cities round the Baltic Sea, the Nordic capitals of Helsinki, Stockholm, Copenhagen and Oslo, and their urban regions, are growing.

According to a survey (75 European cities) carried out in 2009, the inhabitants of the Nordic cities, including the citizens of Helsinki, are thoroughly happy with their quality of life. However, it is challenging to find reasonably priced dwellings, especially in the European capitals. This also applies to Helsinki.

Security and safety have been rated at a high standard in Finnish cities. In Helsinki, 67% of those interviewed felt that they were always safe, and only one in hundred felt that they were never safe. In safety and security questions, the other Nordic capitals were close to the level of Helsinki. 64% of the inhabitants in Stockholm and 67% of the inhabitants in Copenhagen felt that they were always safe. In the majority of the examined cities, the inhabitants were satisfied with the cultural services and supply in their own city. In this regard, the most satisfied were the

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inhabitants of Cardiff. Helsinki came in second place. Regarding the inhabitants' satisfaction with outdoor recreational activities, Helsinki was in the number one place.

Use of public transportation varies greatly, depending on the city. Of all the European cities, Helsinki took the number one place in the operability of the public transport system. This result has been confirmed in many other surveys. The last one was the BEST survey in 2012 (Benchmarking European Service of Public Transport).

In the European Cities Monitor 2011 survey, Helsinki was in second place. This research metered how pollution-free the cities were. Stockholm took the first place.

The European Regional Economic Growth Index, E-REGI 2010, locates the European cities in which the demand for properties is estimated to be the highest in the medium term. The study covers 297 cities in 32 countries. The top 20 list includes the following cities: London (1), Moscow (2), Munich (3), Paris (4), Stockholm (5), Oslo (6), Gothenburg (7), the Copenhagen–Öresund area (8), Vienna (12), Stuttgart (13), Helsinki (14) and Frankfurt (20).

European cities represent over half of the 25 top cities in the Mercer global survey that meters the quality of life. In this survey published at the end of 2011, Vienna was in the first place, Zurich was the second and Auckland the third. Munich and Düsseldorf took the next two places and Vancouver was in the sixth place. Helsinki is in place 35, Oslo in 33 and Stockholm in 20.

The Mercer survey also examined the safest cities. The most secure and safe cities were Luxembourg, Bern and Helsinki (3rd place),

The Economist Intelligence Unit's Global Liveability Survey 2011 globally covered 140 cities. In the survey, over 30 variables were examined for each city. These were grouped into five themes that depict the quality of life: the stability of the conditions, health care, culture and the environment, education and infrastructure. According to the survey, Melbourne is estimated to be the best city to live and operate in. Vienna came in second place and Vancouver was the third. Helsinki, which had previously been in sixth place, came in seventh place. The top ten cities included the same ones in 2011 and 2010 and only two European cities, Helsinki and Vienna.

The suction of the regional labour market – commuting and migration

The Helsinki Region forms a coherent employment area, in which the workplace structure is considerably more centralised than the housing structure. Besides the inner city of Helsinki, other significant concentrations of workplaces are located in Espoo and Vantaa. The concentration of offices has been and still is rather strong. Instead, the workplace structure in the area of commerce, for example, has developed in the other direction as housing has spread.

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The workforce's tendency to move across the municipal borders is one of the characteristics of the Helsinki Region's labour market. For example, Helsinki, which had a total of 408,000 jobs in 2011, received around 169,000 workers from other municipalities, and around 70,000 residents of Helsinki worked outside of Helsinki. The commuting area has grown much larger over the past years. At the same time, the suction of the labour market has increased the international migration to the region. In many jobs in the service sector, the employee has an immigration background. A significant number of workers come from Estonia and Russia.

The availability of a workforce will be a significant problem in the decades to come. A demographic labour shortage is inevitable, and it will become fully visible at the end of the decade. In the Helsinki region, the workforce needs and requirements have traditionally been fulfilled with the city's own youths and with a workforce coming from outside the region. This need will increase more in the future. With the help of prediction models for the workforce needs, it has been calculated that the region needs around 20,000 new workers each year. Only some 13,000 jobs can be filled with the region's own youths. The rest must be filled by migration and commuting. Selections must also be made in the directing of education. The present educational supply does not necessarily correspond to the needs of the future. The challenge will be linked to two issues: What are the fields of education that will have enough students and to what fields of education will the society direct more educational places.

In Helsinki, the employment rate was 73.9% in 2011. Even though the employment rate is higher when compared to the rate of the entire country (68.6%), it is still not as high as, for example, in the period before the recession in the 1990s. A different matter is how the labour reserve that consists of the unemployed could be utilised as a reinforcement to the employed workforce in practice. From 2008 to 2011, the unemployment rate in Helsinki grew by 1.7% to 6.8%, and the number of long-term unemployed in Helsinki was almost 6,000.

In Helsinki, the position of the youth in the education market, which is the step to the working life, is not always easy. Not all youths in Helsinki are successful in the competition for places to study, as they have to compete with the youths coming from other municipalities. In Helsinki, the number of 25–29-year-olds without any further vocational training is significantly greater than in other parts of the country. This tendency may be related to the suction of the labour market. Almost 15% of the youth in Helsinki, at the age of 15–24, were without education in 2010. This is equal to 9,450 people. However, it is precisely the vocational degree that will significantly raise the possibility to find employment. This applies in particular to Helsinki.

From the perspective of the operability of the labour market, the housing supply and functioning transport system are important factors. In order to ensure the employment possibility, the sufficiency of the housing supply must be secured for migration reasons. The housing market's tightness becomes evident by the growth in the housing prices and rents and the fact that the living space is no longer growing. Since the labour market of the Metropolitan Area is not formed by small,

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independent segments and a workforce that lives next to the workplace, a functioning transport system is absolutely essential for the efficient operation of the labour market.

The policies of the strategy programme that improve the availability of a workforce are the increase in vocational training and education, the reduction in the dropping out of the education and the measures to promote employment. The need for transport services, due to the labour market's requirements, is included in the strategy programme's section of city structure and accessibility.

Traffic

The number of cars in the traffic of Helsinki has only increased a little over the past years. In 2011, the average traffic volumes in Helsinki remained almost the same as in the previous year. Traffic increased on the borders of Helsinki and on the cross-city line but diminished in the centre of Helsinki, i.e. the peninsula of Helsinki.

For a long time, the traffic volumes have increased in the suburban areas but not in the inner city. On the border of the peninsula, the share of public transport to the centre increased during weekdays and mornings in 2011 when compared to the previous year. In comparison with the previous year, there were no major changes in the cross-city traffic.

According to the mechanical calculations, the cycling volumes grew by 3–4.5% in June–August 2011 compared to the summer of the previous year. However, in the counting machine of Esplanadi, the cycling volumes diminished by 2%. According to four counting machines, cycling volumes have been fluctuating since 2005, but the trend is on the rise.

The policies related to traffic are found in the section on accessibility. In terms of the development of traffic, the master plan that will be prepared during the city council term is in a central position.

Environment and energy

77% of the greenhouse emission gases in Helsinki are caused by the electricity and heat consumption and 21% by the traffic. In 2011, the total emission levels had been reduced by 15% since 2009. Most of the energy consumption is caused by the housing stock's use of electricity and heat. The emissions due to electricity production increased by 47% between 1990 and 2011.

The efficiency of energy production has, for a long time, been on an internationally high level, and the share of renewable energy in energy production has remained low. 90% of the housing stock in Helsinki is heated with district heating.

Energy efficiency, tightened construction regulations and new technologies have had an impact in halting the growth of the energy consumption in the heating of the housing stock and in traffic, despite the fact that both sectors are growing.



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Over the last decades, the emissions in the air from properties, energy production and industries have decreased and the quality of air has improved. Traffic emissions and street dust create problems in the quality of air. The limit value for nitrogen dioxide has been over the limit in streets between tall buildings during the last years. The prevention of street dust has been successful, as the limit values for the particles have not been surpassed in the last couple of years.

The Viikinmäki wastewater treatment plant takes care of the wastewater treatment for the 800,000 citizens of the Metropolitan Area and for the area's industry. Renewals that were finished in 2004 have reduced the emissions. 60% of the nutrient load in front of Helsinki is caused by wastewater from the Vantaanjoki river and the urban runoff coming from the ever-densifying residential areas.

Environmental policies are found in the section of the strategy programme that deals with sustainability and efficiency. Policies related to energy consumption are located in the housing section.

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GROUNDS FOR THE STRATEGY

1 WELLBEING FOR THE RESIDENTS OF HELSINKI

The large and versatile population base is an asset of Helsinki. The City's economic challenge is to meet the vast demand for welfare services. There are differences in welfare between the population groups and areas. The goal of the strategy programme is to ensure the residents' welfare by a comprehensive development of services and the implementation of a welfare policy. The welfare challenges that are occurring due to the changes in the operating environment are met by paying special attention to the youth, residents with an immigration background and the elderly. The policies and outlinings related to sports and exercise and to the promotion of health and welfare are directed towards all citizens of Helsinki.

More space to be heard and an opportunity to shine for young people

The youth are brought up to become active citizens. The growth of the youth is supported by strengthening their possibilities to participate and have an influence and reinforcing their activity conditions. The youth have their say on the decision-making process connected to matters that affect them and participate in the planning of services for them. The operations of the youth organisations and other related activities are supported, and new ways and methods for these activities are searched for. The youth's arts education and hobbies related to culture and sports are at a high level.

The educational and social guarantee for the youth is implemented in the form of multi-professional cooperation. The primary goal concerning the youth that are about to finish their comprehensive school education is to ensure that they continue their studies in the upper secondary education system. The exclusion of the youth is prevented by supporting their attachment to the society and to culture. Finding the services needed by the youth is made clearer and simpler. The services for the youth, such as schools, are strengthened, especially in those areas and operations in which it is required in order to guarantee the equal position of the youth.

The children and the youth are supported in learning and in experiencing participation, and special support is given to those that need it. Outreach youth work reaches everyone, and the young people are given support when they move from one level to the next in their school education. Education supports the realisation of gender equality, in terms of both content and structure. School bullying is not tolerated. The school is a safe place for pupils.

The youth work of the City is developed in cooperation with the youth and the youth organisations. This way, new methods are found for working with the youth. The youth's bond to the society and their ability to plan their own life get stronger.

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The elderly are cared for

The number of the elderly and their share of the population will increase over the next few years. The growth is the most rapid in the age group of the active senior citizens (65–74-year-olds), but it is estimated that the age group of the oldest people (aged 85 and older) will also grow. Most of the oldest residents are dependent on the help of others in their everyday life. The active seniors, on the other hand, are able to utilise not only the services for the elderly but other services offered by the City as well. They are also a remarkable asset, as they provide informal care and take part in voluntary work.

New legislation that affects the conditions and services of the elderly is coming into force. This legislation includes, for example, the Municipality of Residence Act and the Act on Supporting the Functional Capacity of the Older Population and on Social and Health Services for Older Persons. The City investigates the consequences that the implementation of these acts has in the care and nursing services of the elderly. On the basis of the investigation, necessary decisions are made so that all of the requirements set in the legislation are met.

The goal is to ensure that older persons have a safe and dignified life. The service structure is renewed by increasing the services that are given at home or that support living at home, and by reducing institutional care. Home care, informal care, care during convalescence and rehabilitation are developed in order to improve and maintain the elderly people's ability to act. Care and nursing around the clock is offered for the city residents that need it, in centres for the elderly, in sheltered housing units and in long-term care units. The fluency of the service chain is ensured in such a way that there are no delays when moving from one service form to another. The services are also developed with the help of service vouchers.

In the final period of life, the home hospitals' palliative care services and the City's own palliative care unit offer support, together with the other outpatient and hospital services.

Immigrants as active city residents

The goal of the City's immigration policy is that the activity and internationality of the diverse city residents creates wellbeing for the benefit of all residents. The immigrants' employment situation is improved in cooperation with the employment authorities. Their know-how is utilised more efficiently, and it also increases the City's success.

In its service supply, the City takes the needs of immigrants into consideration and supports the principle of equality.

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The immigrant children and youth are given support throughout their school education.

Active interaction between the different population groups is supported. The placement of immigrants in all parts of Helsinki and in different types of housing is improved.

The residents of Helsinki become more active in sports and exercise. Wellbeing and health are improved.

The differences between the districts in terms of the population's health and welfare, education, income level, unemployment rate and share of foreign language-speaking residents vary greatly. The socio-economic differences in health and welfare are visible in the morbidity statistics and in premature deaths.

A large part of the differences between the population groups are due to the factors related to lifestyle: the excessive use of alcohol, smoking, too little exercise and unhealthy foods. The continuation of the smoke-free Helsinki programme, the operational programme for responsible alcohol use and the overweight programme during the city council term 2013–2016 offers important methods for supporting the promotion of health.

When trying to affect the residents' health and lifestyle, the addition of exercise is the City's central object for all age groups.

The differences in health and welfare come about and develop throughout the persons' life due to the effect of several factors. It is important to narrow these differences in order to improve the residents' welfare, to increase the employment rate, to prolong the careers and to reduce the medical expenses. The narrowing of the differences requires actions in all departments.

The creation of joint client and patient data system services, Apotti, for the social services and the primary and specialised health care services enables fluent chains of care for all citizens between the social services and the primary and specialised health care services. Apotti enables preventive actions and ensures a greater effectiveness, as the service needs of the city residents open up in a new way, as one entity.

2 HELSINKI IS FULL OF LIFE

Helsinki is the capital of Finland and the most important economic hub in the country. There were 408,000 jobs in Helsinki in 2011. The goal is that despite the insecure economic trend, there are 415,000 jobs in 2016, and the increase in the number of jobs is mainly taking place in the private sector. At the same time, the private sector's share of all jobs increases.

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Beside the residents, the businesses and companies are the key clients for all operators within the City Group. The implementation of the City's business policy and the City's operations related to businesses are controlled by the City's common principles of operation. These principles include a customer-oriented approach and a positive attitude towards businesses, openness and predictability, equality, uniformity of the operations, cooperation and partnership and urgency when operating with the businesses' matters.

High-quality services and a functional city structure are necessary preconditions for the competitiveness of Helsinki. The availability of reasonably priced housing has a direct effect on the availability of a workforce. Good management and cooperation within the city are prerequisites for the effectiveness of the measures that strengthen competitiveness. Therefore, the other sections of the strategy programme include important policies and outlinings in terms of the city's competitiveness. Helsinki can afford to make investments to its city structure and to improve the quality of its services only if it is a competitive city.

Helsinki is a safe, clean and comfortable capital. The Helsinki Region offers the possibilities of a big city without the typical disadvantages of big cities, such as traffic jams, crampedness and distance to nature. The strengths of the Metropolitan Area of Helsinki and the functional connections to Tallinn, Stockholm and St. Petersburg create good preconditions for the development of the whole Baltic Sea area. The location of the Helsinki airport in the route of flights to Asia and the fact that it offers the most direct connection from Europe to Asia improve the economic life's possibilities to operate in the growing markets of Asia.

An internationally known and attractive city

The City communicates its strengths and markets Helsinki to different target groups. Marketing is used to induce businesses and companies, workforce, investments, new residents, tourists, events and congresses to Helsinki. The city carries out cooperation in all communication related to Helsinki with the residents, companies, universities and other actors.

Helsinki wants to be a fun and functional event city that can offer space for the organisation of different types of events and in which the organisation of events is easy and flexible. The lively and developing city culture significantly strengthens the attraction of Helsinki. The City provides tourist information, takes part in the search for congresses, promotes the organisation of events and produces city events by itself.

Helsinki's close proximity to the sea is an important attraction. The closeness of the sea is utilised more efficiently and in a more organised manner for recreation among city residents and tourists and also for business purposes.

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The city that has the most positive outlook on entrepreneurship in Finland

The goal of Helsinki is to become the most business-friendly city in Finland by 2016. The services aimed at businesses are developed to meet the needs of the businesses. In addition, bureaucracy is decreased.

The City especially promotes the development of such sectors that are vital to Helsinki's competitiveness. From the perspective of the City's economy and the labour market, it is important that the productivity of the service sector, in particular that of the welfare services, increases and the markets develop.

The City is in a central role in offering versatile location possibilities to companies and businesses. It strengthens the comfort and attraction of the centre of Helsinki and ensures the best possible accessibility in Helsinki and its different areas.

The increase in the number of workplaces is a vital goal from the point of view of the economic life and the residents' employment. Workplaces are needed all around Helsinki, and at the same time, it is important to ensure that they are located in different parts of the city. More jobs are needed especially in the eastern parts of Helsinki, as the jobs in the whole Metropolitan Region are mainly located in the western parts.

Renewal offers competitiveness

The City is involved in the development, experimentation and introduction of new solutions in different sectors. It continues its tight cooperation with universities, research institutions and businesses. In this it takes part in the creation of new business operations in campus areas and offers businesses possibilities to locate in close proximity to the campuses.

The city environment and new living and working districts are utilised as environments for the development and experiment of new products and services. Helsinki is a major design city. The City promotes user-friendliness and utilises its design know-how in the renewal of its own operating methods and services.

With its own actions, the City promotes resource efficiency and climate-friendly operations. The City develops the operational conditions for cleantech businesses, in cooperation with the businesses and other interest groups.

Culture offers delight and attraction

Culture is seen and heard and its importance is strengthened. It creates joy and welfare and makes Helsinki lively, interesting and attractive. The residents, cultural operators, artists, businesses, organisations and the City's own cultural actors produce urban culture. The City's cultural services, which have been created in cooperation with the residents, are more customer-oriented than before.

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Culture is within easy access to everyone in different types of physical premises and also in a virtual form. It allures and challenges people to use it and to shape it. Cultural services are brought closer to the residents in the city environment so that more and more residents can find them.

The city of capable people

Know-how is the most important basic condition for the competitiveness of Helsinki. The City has an important role as the organiser of the upper secondary education, as the controller of the operations of the universities of applied sciences and as the partner of universities. The City participates in the development of the operational requirements of the universities and of the universities of applied sciences and is in close cooperation with these institutions. The City takes part in the proactive measures related to educational needs and to the needs connected to the workforce, and in the development of these measures, so that the education system can meet the demands of the labour market better than before.

The youth with an immigration background are an important, ever-growing group in Helsinki. Therefore, the City pays special attention to their education. The number of foreign students studying for a degree and the number of exchange students in the universities and the universities of applied sciences in the Helsinki Region are constantly increasing. The City is involved in the forwarding of the foreign experts' careers and supports their settlement in Helsinki, in cooperation with universities, universities of applied sciences and businesses. The City takes an active role in the management of unemployment. The employment of immigrants is managed with a main stream principle.

Helsinki offers high-quality basic education with the principle of equality. The upper secondary education network is of high quality and there are sufficient enough educational places available. Along with education, pupils and students also adopt a high-quality and ethically strong intellectual capital, capacities for collaboration and interaction skills. According to the educational and social guarantee for the youth, everyone is guaranteed to find education and work. The needs of the children and youth with an immigration background are met as early as possible.

The network of basic and supplemental vocational education and training is realised so that the growing number of students are offered large enough facilities. In addition, the functionality and quality of the facilities should comply with the needs related to teaching and studying.

The possibilities of lifelong learning are comprehensive. Environments for lifelong learning are offered by, for example, libraries, youth centres, adult education centres, art institutions, museums and sports facilities.

The good education base and complementary courses taken as an adult improve the residents' employment possibilities, secure the supply of a workforce and create

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the basis for successful businesses and ethically sustainable internationalisation. The employment rate increases and the unemployment rate decreases.

3. FUNCTIONAL HELSINKI

The city structure creates an arena for the greater part of city life. It consists of housing, transport, working, services and the meeting of other people. The goals for the development of the city structure consist of the fluency of everyday life and the supporting of the residents' possibilities by, for example, offering versatile housing options and developing the cross-city traffic connections. Besides the built environment, the growing capital of Helsinki needs green areas, such as small district parks, larger recreational areas and waterfront sceneries, to be a functional city with a diverse nature.

During the strategy period, one of the greatest challenges for the development and renewal of Helsinki is to keep the housing production at a sufficiently high level. Also, the quantitative sufficiency of land use planning and plot conveyance that support the housing production must be secured. In the housing production, the City aims to find such solutions for the needs of different city residents that the housing policy processes remain socially responsible and controlled from the perspective of the City's overall economy. Another important goal in the development of the city environment is to secure the attractiveness of the districts that are built in different eras. This is secured by increasing the housing possibilities, by developing the public spaces and by improving the accessibility of the areas. The City starts the strategy term by developing fluent resident-oriented services in all sectors. The structural factors in the service system are repaired and a joint, sustainable framework is created for the services offered by the City.

The securing of a sustainable city development is a significant target. The sustainable city development is implemented by supporting resource efficiency and environmental responsibility in all operations and actions of the City. During this strategy term, decisions with far-reaching consequences are made regarding the future of energy production in Helsinki and the transition to a wider use of renewable energy sources. The supporting of a sustainable city development is essentially connected with the goals related to the renovation of the existing housing stock and the improvement of the energy efficiency, the renewal of the areal centres of the suburbs, the network-like city structure and the need to create a comprehensive development plan for the traffic system.

The master plan that is under preparation is utilised to create conditions for the growth of Helsinki during the 2020s and 2030s. The principles of the master plan are a compaction of the urban structure and an energy efficient city structure. In land use planning, special attention is paid to the unique features and the functional diversity of the districts.

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The districts and neighbourhoods are developing as lively and attractive areas

A unique change in the city environment is taking place in Helsinki, as new districts are being built on the city shorelines and close to the inner city. These districts will form outstanding entities, in terms of their population and workplace numbers. They are closely connected to the existing city structure and enliven and empower the city. Besides a network of housing, businesses and transport, the strengths of the new districts lie in the versatility of their operations.

Side by side with the construction of new districts, the City develops the existing districts so that their vitality and attractiveness are improved. The priorities of the development process are the areal centres and the hubs in public transport.

In both new and existing areas, the focus is on the functionality and usage possibilities of the city environment. Tourism and events are developed in the city centre. When speaking of residents, a development also takes place in the common spaces of the residential areas. The residential areas are developed to meet the needs of the growing city.

The completion of the city structure improves accessibility and fluidity

The growth of Helsinki and the development of the city's functionality and comfort level require that accessibility, possibilities for mobility and the traffic system are also developed. The new master plan is used in the creation of a network city whose centres are connected by rails – both radially and cross-city. The target is that mobility leans on the present and future public transport network.

In order to develop the traffic system, it is appropriate to create a comprehensive city traffic development programme that also controls the different sectors of the traffic policy.

As part of the improvement of the accessibility of the services, the City continues to develop its electronic services, especially in the most important basic services.

Fluent and integrated services for the residents

The use of the City's services and the gain received from the services are connected to socio-economic differences in welfare and health. The availability of open and well-functioning basic services is a basic right for all residents. Cost efficient services are ensured by organising flexible service entities and using multi-producer models. The service structure is lightened in such a way that the emphasis shifts from institutional care to outpatient care. Also, information services and self-treatment via electronic channels are used.

The growth in the service needs is controlled by increasing the use of service vouchers. Cooperation and partnership with the third sector are strengthened. The

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service network is developed towards versatile service campuses. In the development of the service network, service facilities and electronic services are examined as one entity.

In particular, the renewal of the social and health services at the beginning of 2013 enables the creation of new client- and patient-oriented methods of operations by integrating the social and health services. It will be possible to create a more comprehensive view of the welfare and health of the residents in different age groups. In the services, the City will pay closer attention to preventive measures and the promotion of health and welfare. Also, the focus is shifted from heavier services to lighter ones.

Customer orientation includes the strengthening of the customer's position and the promise that the service starts at the first point of meeting. The principle of one door can be described with the phrase: "You've come to the right place. How may I help you?" This service promise has been created during the alteration process of the Department of Social Services and Health Care. The personnel have been pondering at a seminar and in their workplaces about the City's values and their relevance in the new department. One part of the renewal of the service culture is to spread this service promise in all service sectors of the City.

The City's operations are sustainable and efficient

Helsinki is profiled as a climate-friendly city and a forerunner in resource efficiency. The City actively prevents climate change and promotes the reduction of emissions, in both the production and consumption of energy.

In land use and city planning, the goal is set in the achievement of a complete city structure which in turn enables a more economic and more sustainable framework for compact, eco-efficient construction of housing units and business facilities. The City uses the resources efficiently and with thorough consideration. In construction, the recycling and utilisation of leftover materials is promoted.

Besides the actions aimed at the prevention of climate change, the City prepares for the changes caused by the warming climate, for example by developing the management of floods and runoff water.

Versatile housing options in a growing city

The need concerning the construction of housing units in Helsinki is mostly influenced by the population growth, which has been faster than predicted. The population growth is mainly caused by migration to Helsinki from other parts of the country and from abroad. Besides the required sufficiency of housing units in Helsinki, a challenge lies in the high cost of housing. It has an effect on the relocation decisions of households.

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The prevention of the migration of the working age population from Helsinki to other parts of the Helsinki Region is important from the point of view of the city's vitality and tax income base. It is possible to control migration by increasing the availability of high-quality and spacious family housing units in Helsinki. Versatile housing production, in terms of management and financing methods, supports a balanced growth of the city. The creation of a one-sided resident structure must be prevented by taking care of the supply of all kinds of housing possibilities.

In Helsinki, housing production mainly consists of the construction of blocks of flats, but every year the City also hands out plots for the independent building of single-family dwellings. A compact urban structure, energy efficiency and suitability for life-cycle living are the principles of housing planning and implementation. In order to increase the versatility of the housing supply and to be able to ensure that the housing supply meets the needs of the residents, the housing construction development is carried out both in blocks of flats and in single-family dwellings.

4. WELL-BALANCED ECONOMY AND GOOD MANAGEMENT

Besides the uncertainty brought forward with the economic crisis, the public economy is faced with a significant challenge as the large age groups are retiring and the number of the workforce is about to decrease. The preconditions for the growth in the number of the employed workforce and the growth in the tax revenues are weakened.

The investment challenges related to the maintenance of service facilities in the new city areas and of existing ones will remain. New areal development sites require remarkable investments.

Over the last years, a large sum of money has been transferred from the equity of Helsingin Energia to the financing of the City's services. Without these transfers, the City's economy would not have been in balance even during the good income revenue years. A development programme was accepted for Helsingin Energia in the City Council in January 2012. Because of the development programme, the competition in the energy market and the forthcoming obligation for incorporation, the City's economy cannot continue to rely on the surplus entries made by Helsingin Energia.

The City of Helsinki is the largest employer in Finland. Its personnel are the most versatile, experience wellbeing at work and are well managed. Management is based on a good knowledge base and on a readiness to change. The City's responsible and supportive employee operations offer the versatile personnel a safe employment relationship and equal and fair working conditions. In the model City of versatile management, the personnel-related decision-making processes are open, equal and based on common rules.

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The economy is in balance and productivity increases

The City's loan portfolio has doubled since 2008. This and the fact that the loan portfolio continues to increase in 2013 form a considerable risk. The growth of the loan portfolio must be stopped so that the yearly debt-service costs do not rise too high.

The growth of the loan portfolio includes an increasing interest rate risk. As the nominal interest rate, which is exceptionally low in view of history, will most likely begin to increase over the next few years, the interest payable by the City will increase significantly.

More and more demands are directed towards the City's investment programme today and in the future years. Several new districts are being constructed simultaneously, and metro and tramway projects are being implemented in the public transport sector. In the development of the regional transport system, the number of projects exceeds the financing to be received from the region and the state. Besides, there have been proposals to include several specific projects in the City's investment programme.

In order to straighten the financial unbalance of the City, the growth of the operational costs must be clearly smaller than the rise of the cost level in the years to come. Over the next few years, the above-mentioned factors set a tight framework for the planning of the operations. In the future, the improvement of productivity is a continuous challenge.

The financial situation of the City does not enable the implementation of all planned investments. In order to reach a balance in the economy, the growth of the loan portfolio must be stopped. This requires an investment frame to be set for the city council term and in the future budgets.

The size of the investment frame is defined by the totality of the City's internal financing. The majority of the investments must be financed by the annual contribution margin. It is sustainable to cover only part of the City's investments with loans.

Besides the investment programme, another challenge for the economy of the City lies in the vast, comprehensive and high-quality service network. The City's property stock is large, and it demands constant renovations and renewals. The implementation of the current investment programme increases the number of properties and facilities. This results in the growth of the operational costs. In order to reach a balance in the financing system, the use of the City's facilities must be activated significantly.

Good management and competent workforce

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Good immediate supervisors and a motivating reward system support productivity and the development of operations. The social capital and trust of the personnel are treasured with good leadership. The City takes care of the personnel's wellbeing at work and supports continuous learning. It is the largest employer in Finland and carries out an exemplary, as well as the best possible, responsible employer policy.

Resident-oriented operation methods and the improvement of the productivity of the services are only achieved by developing the cross-departmental service processes. The City comprehensively develops and manages quality levels.

The City of Helsinki Group is managed as one entity

The City Group is managed and developed economically and as one entity formed by the City and its subsidiaries. The challenge for the strategy term 2013–2016 will lie in the successful implementation of the measures that need to be taken because of the changes that are to be made in the Local Government Act. These changes are connected to, for example, incorporation.

Efficient and functional support services

In IT services, the City is a visionary pioneer of digital services. As a metropolis, Helsinki is the most interesting – innovative, bold and trustworthy – urban community in Europe that utilises digital services and IT in the urban development.

IT serves the city residents and the development of the city. On one hand, the notion of an open Helsinki carries the meaning of open and transparent decision-making and leadership. On the other hand, it means that the City enables the implementation of new services and business activities. An open Helsinki speeds up the development of digital services, improves the usability of services, facilitates their interoperability, creates new innovations and speeds up the business activities.

Regarding the facilities, the goal is that the City manages to ensure the preservation of the value of its housing and facility stock. The use of facilities is made more efficient. The development plans are used in the assessment of the buildings and facilities owned by the City. Some are suitable to be owned by the City and some must be abandoned.

The share of procurements in which the environmental perspective is taken into account is increased. The City invests in the development of a joint information base for procurements and in the development of trustworthy meters that follow the development of the productivity of procurements. The City will develop its procurements towards improved environmental friendliness.

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DEMOCRACY AND PARTICIPATION BECOME STRONGER

Open Helsinki

In an open city, the residents are part of the community and the decision-making processes are opened up to all residents. The City invests in the opening and usage of the information it has produced. The production and utilisation of open data makes it possible to create new things jointly by the City.

The City's own Ahjo system, which includes information and records management, electronic archiving systems and electronic meeting procedures, enables the digital openness of the City's decision-making processes and of the documentation of the other departments. However, confidentiality is also taken into notice.

Helsinki Region Infoshare has served as a pilot project in the developmental environments of open data both nationally and internationally. Its operation model and network service practices become established and continue. The functionality of the service is under constant development on the basis of the users' feedback and the international peer assessment.

Interactive Helsinki

In its operations, the City creates a basis for functional democracy, the citizens' active participation and wellbeing in a bilingual and multilingual city. The citizens are listened to and the quantity of dialogue increases. The focus is on the new, citizen-oriented and flexible operation models applied in Helsinki and its districts.

There are several types of participation and influencing possibilities for the city residents, also in electronic form. In addition, a large number of public spaces are available. With the help of e-participation, the openness of the preparation and the hearing of residents are increased. The use of facilities is made more efficient. Schools, libraries and youth centres act as attractive centres in the suburbs. This improves and strengthens the vitality and sense of community in the districts. The equality between generations, genders and different ethnic groups, as well as the acceptance of differences, are a vital part of what it is to be a resident of Helsinki.

Direct democracy is promoted by introducing advisory municipal referendums. The City's own, legislation-complementing principles and methods are drafted to support the introduction of referendums.