

# Assessment report

2019



Helsinki

Helsinki

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# Review by the Audit Committee

The Audit Committee is tasked with providing the City Council with information essential in decision-making on the achievement of the objectives set in the City Strategy and budget as well as on whether the City's operations are organised in an effective and appropriate manner. The committee's assessment report for 2019 presents observations and recommendations related to the Helsinki Group's operations that can be utilised by the City Council, City Board, other organs, the Central Administration and City divisions in the development of the City's operations. This report and the [arviointikertomus.fi](http://arviointikertomus.fi) website also provide the municipality's residents with information on the City's performance in carrying out its duties in 2019.

The assessment report  
is available at  
[www.arviointikertomus.fi/en](http://www.arviointikertomus.fi/en)

The preparation of the assessment report for 2019 by the Audit Committee was based on the City Strategy accepted for the period 2017–2021 by the City Council as well as areas of assessment proposed by political groups in the City Council, councillors, the municipality's residents and senior office holders of the City. The committee selected the areas of assess-

ment independently. In accordance with the Audit Committee's action plan for 2017–2020, the areas assessed in 2019 focused on seven themes derived from the City Strategy.

The Audit Committee divided into two subcommittees for the assessment. The first subcommittee's areas of responsibility are the Central Administration and Urban Environment Division. Based on the assessments, it is necessary to improve the planning of the initial stage of large-scale traffic projects and develop more efficient methods for managing the disturbances caused by street construction sites. The accessibility of the built environment has been actively promoted in the 2010s, but there is still a need to increase cooperation with disability associations.

The second subcommittee's areas of responsibility are the Education Division, Culture and Leisure Division, and the Social Services and Health Care Division. It was noted in the assessment that integration has been promoted in accordance with the development plan for immigrant education. Interprofessional cooperation based on the family centre model has increased according to the objectives, although there are still challenges in supporting families with children that require a great amount of services.

Additionally, a joint assessment was conducted on electronic health care services together with the Audit Committees of the cities in the Helsinki Metropolitan Area and the Hospital District of Helsinki and Uusimaa (HUS). It was noted in the assessment that all the municipalities in the Helsinki Metropolitan Area and HUS used a wide variety of electronic health care services. However, not everyone is able to use them due to various disabilities and other limitations, which is why traditional service channels are also important. The advantages and necessity of electronic health care services have become more pronounced with the spread of the coronavirus. For example, a symptom check-up service for assessing the probability of the user having contracted the coronavirus was quickly introduced in the national Omaolo service, where it is also available to the residents of Helsinki.

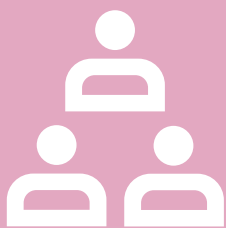
The Audit Committee would like to express its gratitude to everyone who assisted in the assessment of 2019 and proposed areas of assessment for the preparation of the assessment plan for 2020.

*Best regards*  
**City of Helsinki Audit Committee**



# Summary

The Audit Committee is tasked with assessing whether the operational and financial objectives and targets set by the City Council have been achieved in the municipality and local authority corporation and whether the operations have been organised in an effective and appropriate manner. Here are some highlights from the results of the assessments concerning 2019.



## **There are challenges related to the City's management system.**

The Audit Committee assessed the direction provided by the City Executive Office, mayor and deputy mayors to the City divisions as well as the roles of different actors in the new management system. It has become easier for the City Executive Office and mayor to direct the City organisation formed by the City divisions. However, the City's management system has become fragmented as a result of the new mayor model: there is unclarity within the City divisions about who directs what. The deputy mayors do not have the authority to direct the City divisions, but there are still expectations regarding their authority. The division of labour between the deputy mayors and the executive directors of the City divisions is clear to neither the media, the municipality's residents nor the staff. The mayor's strong role in the new management system has raised concerns about the concentration of power. The role of the city manager has not become a counterforce to the mayor.

According to the City divisions, the City Executive Office operates like a silo within the boundaries of its divisions, which leads to contradictory direction. The City divisions also wish that the City Executive Office would understand their everyday work better and involve them in the preparation of the City's common policies at a sufficiently early phase.



## **There is a significant shortage of staff in early childhood education and care.**

Several objectives were set for early childhood education and care (ECEC) in the City Strategy, such as increasing the degree of participation. These objectives were achieved for the most part, but the staff shortage may undermine the achievement of the objectives in the future. It is important to ensure that Swedish-language ECEC is realised in the children's first language according to the Act on Early Childhood Education and Care.



## **The quality control of the 24-hour care of the elderly is functional.**

The quality control of the 24-hour care provided by the City for the elderly is sufficient in purchased services and satisfactory in the City's own service provision. In the future, more resources must be reserved for supporting, monitoring and developing the in-house control of the City's operational units. Together with the Council of the Elderly, the Social Services and Health Care Division must conduct annual assessments of the sufficiency and quality of social services for the elderly to support the City's decision-making, financial planning and reporting on well-being.



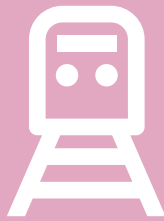
### **Contacting oral health care services is difficult.**

Patients should be able to contact oral health care services without delay during office hours on weekdays. However, the phone line for non-urgent appointments was closed on several days in 2019, and the problems continued at the beginning of 2020. The oral health care services must continue looking into the problems in contacting non-urgent appointment booking and the availability of appointments and, based on this investigation, take the necessary measures to resolve the problems.



### **The electronic health care services are high quality. Nevertheless, traditional service channels are needed.**

The Social Services and Health Care Division must safeguard the equal accessibility of electronic services in Finnish, Swedish and English and seek to provide services in plain language. The different disabilities and limitations of the users must be taken into account better in the electronic services.



### **The cost estimate for Jokeri Light Rail increased by 40 per cent; the budget for the Crown Bridges is uncertain.**

The cost estimate for Jokeri Light Rail increased by 40 per cent in three years. By investing in planning in the initial phase, the cost estimate could have been made more accurate from the start. The project plan for the Crown Bridges is from 2016, and it is probable that the cost estimate will be exceeded, considering the exceptional nature of the project and the long planning and implementation periods. The Urban Environment Division and Helsinki City Transport (HKL) must improve the planning process in the initial phase and invest sufficient funds in projects in the planning phase.



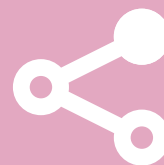
### **Comprehensive schools have enough computers, but teachers lack digital training.**

Digital environments, systems and equipment have been introduced at comprehensive schools in accordance with the digitalisation programme, but the teachers' skills have not developed as planned. There is a lack of sufficient monitoring data on the development of the pupils' skills.



### **In its present condition, the City is not sufficiently equipped to manage disturbances caused by street construction sites.**

The City is unable to monitor the great number of worksites to a sufficient degree or intervene in operations efficiently enough in the event of issues.



### **The functionality of Helsinki's digital services could be developed.**

The quality of the City of Helsinki's digital services is good, for the most part. However, there is room for development in the functionality of the services in regards to customers being able to get all the services they need through the same service channel and not needing to enter their personal information again into different services, for example.

# Audit Committee

## The Audit Committee's tasks and composition

The Audit Committee is a statutory organ directly subordinate to the City Council. It is tasked with organising the audit of the administration and finances of the City of Helsinki and the Helsinki Group as well as assessing the achievement of objectives and targets and whether the operations are organised in an efficient and appropriate manner according to the Finnish Local Government Act. The committee prepares the matters decided upon by the City Council that concern the audit of the administration and finances, and it also monitors compliance with the obligation to declare private interests as laid down in the Local Government Act.

The City Council appointed the Audit Committee for the period 2017–2020 on 7 June 2017. The committee has nine members, each of whom has a personal alternate. The Audit Committee's assessments are prepared in two subcommittees, the compositions of which are presented in Table 1. The division of the areas of responsibility is appended to the assessment report.

Audit Director Timo Terävä (MSc (Admin), JHTT auditor) served as the Audit Department's manager and the Audit Committee's presenter. Minna Tiili (DSocSci) was in charge of the assessment process. The Audit Committee appointed her to the position of assessment manager on 1 January 2019. The audit process was led by Audit Manager Arto Ahlqvist (MSc (Admin), JHTT auditor).

The Audit Committee's secretary was Principal Performance Auditor Liisa Kähkönen (DSc (Admin)). She was also in charge of coordinating the assessment work of the second subcommittee. Principal Performance Auditor Petri Jäske (MSc (Admin), JHTT auditor) was in charge of coordinating the assessment work of the first subcommittee, and City Auditor Aija Kaartinen (DSocSci) served as his substitute in autumn 2019. City Auditor Tarja Palomäki (MSc (Econ)) also participated in the quality control of the assessment early in the year.

## Assessment activities

Every year, the committee assesses whether the operational and financial objectives and targets set by the City Council for the City and Helsinki Group have been achieved and whether the operations have been organised in an effective and appropriate manner. The observations and recommendations related to the assessment are presented in this assessment report. Before the assessment report is discussed by the City Council, the committee requests the necessary statements from the City Board and other organs. Towards the end of the year, the City Board submits a report to the City Council on the measures that the individuals in charge of operations and the accountable persons have taken on account of the assessment report.

The assessment plan for 2019 was prepared in cooperation between the Audit Committee and the Audit Department, and the committee approved it on 7 May 2019. For the first time, the Audit Committee arranged an opportunity for the municipality's residents and City staff to propose areas for assessment via the Kerro kantasi service. The proposals for areas for assessment requested from councillors, political groups in the City Council and the City administration were also taken into account in the plan's preparation. In accordance with the Audit Committee's action plan for 2017–2020, the areas assessed between 2018 and 2021 focus on nine themes derived from the City Strategy.

The Audit Department conducted interviews with representatives of the political groups in the City Council in autumn 2019. These interviews provided a great deal of information on the groups' expectations regarding the assessment work and 45 proposals for the development of the Audit Committee's assessment work to make it even more beneficial to the City Council and the municipality's residents.

The practical assessment work was carried out by the Audit Committee's subcommittees, which discussed the implementation plans for the assessments, as well as the assessment memos and draft texts of the assessment report, at their meetings. The subcommittees conducted a total

# Composition of the Audit Committee

Table 1

## First subcommittee



**Dan Koivulaakso**  
*Chair*  
Master of Social Sciences



**Mikko Kiesiläinen**  
*(until 19 June 2019)*  
Master of Science, MSc



**Iida Haglund**  
Bachelor of Beauty and  
Cosmetics



**Minna Salminen**  
Master of Arts (Education)



**Juhani Strandén**  
Qualification in Business and  
Administration of Accounting,  
QBA



**Paul Taimitarha**  
Master of Science (Economics  
and Business Administration)

## Second subcommittee



**Kauko Koskinen**  
*Vice Chair*  
Master of Science (Technology)  
Master of Science (Economics  
and Business Administration)



**Alviina Alametsä**  
*(until 26 February 2020)*  
Bachelor of Social Sciences



**Sanna Lehtinen**  
Master of Laws  
Doctor of Theology



**Auni-Marja Vilavaara**  
*(as of 26 February 2020)*  
Master of Arts  
Master of Laws



**Tuomas Viskari**  
*(as of 19 June 2019)*  
Master of Social Sciences

of six assessment visits to the Central Administration and City divisions.

A joint assessment was conducted on the topic of electronic health care services together with the Audit Committees of the cities in the Helsinki Metropolitan Area and HUS. The Audit Committee participated in a joint seminar of the Audit Committees of the cities in the Helsinki Metropolitan Area in Helsinki on 29 November 2019.

The Audit Department assisted the Audit Committee and its two subcommittees in carrying out the assessment according to plan. The assessment work carried out by the Audit Department complied with Arvioinnin käsikirja (Handbook of Assessment), prepared by the department.

## Audit activities

The audit of the City of Helsinki's financial periods 2019–2022 was put out to tender, and on 13 March 2019 the City Council selected the audit firm KPMG Oy Ab, which had submitted the tender offering the best value for money, as the auditor. The principal auditor was Jorma Nurkkala (JHT, KHT auditor). The auditor submitted three reports on the audit of 2019 to the committee.

## Monitoring declarations of private interests

According to the Local Government Act, certain elected officials and local government officers are obligated to submit a public declaration of private interests. The Audit Committee is tasked

with monitoring compliance with this obligation and making these declarations known to the City Council. In 2019, the committee recorded the declarations of private interests submitted by elected officials and local government officers as a matter of record at its meetings on 28 May and 19 November 2019. The declarations were discussed by the City Council on 19 June and 11 December 2019. The Audit Department assisted the Audit Committee in the monitoring of the declarations of private interests.

### **Discussion of the assessment report for 2018**

The City Council recorded the assessment report for 2018 and the statements requested for it as a matter of record on 19 June 2019. On 11 December 2019, the City Council recorded the report submitted by the City Board on the measures taken based on the assessment report as a matter of record. The Audit Committee will monitor the realisation of the recommendations it issued in 2018 in its assessment report for 2020.

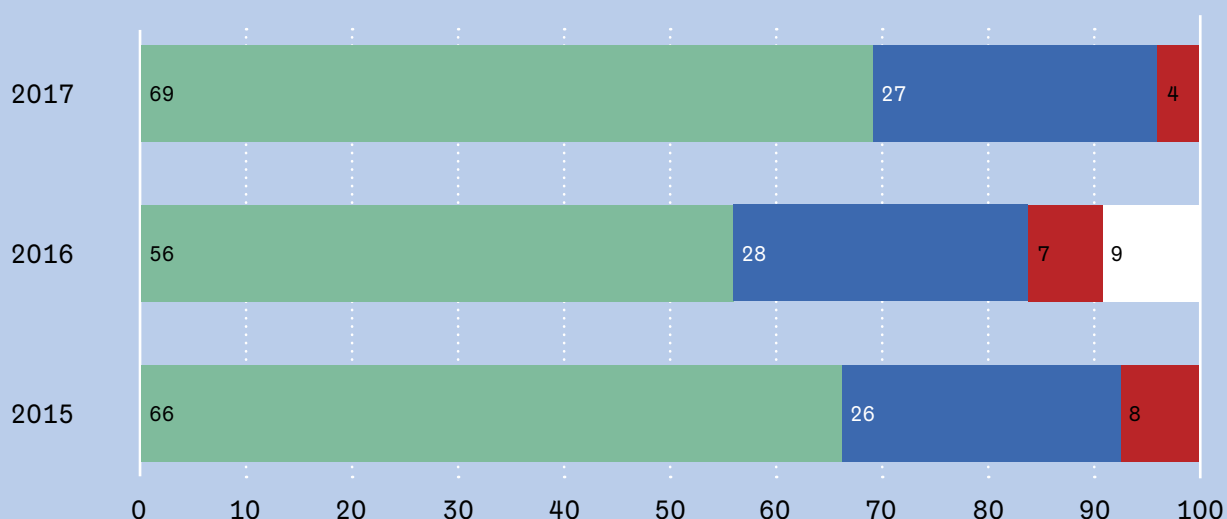
# Assessment of the effectiveness of recommendations

- All recommended measures have been taken or the impacts have been positive
- The recommended measures have been taken in part or the impacts are not yet noticeable
- None of the recommended measures have been taken
- Assessment of the measures or impacts is not possible with the materials available

## Measures taken based on recommendations issued by the Audit Committee between 2015 and 2017

Figure 1

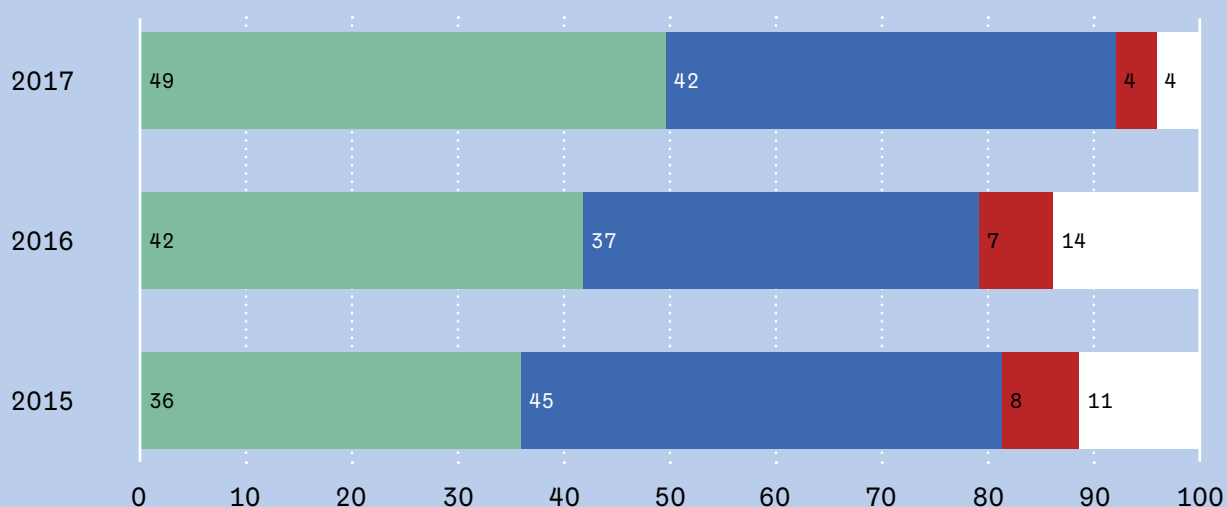
per cent



## Impacts of the measures taken based on recommendations issued by the Audit Committee between 2015 and 2017

Figure 2

per cent



## Summary of the realisation of recommendations by area of assessment

Table 2

- Fully realised: all recommended measures have been taken or the impacts have been positive
- Partly realised: the recommended measures have been taken in part or the impacts are not yet noticeable
- Not at all realised: none of the recommended measures have been taken

Area of assessment	Measures	Impacts
<b>City-level assessments</b>		
Assessment of binding objectives and targets	<span style="color: blue;">●</span>	<span style="color: blue;">●</span>
Occupational well-being of staff and management of instances of sick leave	<span style="color: blue;">●</span>	<span style="color: blue;">●</span>
Management of procurements	<span style="color: green;">●</span>	<span style="color: green;">●</span>
Enhancing the use of premises	<span style="color: blue;">●</span>	<span style="color: blue;">●</span>
<b>Assessments of the Helsinki Group</b>		
Ownership steering of Helsingin kaupungin asunnot Oy	<span style="color: red;">●</span>	<span style="color: red;">●</span>
<b>Cross-divisional assessments</b>		
Reducing homelessness	<span style="color: blue;">●</span>	<span style="color: blue;">●</span>
The most business-positive city in Finland as the objective	<span style="color: green;">●</span>	<span style="color: green;">●</span>
Recreational opportunities for children and young people	<span style="color: green;">●</span>	<span style="color: green;">●</span>
<b>Assessments of the Education Division</b>		
Identifying and acknowledging skills in vocational upper secondary education and training	<span style="color: green;">●</span>	<span style="color: green;">●</span>
Achievement of objectives set for apprenticeship training	<span style="color: green;">●</span>	<span style="color: green;">●</span>
<b>Assessments of the Urban Environment Division</b>		
Management of large investments	<span style="color: green;">●</span>	<span style="color: blue;">●</span>
Financial impacts of decreased rents on residential plots	<span style="color: blue;">●</span>	<span style="color: blue;">●</span>
<b>Assessments of the Culture and Leisure Division</b>		
Achievement of the strategic objectives of sports services	<span style="color: blue;">●</span>	<span style="color: blue;">●</span>
<b>Assessments of the Social Services and Health Care Division</b>		
Promoting health with the Sutjakka stadi (Healthy Helsinki) programme	<span style="color: green;">●</span>	<span style="color: green;">●</span>
Sufficiency and quality of end-of-life care	<span style="color: green;">●</span>	<span style="color: green;">●</span>

The result was calculated by scoring the assessments of individual recommendations (● = 5, ● = 3 and ● = 1) and calculating their average values. An average value of 4 is indicated with the ● icon, while 2 is indicated with the ● icon.

# Assessment of the effectiveness of recommendations issued by the Audit Committee in 2017



Have measures been taken according to the recommendations issued in the assessment report for 2017?



For the most part yes, but the dual roles in ownership steering remain problematic.

The main question in the assessment was what impacts the recommendations issued by the Audit Committee in the assessment report for 2017 have had. The impacts were assessed by determining which of the recommended measures have been taken by the City divisions and what impacts these measures have had. The realisation of the criteria was assessed with a four-tier scale (page 8).

The assessment report for 2017 addressed 15 areas of assessment and issued 45 recommendations. The effectiveness of the recommendations was assessed by examining the statements submitted about the assessment report, as well as the report submitted by the City Board to the City Council in December 2017, and by sending an e-mail inquiry to the management of the service entity concerned or another party in charge of the matter.

## The recommended measures have mostly been taken

Of the recommendations issued in the assessment report for 2017, 96 per cent led to actions. Figure 1 presents a summary of the assessment results with regard to the measures taken. The results of the assessments concerning 2015 and 2016 are presented for comparison. In 2017, recommendations that did not lead to actions only accounted for four per cent (two recommendations).

## More positive impacts can be seen

When the assessment was carried out, the measures taken based on the recommendations issued in the assessment report for 2017 had produced visible positive impacts in 49 per cent of the recommendations (Figure 2), which is more than in the previous years. In 42 per cent of the recommendations, the impacts of the measures taken could not yet be seen.

In 2017, the assessment report included two recommendations that could not be assessed with regard to their impacts. One of these recommendations concerned more equal distribution of sports facilities, but the Culture and Leisure Division will not start preparing a local sports facility programme related to this recommendation until 2020. The second recommendation concerned ensuring competence in end-of-life care in purchased services, but no information was available on this.

## Successful changes have been carried out in all City divisions

Table 2 provides a summary of the realisation of the recommendations by area of assessment. Among the City-level assessments, the recommendations related to the management of procurements were realised the best, with all five recommendations being realised. Within the Urban Environment Division, all three recommendations related to the management of large-scale investments were realised.

Measures related to increasing the recreational opportunities for children and young people have clearly been promoted and positive impacts have been achieved with them: the use of school premises has been improved, communications have been increased, progress has been made in providing these opportunities free of charge and the lending of recreational equipment has been improved. The recommendations concerning the strategic objectives of sports services have been implemented: the exercise programme includes physical activity indicators, and background work has been carried out to promote more equal regional distribution of sports facilities. The theme is also touched upon by the Sutjakka stadi



programme, in which measures in line with the recommendations have been implemented with good results. These measures include introducing opportunities for physical activity at secondary education institutions and incorporating the monitoring of Sutjakka stadi into the City's exercise programme.

The Education Division has implemented the recommended measures related to identifying and acknowledging skills as well as supporting apprentices. Both recommendations have had visible positive impacts.

Five recommendations were issued on the development of end-of-life care, most of which have been promoted by improving the resources of home hospitals, increasing competence in end-of-life care and hiring two psychologists to offer psychosocial support. The recommendation related to increasing health care staff and the presence of an individual authorised to administer medicine has been promoted with work arrangements.

The recommendations concerning enhancing the use of premises were only partly realised. For example, the setting of binding objectives for the enhanced use of premises has been delayed due to the fact that the property strategy mentioned in the City Strategy has not yet been submitted for decision by the City Board.

Some of the recommendations were such that effects cannot be achieved with them in the short term, even though measures are being implemented.

### **Dual roles remain problematic in ownership steering**

In the assessment phase, two recommendations were issued for the ownership steering of Helsingin kaupungin asunnot Oy, but neither of them has been implemented. These recommendations were:

1. For the clarity of ownership steering, it would be better if the members of the City Board or its City Group Division and the mayor, deputy mayors and office holders who are involved in the administration of the Helsinki Group did not participate in the administration of subsidiary communities.
2. The City Executive Office must prepare an update to the corporate governance principles, so that they take the stricter regulation of disqualification into account.

In the assessment of the ownership steering of Helsingin kaupungin asunnot Oy, the Audit Committee concluded that the ownership steering has been appropriate and the company has operated according to the will of the owner. However, the

Audit Committee deemed that the deputy mayor's dual role as the chair of the company's Board and a representative of the Helsinki Group's administration is challenging. As the deputy mayor in question also chairs a City division committee, her participation in the company's Board may complicate her work in her position of trust. In the Audit Committee's view, the corporate governance principles should have been amended according to the changes to the regulation of disqualification in order to ensure the independence of the Boards of subsidiary communities. The reason the recommendations have not been implemented is because the City Board and City Executive Office have not considered the recommendations issued by the Audit Committee to be appropriate.

On 2 March 2020, the City Group Division of the City Board decided to put the appointment of representatives to the Board of Helsingin kaupungin asunnot Oy on the table. The original proposal was for the deputy mayor of the Urban Environment Division to continue chairing the Board. On 16 March 2020, the City Group Division of the City Board decided to urge the City's representative at the general meeting of Helsingin kaupungin asunnot Oy to propose that the company's Board be chaired by a city councillor who is a member of the City Group Division of the City Board. In other words, the Board of Helsingin kaupungin asunnot Oy continues to be chaired by the individual belonging to the Helsinki Group's administration who is referred to in the Audit Committee's recommendation.

### **Conclusions**

Almost all (96 per cent) of the recommendations issued by the Audit Committee in the assessment report for 2017 were such that the City divisions had taken the recommended measures either in part or in full. Positive impacts were identified in almost half of the recommendations.

The assessment report for 2017 included two recommendations for the assessment area 'ownership steering of Helsingin kaupungin asunnot Oy' that have not been realised. This is because the City Board and City Executive Office have not considered the recommendations issued by the Audit Committee to be appropriate. In the Audit Committee's view, the dual role of elected representatives and office holders who belong to the Helsinki Group's administration continues to be problematic.

**The Audit Committee concludes that**

- for the clarity of ownership steering, it would be better if the members of the City Board or its City Group Division and the mayor, deputy mayors and office holders who are involved in the administration of the Helsinki Group did not participate in the administration of subsidiary communities.

the City Executive Office must

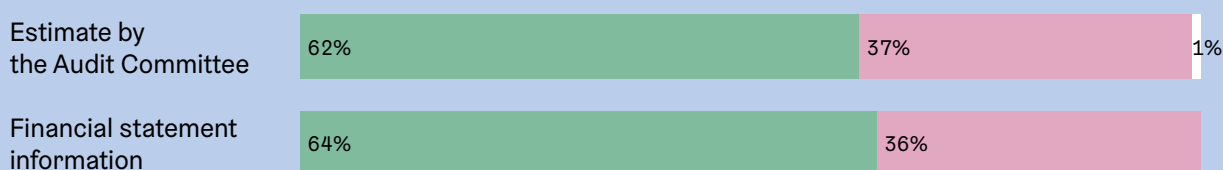
- prepare an update to the corporate governance principles, so that they take stricter regulation of disqualification into account.

# Assessment of binding operational objectives and targets

- Achieved
- Not achieved
- Cannot be verified

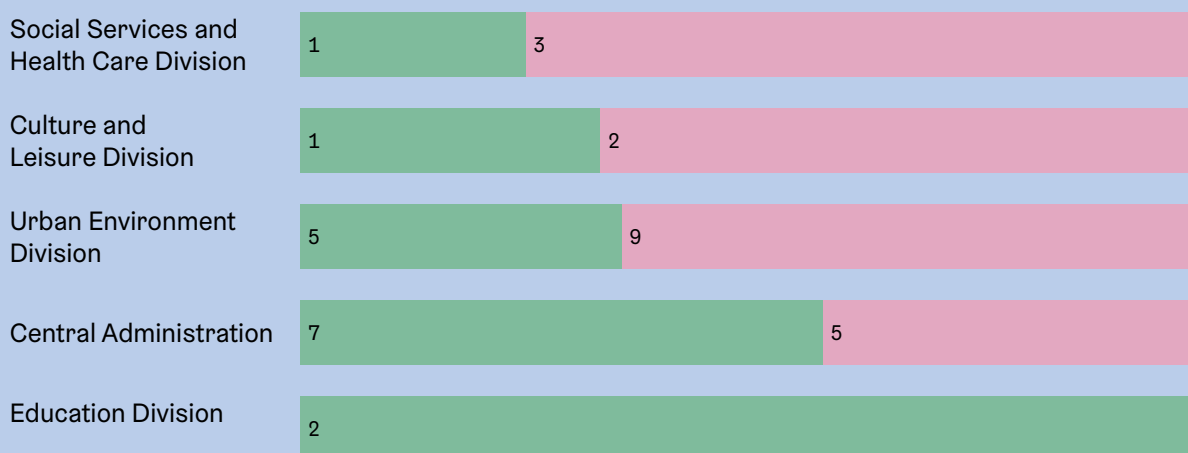
## Achievement of the indicators of the binding objectives and targets of City divisions, public enterprises and departments in 2019

Figure 3



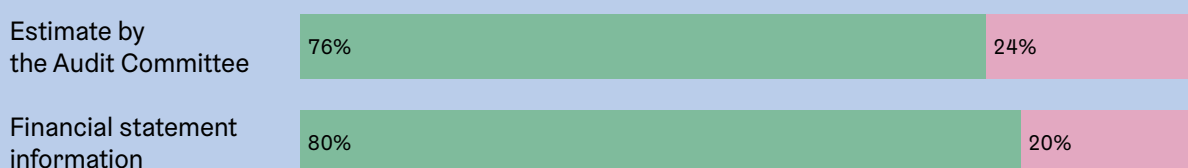
## Achievement of binding objectives and targets by sector in 2019

Figure 4



## Achievement of the objectives of subsidiary communities in 2019, objectives reported to the City Council

Figure 5



## **46 per cent of all objectives and targets were achieved**

The budget for 2019 contained a total of 35 binding operational objectives and targets approved by the City Council for the City divisions, public enterprises and departments. According to the financial statements and the Audit Committee's estimate, 16 of these objectives, i.e. 46 per cent, were achieved. The achievement percentage is lower than in previous years, which is due to the fact that the achievement of roughly half of the objectives required more than one indicator to be achieved. In the budget for 2019, the binding objectives were derived from the City Strategy. Most of the objectives were upper level objectives, the achievement of which was monitored using indicators.

There were a total of 71 indicators that indicated the achievement of the objectives. According to the Audit Committee's estimate, 62 per cent of them were achieved (Figure 3). According to the financial statements, the number of objectives achieved was higher by two. The differences between the Audit Committee's estimate and the financial statements are due, first of all, to two of the indicators used by the City Executive Office being combined into 'Financing investments with internal financing in such a way that the loan portfolio per capita does not exceed EUR 1,871 per capita' in the financial statements. When this indicator is presented as two separate indicators according to the budget, the conclusion is that the first indicator, 'Financing investments with internal financing', was not achieved. The second difference between the estimates is due to the fact that the achievement of the objective concerning oral health care services in the Social Services and Health Care Division could not be verified. Due to a software error in the patient data system, the data transferred to the National Institute for Health and Welfare (THL) on the actual wait times of the customers of oral health care services are insufficient. Wait time refers to the period from the assessment of the patient's need for care to the actual appointment. The average of the actual figure, reported by the division in the financial statements, represents the mean of the average third available appointment at a dental clinic, which was not the indicator mentioned in the objective, namely 'In oral health care services, the non-urgent care of all customers has started within 90 days of the assessment of the patient's need for care'.

## **The Social Services and Health Care Division was the least successful in achieving its objectives**

When examined by City division, the City divisions that were the most successful in achieving their binding operational objectives and targets were the Education Division and Central Administra-

tion, i.e. the City Executive Office and the Central Administration's public enterprises (Figure 4). The Education Division had two objectives and 11 indicators, all of which were achieved. Of the 11 indicators of the City Executive Office's three objectives, nine were achieved. Many of the indicators of the Central Administration's public enterprises were also achieved.

Of the four objectives of the Social Services and Health Care Division, one was achieved. These objectives had a total of 12 indicators. Of these, six were achieved, five were not achieved and one could not be verified.

One of the three objectives of the Culture and Leisure Division was achieved, in addition to five of their seven indicators. Roughly a third of the objectives were also achieved in the Urban Environment Division. Of the four objectives of this City division's service entities, one was achieved. There were a total of 11 indicators, of which seven were achieved. Three of the Rescue Department's six objectives were achieved, while HKL achieved one of its four objectives.

The Urban Environment Division had one indicator, but it was noted that clarification was required in its interpretation. This indicator states that 'No less than 700,000 km<sup>2</sup> (floor area) will be zoned, primarily in the rail traffic service area, with urban infill accounting for at least 40 per cent'. A similar indicator is also included in the budget for 2020. The Urban Environment Division reported that the indicator was achieved, as the minimum level was exceeded and urban infill accounted for 40.2 per cent of the target level. However, urban infill only accounted for 32 per cent of the actual floor area zoned. In other words, it is unclear whether urban infill should be compared to the target level or the actual figure.

## **Unachieved objectives and indicators by City division**

### **Central Administration:**

- *City Executive Office:* Securing stable finances and sustainable growth.
  - Financing investments with internal financing. The annual contribution margin was not sufficient to cover the investments.
  - Number of apartments started: 7,000. The actual figure was 6,928.
- *Stara:* The energy-efficiency of the premises used by Stara will improve.
  - The energy conservation target is 4 per cent of the energy consumption in 2015. The actual figure was 2 per cent.
- *Stara:* Positive productivity trend
  - The actual fixed costs will be lower than in the previous year. Fixed costs accounted for



7.3 per cent of the turnover in 2019 and 6.9 per cent in 2018.

- *Talpa*: Customer satisfaction will be higher or equal to 3.85. The actual figure was 3.61.
- *Occupational Health Helsinki*: Customer experience, which represents customer satisfaction, is based on the availability, functionality and ease of services.
  - The level of the Net Promote Score (NPS), which represents customer experience, will be at least 70. The actual figure was 69.

#### Urban Environment Division:

- Securing and promoting the conditions for housing production.
  - Construction rights will be conferred for no less than 400,000 m<sup>2</sup> (floor area). The actual figure was 294,000 m<sup>2</sup>.
  - Reconciliation of the housing production programme (HPP) and street investment programme; target level of the HPP indicator 360. The data in the housing production register were insufficient, and a key figure could therefore not be formed.
- Securing ecologically sustainable development.

- The combined proportion that walking, cycling and public transport account for of all travel will increase compared to the average in the previous five years. This proportion did not increase, remaining the same at 77.48 per cent.
- Improving customer experience.
  - Digital customer experience: Common objective with CLD to support the piloting of the profile of the City's Oma.Helsinki service and its use in the Helsinki app. Indicator: UDD will examine the possibilities of the Oma.Helsinki solution and test it at least in one service. The testing could not be carried out.
- *Rescue Department*: Accidents will be prevented by increasing the ability of the city's residents and parties operating in Helsinki to prevent accidents and limit their impacts.
  - The target is to achieve at least 8,000 safety points. The actual figure was 7,520.
- *Rescue Department*: Urgent emergency care is implemented according to the client's requirements.

- The response time for first responders will be no more than 8 minutes in no less than 70 per cent of incidents in priority categories A and B. The actual figure was 64 per cent.
- *Rescue Department:* The staff's working ability will be promoted.
  - Early support procedures will be realised 100%. The actual figure was 60 per cent.
- *HKL:* The sense of order and safety felt by passengers will remain at least at the level of 2016.
  - The indicator used is the ratings given by customers to order and safety in tram and metro services, separately for each service. This data was collected in a survey produced by HSL. The target for the tram service was 4.22. The actual figure was 4.20. The target for the metro service was 4.18, while the actual figure was 4.12.
- *HKL:* The reliability of the operation of tram and metro services will remain at least at the level of 2016.
  - The indicator used is the target proportion that departures operated account for of departures ordered being 99.84 per cent. The target was achieved in the metro service (99.87). The target was not achieved in the tram service (99.79).
- *HKL:* Customer satisfaction in the tram and metro services will remain at least at the level of 2016.
  - The indicator used is the operator rating given by customers in a survey produced by HSL. The target for the tram service, 4.03, was achieved. The actual figure was 4.04. The target for the metro service, 4.19, was not achieved. The actual figure was 4.01.

#### **Culture and Leisure Division:**

- The whole city is a place of learning, cultural encounters, activities and civic activity.
  - The planning principles for the conditions of culture and leisure services were approved by the committee. This objective was not realised in 2019 but on 14 January 2020.
- Helsinki is an attractive and easy place to stay active.
  - At least two of the division's three major customer data systems (library, youth centres, sports) will be connected to the Oma.Helsinki service. The Oma.Helsinki service was not put into service in 2019.

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

- We promote the well-being and health of the residents of Helsinki and prevent social exclusion.
  - The number of days spent by patients of psychiatric outpatient care at the hospital will decrease compared to 2018 through the qualitative development of outpatient care and strengthening of its different forms. The number of days spent by outpatients at the hospital increased from 2.14 to 2.37.
  - The physical activity agreement is widely used in home care (a physical activity agreement has been made for at least 70% of the customers of regular home care). The actual figure was 69.1 per cent.
- Our services are close to the city's residents and easily accessible.
  - On average, customers get a non-urgent doctor's appointment within 10 days (T3<10 days, i.e. the third available time slot in calendar days, mean of the wait times). T3 was 25.
  - At the end of 2019, T3 will be 20 days at all health stations. T3 was less than 20 days at only six health stations out of 23.
- Our operations are financially sustainable and flexible.
  - The amount of 24-hour care will be increased to better correspond to the increase in the number of older persons (aged over 75 and particularly those aged over 85), which has taken place in this millennium. The target was an increase of 50 beds in care capacity, while the actual figure was 49.4.

The deviations from the binding operational objectives and targets were approved by the City Council on 26 February 2020.

#### **76 per cent of the objectives for subsidiary communities were realised**

The budget for 2019 set a total of 25 objectives for 21 subsidiary communities that were reportable to the City Council. According to the Audit Committee's estimate, 19 of them, i.e. 76 per cent, were achieved (Figure 5).

The Audit Committee's estimate of the objectives' achievement deviated from what was reported in the financial statements with regard to one objective. The objective of Kiinteistö Oy Kaapelitalo was to implement the Tanssin talo (House of Dance) project according to plan.



According to the financial statements, the project was implemented in 2019 according to the plan updated in 2018. The following was reported to the City Council: 'On 17 December 2018 (section 129), the company informed the City Group Division of the effects of the delay caused by an appeal against the decision of the municipal authority on the cost estimate and schedule for the Tanssin talo project. After the Helsinki Administrative Court rejected the appeal against the plan and the plan came into force in June 2019, the City Board discussed the updated cost estimate, which had been on the table at the City Group Division in December 2018, and approved an increase of no more than EUR 3.95 million in the City's financial contribution on 7 October 2019 (section 679).

The objective for Kiinteistö Oy Kaapelitalo was set in the budget approved by the City Council on 28 November 2018. In other words, the plan mentioned in the objective must be considered to refer to the plan that was known before this date. The City Group Division recorded the current review of Kiinteistö Oy Kaapelitalo as a matter of record on 17 December 2018. In other words, the City Group Division did not accept the changed plan. As the City Board was forced to increase the City's financial contribution on 7 October 2019, the implementation of the Tanssin talo project has not progressed according to plan.

According to the financial statements, five other objectives were also not achieved. The maintenance expenses exceeded the target in two companies: Keskinäinen kiinteistöosakeyhtiö Helsingin Korkotukiasunnot and Kiinteistö Oy Helsingin Toimitilat. The construction project of Kiinteistö Oy Myllypuron Kampus was completed behind schedule. Palmia Oy's objective was for the company's operations to adapt to tender processes without weakening their profitability. According to the financial statements, the company failed to achieve its objective, with the financial result being negative. The objective of Stadion-säätiö sr, 'The deep renovation and refurbishment project of the Olympic Stadium will progress according to the cost estimate and schedule', was not achieved. The deviations in the subsidiary communities' objectives were discussed and approved by the City Council on 11 March 2020.

### **The deep renovation and refurbishment project of the Olympic Stadium exceeded its cost estimate**

In the budget for 2019, the City Council set the progress of the deep renovation and refurbishment project of the Olympic Stadium according to the cost estimate and schedule as a performance

target for Stadion-säätiö sr (hereinafter the Stadium Foundation). This target was not achieved, as the cost estimate was exceeded significantly.

The funding for the project led by the Stadium Foundation was confirmed in 2012, when the state and Helsinki City Council approved an agreement on sharing the project's costs. The parties undertook to finance the deep renovation's costs with equal contributions. In the needs assessment phase of the project, the total costs were estimated to be EUR 197 million. In the project planning phase in 2014, the operational needs were updated and the total costs were specified at EUR 209 million. In 2017, the City Council approved an increase in the financial contribution for the project, as the cost estimate had increased to EUR 261 million. The Olympic Stadium is estimated to be completed in 2020, and the total costs of the deep renovation are estimated to exceed the previously approved maximum price.

Based on the agreement between the Stadium Foundation and the City of Helsinki, the project's developer is the Construction Contracting Unit of the Urban Environment Division. For the project's implementation, the Stadium Foundation has set up an advisory construction committee, while the Ministry of Education and Culture has set up a steering group. Both groups have City representatives as their members.

The Audit Committee has heard the City's administration and experts of the Urban Environment Division, among others, regarding the project's implementation. Based on the investigations, the project in question is exceptional in nature. The most significant reasons for the cost overrun include the initial data on the bedrock and old structures proving to be insufficient, the canopies covering the stands being altered to meet modern requirements, additional and alteration work prolonging the contract period, and the fact that the construction work took place during an economic boom. Deviating from the City's normal practice, the project's projected total price was not tied to the index, which has increased significantly during the project. As the deep renovation project has progressed, the developer has not wanted to compromise on the objectives set for the Olympic Stadium's usability.

Based on the reports received by the Audit Committee, it is important to carefully determine the initial functional details and technical construction-related details concerning the stadium's usability in the planning of such important projects in order for decision-makers to be presented with a reliable plan on the project's implementation and an estimate of the total costs. Furthermore, it is important for projects' cost estimates to be tied to the index that represents

the trends in the construction industry in joint projects carried out together with the state.

## Conclusions

46 per cent of the binding operational objectives and targets and 62 per cent of the indicators in the budget for 2019 were achieved. The Audit Committee's assessment deviated from the financial statements with regard to two indicators. It was also noted that specification was needed in one indicator to make it clear whether the proportion of urban infill is being compared to the target level or the actual figure.

76 per cent of the binding objectives set for subsidiary communities were achieved. The Audit Committee's estimate deviated from the financial statements with regard to one objective. The financial statements compared the achievement of the objective to a plan that was not updated until after the setting of the budgetary objective.

### The Audit Committee concludes that

the City Executive Office must

- take it into account in the future that the achievement of objectives according to plan requires the plan in question to be known to the City Council when the budget is decided upon.

the Urban Environment Division must

- clarify the definition of the proportion of urban infill in the indicator for zoned floor area.

# Assessment of operations and finances

in accordance with the themes decided upon  
by the committee



# Finances

## Achievement of the financial objectives and targets of the budget and strategy

### **The target increase in expenditure in the strategy was clearly exceeded**

According to the City Strategy, a 0.5 per cent annual increase in multi-factor productivity covers a part of the need to increase operating expenditure that is caused by the increase in population. According to the budget for 2019, this target is calculated by taking into account the city's annual population growth according to the population projection, as well as the change in the cost level of basic services according to the price index, and subtracting the annual 0.5 per cent increase in multi-factor productivity. Table 3 shows that the increase in expenses was not supposed to exceed 2.5 per cent, but as the actual growth was as great as 4.7 per cent, the target was not achieved. The calculation of the target in the strategy does not include public enterprises or funds. With regard to net budgeted budget items, the change in the operating margin is taken into account. The actual population growth percentage from the previous year is used in the calculation of the target due to the fact that costs are not incurred until the population growth has already taken place.

All in all, operating expenses increased by 4.8 per cent. The budgeted operating expenses were exceeded by roughly EUR 35 million.

In the budget for 2019, the operational economy section included a total of 25 binding allocations or operating margins. Of these, 18, i.e. 72 per cent, were realised either according to the budget or better than budgeted. Seven of the binding financial objectives and targets either exceeded their expenses or fell below their operating margin. The City Council granted the right to a budget overrun for all of them on 26 February 2020. The largest deviation in terms of euros, EUR 46 million, occurred in the expenses of the budget item 'Hospital District of Helsinki and Uusimaa'. The largest deviation in terms of percentage was the operating margin of the budget item 'Apotti and the regional government, health and social services reform', which fell below the target by 63

per cent (EUR 5.3 million) due to the higher than expected expenditure of Apotti.

Tax revenue was EUR 3.5 billion, which was lower than budgeted. There was an increase of 2.3 per cent compared to the previous year. Municipal tax revenue accounted for EUR 2.6 billion, increasing by 2 per cent compared to the previous year. Corporate tax revenue amounted to EUR 587 million, increasing by 2.1 per cent. Property tax revenue totalled EUR 274 million, which marked an increase of 4.8 per cent compared to the previous year.

### **82 per cent of investment allocations were spent**

Figure 6 shows that the amount available for investments in 2019 totalled EUR 778.9 million, including rights to budget overruns granted by the City Council but excluding public enterprises. The actual investment expenditure totalled EUR 639.9 million, which means that 82 per cent of the investment allocations available were spent. The investment realisation percentage was particularly low in 2015, when only 68 per cent of the investment allocations were spent. The situation has improved since then. Figure 6 shows the allocations at the price level of 2019.

The investment section included a total of 19 binding allocation items. Of these, 11 fell below the budgeted allocation or were realised as planned (58 per cent). Eight budget items were exceeded due to budget overrun rights granted based on allocations not spent the previous year.

### **Public enterprises mostly reached their financial objectives and targets**

The binding operational objectives and targets set for public enterprises have been examined as part of the achievement of binding objectives. Among them were four objectives and targets related to financial performance, one of which was not achieved. The objective of Helsinki City Transport was for the result of the financial period to be no less than zero. The actual figure

## Realisation of the target increase in expenditure according to the City Strategy in 2019

Table 3

per cent

	Actual figure
Population growth in 2018	+0.7
Change in the price index of basic services	+2.3
Improvement target for productivity: 0.5 per cent decrease	-0.5
<b>Real growth in operating expenditure allowed by the City Strategy</b>	<b>+2.5</b>
<b>Actual change in expenditure</b>	<b>+4.7</b>

## Key figures of Helsinki City Transport for the financial period 2019

Table 4

EUR thousand

Public enterprise	Turnover	Operating surplus	Surplus for the financial period	Return on initial capital	Investment expenses
Helsinki City Transport (HKL)	207,217	39,511	2,830	8,442	134,060
Service Centre	101,336	3,060	2,980	80	259
Construction service public enterprise (Stara)	250,162	7,700	5,746	1,944	1,927
Financial Management Services (Talpa)	29,767	768	712	56	221
Occupational Health Helsinki	17,831	394	354	40	15

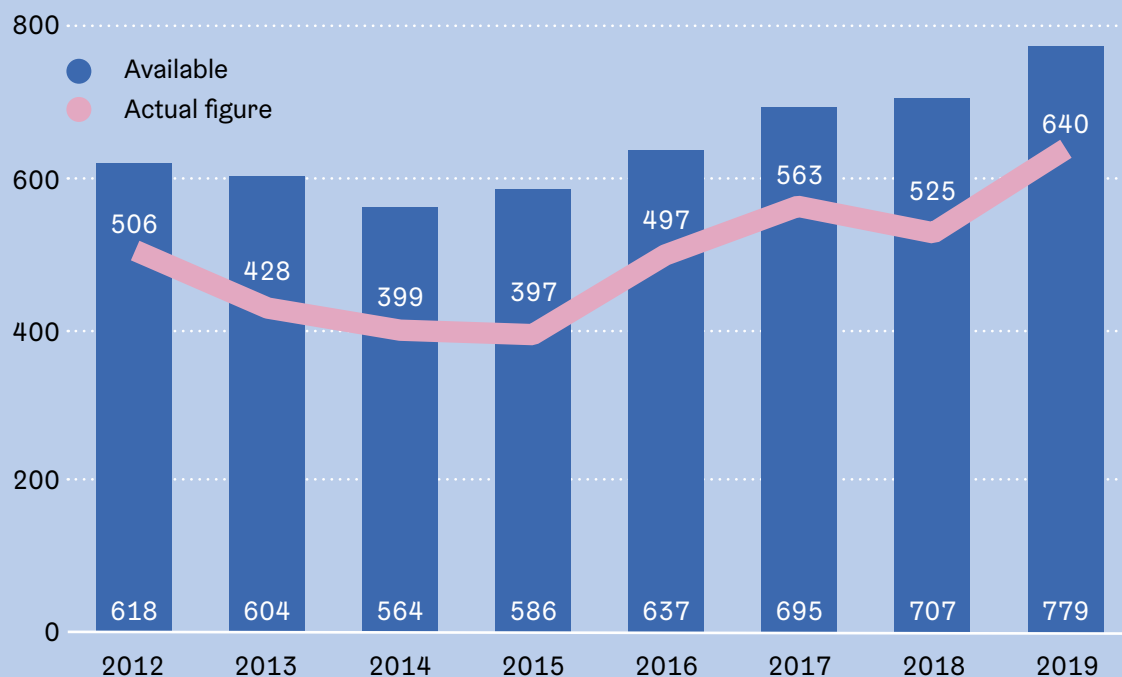
## Sufficiency of the annual contribution margin and certain key figures 2016–2019

Table 5

	2016	2017	2018	2019
Annual contribution margin, percent of depreciations (parent)	239	236	217	203
Annual contribution margin, percent of depreciations (group)	193	197	175	167
Percentage of investments funded with funds from operations (parent)	125	137	123	97
Percentage of investments funded with funds from operations (group)	88	103	80	63
Debt coverage ratio (parent)	2.4	4.7	6.3	7.4
Debt coverage ratio (group)	2.1	3.5	3.3	3.1
Cash sufficiency, days (parent)	79	99	91	77
Cash sufficiency, days (group)	59	76	69	62
Cash flow accumulation from operations and investments from five years, EUR million (parent)	-158	184	790	355
Cash flow accumulation from operations and investments from five years, EUR million (group)	-533	-112	98	-283

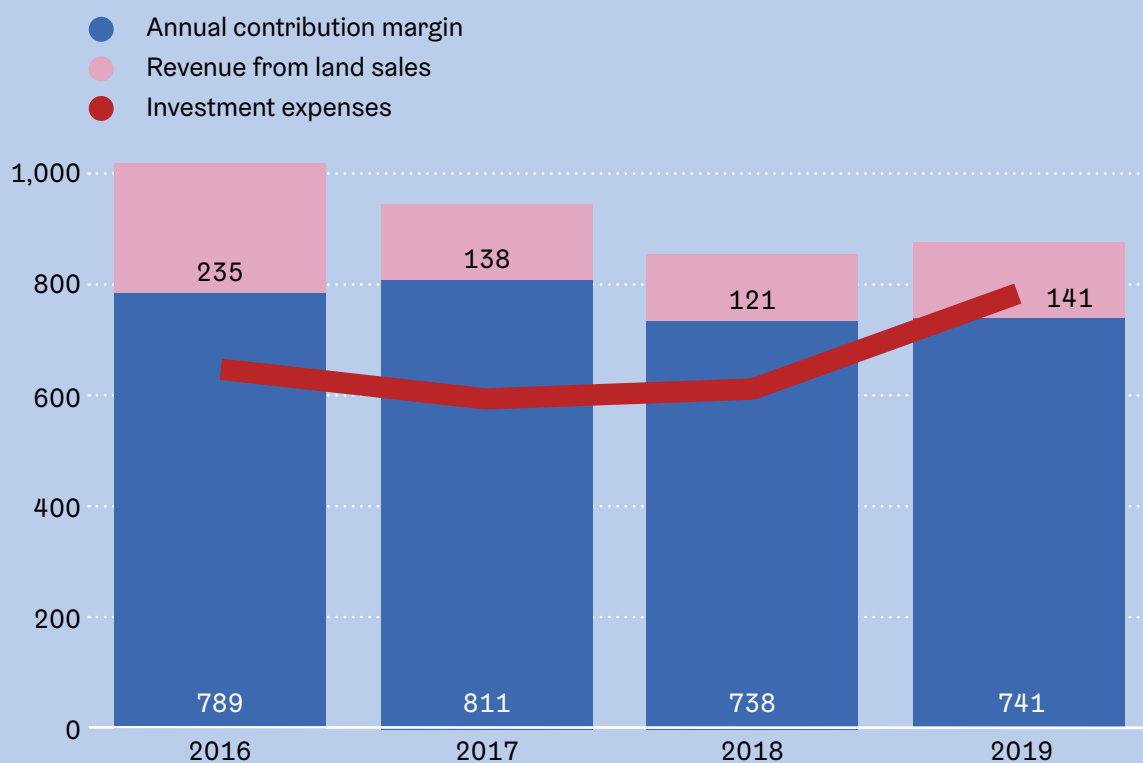
**Realisation of investment allocations between 2012 and 2019,  
excluding public enterprises**  
*EUR million (fixed prices)*

Figure 6



**Trends in the annual contribution margin, revenue from the  
sale of fixed assets and investments between 2016 and 2019,  
incl. public enterprises**  
*EUR million (fixed prices)*

Figure 7



was EUR 2.8 million. Another objective of Helsinki City Transport was for the total operating costs per place kilometre to decrease, which was realised. The objective of the Financial Management Services public enterprise (Talpa) was for the result of the financial period to be no less than EUR 15,000. The actual figure was EUR 711,711. The objective of Helsinki City Construction Services was a positive productivity trend in such a way that fixed costs would be lower than the previous year. This objective was not achieved, as the fixed costs were EUR 2.3 million higher than the previous year.

An objective related to return on initial capital has been set for the public enterprises in the profit and loss account section of the budget. All five public enterprises achieved this objective. Table 4 shows the return on initial capital as well as the turnover, operating surplus, surplus for the financial period and the investment expenditure for 2019. HKL's surplus for the financial period is significantly smaller than the operating surplus, as not only the return on initial capital but also the refund of infrastructure interest to the City and loan interests are high.

## Trends in financial indicators

In 2019, the volume of gross domestic product increased by 1.0 per cent according to the preliminary information (16 March 2020) of Statistics Finland. According to the financial statement estimates published by Statistics Finland (5 February 2020), the annual contribution margin of the municipalities in Mainland Finland weakened and the loan portfolio increased for the second year in a row. The financial situation of the City of Helsinki was good.

In the profit and loss account, the result of the financial period is an accounting figure, whereas the annual contribution margin expresses the actual amount of money left over from the operational economy. The annual contribution margin indicates the amount of internal financing that remains for use on investments and amortisation of loans after the payment of running costs. The funds statement indicates the cash flow for the current year.

### **The annual contribution margin and revenue from land sales were sufficient for investments**

Figure 7 shows that the investment level was higher compared to previous years. Despite this, the annual contribution margin and revenue from land sales combined were sufficient to cover the investments. The decrease in the annual contribution margin in 2018 is explained by the fact that the tax rate was lowered by 0.5 per cent in 2018, to its current level of 18 per cent. The actual revenue from land sales was higher than budgeted. The revenue accumulated from the sale of plots in the project areas of Jätkäsaari-Hietalahti, Kalasatama and Pasila-Postipuisto.

As shown in Table 6, the annual contribution margin of the parent City remains twice as much as the depreciation level. The percentage of investments funded with funds from operations

was very good between 2016 and 2018 but weakened somewhat in 2019. These key figures were lower for the group than the parent City, and they had weakened for both the group and the City.

The debt coverage ratio has improved. Cash sufficiency weakened compared to the previous year but remains good. The key figures are also at a relatively good level at group level. The cash flow accumulation from operations and investments from five years shows the amount left over from the cash flow for net lending, amortisation of loans and strengthening the treasury. When this figure is negative, expenses must be covered either by reducing the existing cash reserves or by taking out more in the way of loans. From 2017 to 2019, the cash flow accumulation of the parent City from operations and investments from five years has been positive. In 2019, the cash flow from operations and investments was negative by EUR 33 million. At group level, the cash flow accumulation from five years was negative.

### **The loan portfolio has decreased for several years**

According to the City Strategy, total investments are set to a level that can be funded during the strategy period with internal financing without increasing the loan portfolio per capita. Table 6 shows that the parent City's loan portfolio has decreased every year since 2015. The loan portfolio per capita has also decreased, i.e. the strategy's objective about the sufficiency of internal financing is met well. The group's loan portfolio is high and has grown significantly compared to the previous year.

The parent City's relative indebtedness has decreased steadily (Figure 8). The group's relative indebtedness is high and has remained relatively unchanged. The equity ratios of the parent City and group have remained stable.

## Key financing figures 2015–2019

Table 6

EUR million

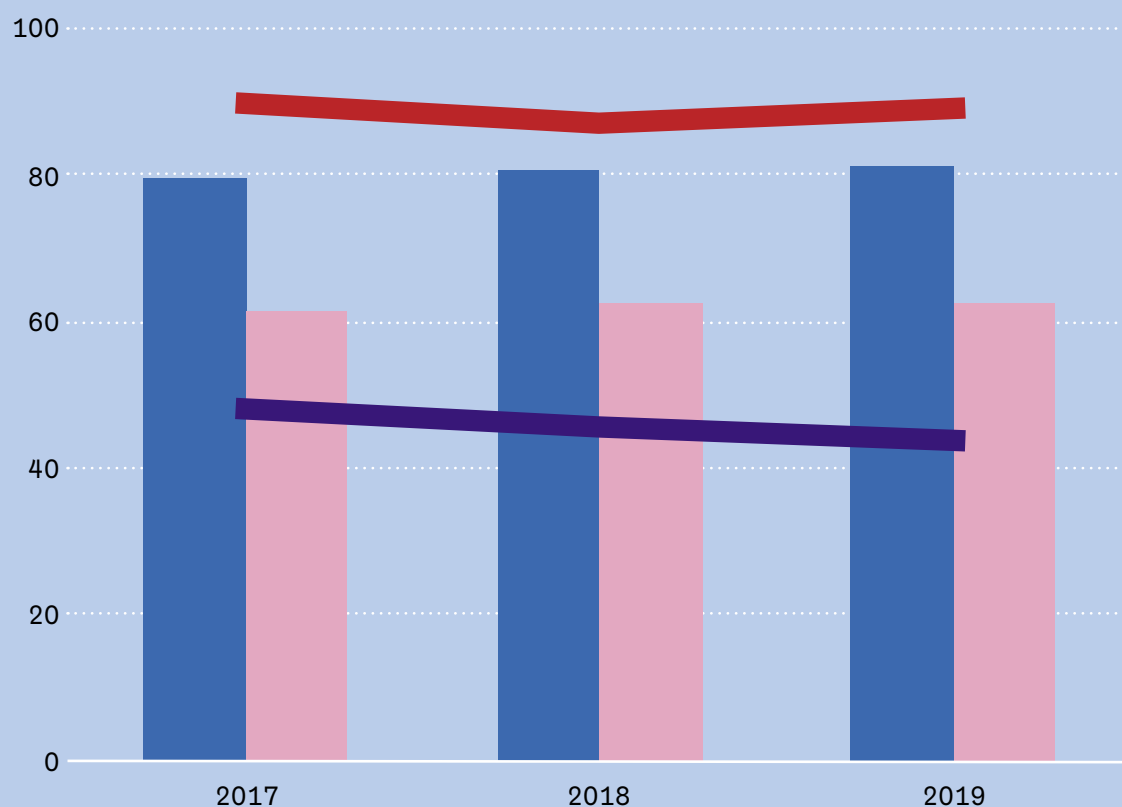
	2015	2016	2017	2018	2019
Loan portfolio, 31 December	1,582	1,371	1,206	1,100	1,014
Loan portfolio, EUR/inhabitant	2,518	2,157	1,871	1,698	1,551
Interest on borrowings	18	15	14	13	12
Amortisation of long-term loans	117	321	165	106	87
Group's loan portfolio	5,011	4,940	4,985	4,984	5,171
Group's loan receivables	476	479	480	478	474

## Trends in the equity ratio and relative indebtedness 2017–2019

Figure 8

per cent

- Equity ratio (City)
- Equity ratio (group)
- Relative indebtedness (City)
- Relative indebtedness (group)



## Conclusions

The City's finances have remained strong. The amount of long-term debt has been successfully reduced in the parent City for several years, even though the City's investment expenses have increased. Stable finances serve as a buffer for the consequences of the state of emergency caused by the coronavirus in the City's services in 2020. In addition to increasing expenditure, the pandemic also affects municipal and corporate tax revenues.

### **The Audit Committee concludes that**

the City Board must

- prepare for an increase in expenditure and a decrease in tax revenue due to the state of emergency caused by COVID-19.



# Strategy and management

## Direction provided to the City divisions by the City Executive Office, mayor and deputy mayors



Has the control over the City divisions developed according to the objectives of the management system reform?



There is a lack of clarity in the division of labour between the City Executive Office and City divisions as well as the role of the deputy mayors.

The main question in the assessment was whether the City's operating model and the direction provided to the City divisions by the City Executive Office, mayor and deputy mayors have developed according to the objectives of the reform of the management system and organisation as well as the City Strategy. The assessment comprised eight sub-questions, the first three of which concerned the reform's objectives. The next two pertained to the objectives of the City Strategy, while the final three questions addressed the direction provided to the City divisions in more detail.

The questions related to the change in the operating model were:

1. Do the new management system and City division model enable the City Executive Office and mayor to direct the City better as a whole?
2. Have the preparation and decision-making processes remained clearly separate?
3. Has the new organisation created the conditions for improving productivity and cost efficiency?

4. Has the decision-making process become faster?

5. Has the level of bureaucracy decreased?

The questions related to the direction provided to the City divisions by the City Executive Office, mayor and deputy mayors were:

6. Is the division of labour clear between the senior office holders and mayor as well as the senior office holders and deputy mayors?

7. Is the direction provided to the City divisions by the City Executive Office, mayor and deputy mayors transparent?

8. Is the division of labour between the City Executive Office and City divisions clear?

The assessment materials comprised interviews, the documents on the preparation of the reform as well as prior studies and reports on the reform of Helsinki's management system. Seven interviews were conducted, with one of them being a joint interview with the administrative directors of four City divisions. The other six interviews were conducted with the executive directors of the City divisions, the city manager and the chief strategy officer. In addition to the actual interviews, meetings were also held with the mayor and deputy mayors, during which they had an opportunity to comment on the observations made in the assessment. Assessment materials were also gathered during an assessment visit to the City Executive Office by the first subcommittee of the Audit Committee.

### **The controllability of the City organisation has improved**

In the view of the City Executive Office, the controllability of the City organisation has improved as a result of the reduced number of parties to be

<sup>1</sup> KPMG 2019. Assessment of the management system and division model of Helsinki 2018–2019.



directed. The City Executive Office's view is also supported by the results of the survey of local government officers and elected officials conducted by KPMG.<sup>1</sup> According to the assessment of elected officials, the new mayor model, committees and City divisions have clarified the controllability of the City organisation. According to the observations made in the assessment, controllability has in particular been improved by the work of the City's executive team. The introduction of the City division model has also led to increased utilisation of city-wide coordination and steering groups.

However, in the City division model the challenge posed by control has moved inside the divisions. Managing the City divisions requires more management expertise.

### **Preparation and decision-making have not remained separate**

One of the key principles in the preparation of the reform of the management system and organisation was to keep preparation and decision-making clearly separate from each other. This has not occurred, however. Instead, the boundary between preparation and decision-making has blurred further due to the roles of the mayor and deputy mayors being reformed and special advisers to the mayor and deputy mayors being incorporated

into the management system as new actors. The mayor already influences things in their preparation phase, and the deputy mayors participate in directing the preparation carried out in the City's executive team and other coordination groups. The interviewees were unanimous that a strict separation of preparation and decision-making has not been a realistic objective. The presenter should make proposals that are able to advance in committees, which is why the views of decision-makers are already taken into account in the preparation.

### **The conditions have been created for increasing efficiency and speeding up decision-making**

The objective of the reform was to improve the productivity and cost efficiency of the City's operations. The conditions have been created in the new organisation for improving productivity and cost efficiency. Centralising administrative and support services to the City divisions has achieved cost savings, but productivity has not necessarily increased in these functions, as work has been reassigned to supervisors. City-wide management has enhanced IT procurements and digitalisation and created conditions for cost benefits. In the Urban Environment Division, the decision-making process has become more streamlined.

According to the City Strategy, decision-making was to be made faster and bureaucracy was to be decreased. There is no statistical data on the speeding up of the decision-making process, but there are indications that it has become faster. For example, the internal decision-making in construction projects has become faster, and the City's internal statements have been replaced with joint meetings. Matters that previously required political discussion have been changed into decisions made by office holders. In to the mayor's view, the work of the executive team has sped up decision-making. In one deputy mayor's interpretation, decision-making has been accelerated by the fact that the proposals made by committees remain more consistently unchanged in the City Board. Another deputy mayor stated that some of the large-scale matters prepared could previously be rejected by the City Board or City Council. The new mayor model has improved the dialogue between preparation and political decision-making, making it more probable that the majority of the City Council stand behind proposals.

Bureaucratic work has decreased to some extent thanks to the organisational change, but some of the administrative work has simply been reassigned from administrative experts to line supervisors. Clear examples of decreased bureaucracy include the elimination of interdepartmental statements, the reduction of standard operating procedures and the reduction of bureaucracy experienced by municipality residents and internal customers with the help of IT solutions. Additionally, the job title and salary change process, as well as the process of requesting permission to fill a post, have been lightened throughout the City organisation.

### **The mayor is a strong actor**

The Local Government Act and Administrative Regulations provide the mayor with a strong mandate to lead the whole City. The mayor leads the City's administration, financial management and other operations under the City Board. The mayor alone does not have significant decision-making power, as the most significant decisions are made by the City Board and City Council. However, the mayor does take care of some matters directly with experts from the City divisions. Most of the executive directors of the City divisions and deputy mayors identified bypassing the chain of command as a problem. In other words, the mayor gives assignments directly to a City division's experts without the executive director and deputy mayor being aware of these assignments. From the perspective of the executive directors, it is not desirable that the use of the division's resources is controlled by a party other than the division's management.

The mayor's assignments also burden the staff. Bypassing the chain of command also occurs in the City Executive Office in such a way that the city manager is not always aware of what the staff are doing by assignment from the mayor. From the deputy mayors' point of view, information is not always conveyed sufficiently to them from the City divisions. According to the interviewees, the flow of information has improved when the actors have discussed its importance.

The mayor admits that his approach is to directly contact the individual who is best informed about the subject and not their supervisor or the supervisor's supervisor. However, the mayor generally contacts the executive directors of the City divisions directly. The mayor feels that it is not appropriate to take care of smaller matters through the management, as contacting an expert directly means that the matter is taken care of more reliably and understood correctly. According to the mayor, bypassing the chain of command is not a problem as such, as long as the executive directors remain aware of the mayor's communications.

The division of labour between the mayor and the city manager is not completely clear, and there is overlap when they both have the mandate to lead the whole City. However, there is continuous open discourse on the division of labour.

### **The role of the deputy mayors is found to be unclear**

The City divisions are under dual management by a deputy mayor and an executive director. The executive director is responsible for operational management. The deputy mayors are members of the City Council and City Board, and they lead the division committees. The division of labour between the deputy mayor and the executive director of the division is clear in theory, as only the executive director has the authority to lead the division. In practice, however, the division of labour between the deputy mayor and the executive director of the division is clear to neither the media, the municipality's residents nor the staff. The authority of the deputy mayors is subject to many more expectations than are within their power according to the Administrative Regulations. In two City divisions, this has led to the executive director having to keep a tight hold on their authority. These divisions feel that the role of the deputy mayor is unclear.

What the divisions find particularly challenging are situations in which the deputy mayor has contact with the staff either while meeting staff members of the division's services or when contacting experts. In these situations, the staff are not always aware of what the deputy mayor's jurisdiction is. For example, a question asked by a

deputy mayor can be interpreted as direction, or a promise to look into a matter can be interpreted as a promise to take care of it. However, only the executive director has operational jurisdiction.

According to the Administrative Regulations, the deputy mayor monitors the City division's operations as well as the realisation of the City Strategy and budget in the division. If the deputy mayor notices needs for changes in the division's operations, they can inform the executive director, but they are not authorised to issue instructions to the division. In the words of one deputy mayor: 'The deputy mayors are the face of the City to whom it is natural to give feedback on services.' The deputy mayors play a significant role in the implementation of the inclusion of the city's residents in particular.

### **Room for improvement in the transparency of direction**

According to the interviews, the direction provided to the City divisions is transparent when the executive director discusses matters with the mayor in private or when the mayor draws conclusions based on discussions had in the City's executive team. Transparency is undermined by the fact that the executive director is not always aware of the control signals given by the deputy mayor or mayor to their division. On the other hand, the deputy mayors are not always aware of the ways in which the mayor is directing the divisions. Matters are also discussed in the City's executive team, but the mayor's final stance may be established later. In this case, it is unclear to the executive director what the mayor's stance was based on.

All in all, the number of actors has grown as a result of the new mayor model. The new actors include the special advisers to the mayor and deputy mayors as well as the director of policy planning and director of strategic initiatives. The director of policy planning and director of strategic initiatives work closely with the mayor and, just like the special advisers, are in contact with the City divisions as representatives of the mayor. When the mayor and deputy mayors are also in direct contact with the City divisions' staff, the City's management system no longer adheres to the principles of a line organisation. The new mayor model has led to fragmented control and a lack of clarity regarding who is controlling what. According to the executive directors, the role and influence of the special advisors are not all that transparent.

The office holders who prepared the management system reform assumed that the mayor and deputy mayors would rely on the city secretaries in the same way as deputy mayors did in the previous management system. As the mayor and deputy

mayors wanted to choose special advisers for themselves, the city secretaries' area of responsibility has become rather narrow in the new model.

### **The division of labour between the City Executive Office and City divisions is unclear**

According to the survey conducted by KPMG, 61.9 per cent of the representatives of senior management and the management of the service entities were in disagreement in spring 2019 with the statement 'The division of labour between my division and the City Executive Office is clear'.<sup>2</sup> Based on this assessment, the statement has been interpreted to refer to the controlling role of both the senior office holders of the City Executive Office and the mayor and deputy mayors in relation to the City divisions.

From the City Executive Office's point of view, the division of labour is mostly clear, and the City divisions' view about an unclear division of labour is due to the fact that the divisions feel that they do not have a sufficient degree of autonomy. From the City division's point of view, there is genuine unclarity in the division of labour. The processes have not been described clearly enough for the division of labour to always be clear. According to the impression held by the City divisions, the City Executive Office is unclear regarding who leads what. The greatest criticism expressed by the City divisions concerned the silo-like operation of the City Executive Office: the City divisions' administration has been modified to operate consistently, whereas the administration of the City Executive Office is divided into independently operating divisions that may provide contradictory direction. For example, these divisions of the City Executive Office look at finances and staff from their own perspective.

Another factor that causes conflicting pressures on the City divisions besides silo-like operation is the fact that the new tasks introduced in the City Strategy create costs for which no funding has been reserved. The mayor, deputy mayor and City Executive Office keep reminding the City divisions about the importance of implementing the strategy. At the same time, the City Executive Office's Economic Development and Planning Division emphasises that the City divisions must stay on budget and stick to the unit prices.

The divisions also feel that the City Executive Office does not understand service provision and the scope of the City divisions to a sufficient degree. According to the administrative directors, dialogue could be improved if the city manager became more familiar with the City divisions' operations

<sup>2</sup> KPMG 2019. Assessment of the management system and division model of Helsinki 2018–2019.

and if the city manager and division directors of the City Executive Office sometimes participated in meetings of the City divisions' executive teams. The City divisions also wish that the City Executive Office would prepare matters together with the City divisions, instead of directing them to adhere to policies it has prepared by itself. In autumn 2019, the City divisions' administrative directors were of the opinion that this had already been discussed. However, the practical implementation has not always succeeded. There have been cases in which the City Executive Office has asked the City divisions to participate in the preparation of HR matters, for example, but the request has been submitted on such a tight schedule that nobody from the division has had the time to participate.

### **Dissatisfaction with the role of the city manager**

According to the Administrative Regulations, the city manager leads the Central Administration and serves as the head of the City Executive Office. The city manager is also the supervisor of the executive directors of the City divisions. The city manager serves as the presenter for the City Board, its divisions and the mayor.

In the interviews conducted with the executive directors of the City divisions, the interviewees expressed opinions that the city manager's role is left unclear in the overall management system and that it is minor compared to the mayor. The mayor also directs the City divisions, whereas the city manager does not, even though the city manager is the supervisor of the executive directors. The city manager has interpreted his role as supervisor to consist solely of supervisory work and not the authority to direct the City divisions.

The executive directors, administrative directors, mayor and deputy mayors were all dissatisfied with the city manager's current role. According to the deputy mayors, the role of the city manager is challenging and unclear. According to one deputy mayor, it seems that the city manager submits proposals to the City Board but does not lead the executive directors or the City Executive Office.

### **Conclusions**

The control and direction of the City divisions and the City's operating model have developed partly according to the objectives of the reform of the management system and organisation. The objective that was achieved the best was the objective of improving the controllability of the City organisation. The work of the City's executive team in particular is considered to have improved control and direction. The City organisation is easier to control, but the challenge of leadership has moved inside the extensive City divisions. The executive di-

rectors of the City divisions are required to have a great deal more leadership skills than department chiefs in the old department model.

The objective of keeping preparation and decision-making separate, which was unrealistic from the start, has not been achieved. The mayor in particular influences the preparation of matters, but the deputy mayors are also able to influence preparation in the work of the City's executive team. The boundary between preparation and decision-making has also been blurred by special advisers, who did not exist in the previous management system. From the City divisions' point of view, control and direction have become more fragmented, as they are provided by the mayor and deputy mayors, their assistants and various steering groups.

The City divisions feel that the role of the deputy mayor is unclear. It is clear that the deputy mayors act as 'the face of the City' for the residents and media and play an important role as implementers of inclusion. Uncertainty comes about when a deputy mayor deals with a City division's staff. The staff are not always conscious of the limitations of the deputy mayor's jurisdiction and instead interpret a question, for example, as the deputy mayor providing direction. This type of setting is difficult to influence with adjustments to the Administrative Regulations. In contrast, transparent communications to a City division's staff regarding the division of labour between the deputy mayor and the City division's management would clarify things. One transparent way of communicating the division of labour between the deputy mayor and the City division's management to the division's staff would be a joint letter sent by the deputy mayor and the executive director of the division, providing instructions on how to handle communications from the deputy mayor. In the same context, it would also be appropriate to provide instructions for communications from the mayor.

In the new management system, the mayor holds a strong leadership mandate that allows him to steer the entire City in the same direction. In practice, this may lead to power being concentrated too strongly in the hands of a single person. The City divisions and City Executive Office have found it to be challenging that the mayor is active in giving assignments to experts while bypassing the sitting chain of command. The mayor has sought to influence this by improving the flow of information in such a way that the executive director and city manager remain aware of what is being prepared in their division by assignment from the mayor.

The strong role defined for the city manager in the Administrative Regulations requires a great deal, as the management of the City Executive Office alone would already fill up one person's

working days. It seems that the duties of the city manager are written for a strong leader in the Administrative Regulations, but the role of the city manager has not formed a counterforce to the mayor in practice.

From the City divisions' point of view, the silo-like operation of the City Executive Office's division is a significant problem. Another matter considered to be a problem by the City divisions is the fact that the City Executive Office assigns the city-wide policies it prepares to the City divisions for implementation without involving the divisions in their joint preparation to a sufficient degree or reserving enough time for the preparation. The City divisions also feel that the City Executive Office does not sufficiently understand the everyday work of the City divisions.

### **The Audit Committee concludes that**

the deputy mayors and the executive directors of the City divisions must

- clarify the division of labour between the deputy mayor and the management of the City division to the division's staff.

the City Board must

- assess the appropriateness of the tasks assigned to the city manager in the Administrative Regulations.

the City Executive Office must

- improve the coordination between its own divisions;
- involve the City divisions in the preparation of the City's common policies at a sufficiently early stage;
- improve the dialogue between the City Executive Office and City divisions by participating in and familiarising itself with the City divisions' operations.

# Impacts of enhancing the use of space



Have the facility alterations had the desired effects on the quality of service, working conditions and efficiency?



The results vary in different services, but it is necessary to take the views of the customer and staff into account in all facility alterations.

The main question in the assessment was whether reforms aimed at enhancing the use of space by implementing new working methods have achieved the desired effects in the quality of the service provided to customers and the working conditions of the staff in daycare centres, health and well-being centres, family centres and the administration's activity-based working (ABW) offices. In the assessment, reforms aimed at enhancing the use of space referred to the reduction of space, densifying the use of space or concentrating services in a way that simultaneously seeks to improve customer service and working methods. These reforms include ABW offices as well as the service centres of the Social Services and Health Care Division, among other things.

In addition to statistics, the assessment materials used included reports related to customer and staff feedback as well as interviews with persons responsible for facility management in the Education Division. As no information was available on the effects of changes to daycare facilities, a survey was conducted among directors of early childhood education units.

Enhancing the use of space has been a strategic objective of the City for a very long time. In summer 2019, the City Board approved a new Real Estate Programme, an Indoor Air Programme for 2018–2028 and an implementation programme for these documents as indicative documents for the implementation of the objectives set in the City Strategy. The Real Estate Strategy is one of the seven spearhead projects in the City Strategy for 2017–2021. The Real Estate Programme states that the divisions' use of space is controlled by a focus on larger units that facilitate more efficient

operations in functional and financial terms and provide flexibility to the provision of services in such a way that the service facilities must be easily accessible to customers.

## **Enhancing daycare facilities through new construction and renovation projects**

At the end of 2018, the City was maintaining 331 daycare centres. Facility costs accounted for 17.4 per cent of the total costs of municipal daycare centres in 2018. The total useful floor area in 2017 was roughly 235,000 m<sup>2</sup>. There is a continuous need for more space, as the demand for daycare is increasing, even though the number of children under school age is decreasing. According to one forecast, the daycare-aged population will start to increase again after 2023, which must also be prepared for. Anticipation of the need for space is hindered by national decisions and the City's decisions on free-of-charge early childhood education, among other things.

Daycare centres vary in terms of their age, size and type, and some daycare centres are in a somewhat poor condition. In recent years a great deal of attention has been paid to the safety of facilities, in addition to the indoor air quality and maintenance.

A module concept model was launched in early childhood education in 2013. In 2014, an objective was set to carry out pedagogical and financial planning in such a way that 'the indoor and outdoor facilities form a whole and the facilities are used flexibly and in many ways in early childhood education'. The aim was to convert facilities and buildings previously used for other purposes for daycare use and enhance the use of space in new buildings. According to the decision by the City Council, facilities must be designed in such a way that a useful floor area of 8 m<sup>2</sup> is reserved per child in new facilities and the existing facilities in which it is functionally possible. This objective still stands.

The facility requirement has not been met according to the objective set in 2014, as changes to facilities are implemented slowly. Because of this, it is not possible for changes to facilities to have affected the quality of daycare, at least not with regard to early childhood education services as a whole. Customer satisfaction surveys do not include questions concerning facilities. The results of the survey conducted among early childhood education directors in 2019 as part of the



assessment emphasised negative things related to the enhancing of facilities, such as a lack of facilities needed, cramped conditions and a sense of urgency. Based on the survey, service quality and the staff's working conditions have, in fact, deteriorated rather than improved in facilities that have been altered. The needs for space differ depending on the children's age, which is why the same type of space efficiency must not be required of daycare facilities. In daycare centres it is important that everyone, particularly groups comprising young children, has their own space where the children can feel safe. Due to children's different needs, facilities are also needed for small groups and therapies. Additionally, it was noted that the lack of permanent facilities and continuous relocations bring restlessness and insecurity. Open answers also brought up positive experiences, such as the fact that the staff have learned new working methods and that the whole city is being utilised as a learning environment.

In Helsinki, the use of daycare facilities is efficient compared to several other cities, but as a whole the number of spaces per child has grown, as have the costs. The increased amount of space per customer is explained by reasons such as the adoption of larger daycare properties, while the increase in costs is explained by the fact that new and renovated facilities are more expensive than old facilities. The Education Committee issued

a statement to the City Board on the draft Real Estate Strategy on 12 February 2019. According to this statement, the requirements for space efficiency must not be increased, as they pose a risk to pedagogical operations.

### **Health and well-being centres and family centres are based on service integration**

Facility costs account for roughly four per cent of the expenses of the Social Services and Health Care Division. The total useful floor area of the division's facilities was roughly 481,000 m<sup>2</sup> in 2018. The total useful floor area decreased during the 2014–2019 period, and the useful floor area relative to the population size has shrunk, being 0.75 m<sup>2</sup> per resident in 2018.

In autumn 2014, the Social and Health Committee approved a service network plan that is intended to promote the implementation of the key objective of service integration and early and timely support for customers. Another objective is to adhere to the City's policies on the centralisation of facilities and the reduction of square metres. The health and well-being centres founded in Vuosaari and Kalasatama combine health station services, social care work for adults and social work as well as psychiatric and substance abuse services. The family centres in Vuosaari and on Itäkatu combine maternity and child health clinic services, social care work for families with

## The effects of changes aimed at enhancing the use of space on service quality, the staff's working conditions, productivity and economy

Table 7

Operation	Service quality	Staff working conditions	Productivity and economy	Future measures
Enhancing the use of space at daycare centres	more deterioration than improvement	more deterioration than improvement	no enhancement in the use of space	personnel survey in 2020
Founding health and well-being centres and family centres	improved	deterioration at first, improvement later	most likely improved	continuous development of operating models and facilities based on reports, customer experience project underway
Switch by the Education Division's administration to an ABW office	improved	both improvement and deterioration	improved	continuous development based on staff surveys

children, parenting and family guidance, non-institutional child welfare services and other services for children and families.

The commissioning of Kalasatama Health and Well-being Centre, which opened in 2018, has been assessed through both internal and external assessment. As a result of the internal assessment, it was found that the customers and staff should have been heard at an earlier stage. The external assessment found several areas of development related to the facilities, which have gradually been implemented. According to data gathered from customer feedback systems, customer satisfaction is at a good level and has improved since the beginning of 2019. However, it is difficult to say whether this improvement is a result of the service model implemented in new facilities specifically. The extended opening hours of health and well-being centres and family centres have improved the availability of services.

The results of the Kunta10 survey show that the job satisfaction of the staff of Kalasatama Health and Well-being Centre is better than in the division in general. The situation was worse in Vuosaari, which opened later. According to the staff experience surveys conducted in family centres, the ratings related to facilities have not been particularly good. Among others facilities, the back offices and common staff facilities received poor ratings. The staff felt that the processes of

altering and equipping the facilities were slow, and working in the new facilities could be difficult. At Itäkatu Family Centre, which opened in summer 2017, the average staff satisfaction score improved compared to the first measurement. It was 2.66 in 2017 and 3.21 in 2019 (on a scale of 1–5). At Vuosaari Family Centre, which opened in 2019, the score was 3.43. On the other hand, multi-professional work had begun to increase at new centres, which was found to be a positive thing.

The facility management plan of the Social Services and Health Care Division does not specify which facilities were relinquished when the new health and well-being centre or family centre was opened. However, the division has been able to reduce the number of facilities and premises thanks to the operating model of Itäkatu Family Centre and activity-based working.

### The ABW office of the Education Division's administration divides the opinions of the staff

In conjunction with the organisation reform of 2017, the administrative experts of the former Education Department, Department of Early Education and Care and Adult Education Centre were transferred to the former premises of Helsinki Vocational College. These individuals, 400 in total,

transferred to the administration of the Education Division in the ABW office at Töysäncatu 2 D.

Rectors of schools and daycare centre directors, who are treated as customers by the administration, have an access pass to the common meeting places and education facilities (Edulab) in the premises of the Education Division's administration. A customer survey has not been conducted, but, based on the feedback received, Edulab has been found to be very good. Two surveys were conducted among the staff. According to the most recent results, most of the staff evaluate the premises as being good or satisfactory. 75 per cent of the staff are satisfied with the situation, but 25 per cent still wish to have their own offices. Based on the survey, the notion of adhering to common ground rules divides opinions. Most of the respondents felt that there are not enough conference and meeting facilities. The kitchen facilities and break rooms were mostly considered to be comfortable, but this question also divided the opinions of the respondents.

Enhancement has clearly taken place in the premises of the Education Division's administration. The number of facilities has decreased and the facility costs and operating costs of facilities have decreased significantly. All facilities of the administration included, the space efficiency is 25 m<sup>2</sup> (useful floor area)/person. There are 0.67 work stations per employee.

## Conclusions

The reforms aimed at enhancing the use of space by implementing new working methods have achieved the desired effects in the quality of the service provided to customers and the working conditions of the staff in health and well-being centres, family centres and the administration's ABW offices in particular (Table 7). However, it must be noted that there has continuously been room for improvement in the facilities' functionality. The renewal of daycare facilities by enhancing the use of space increased the flexibility of their use but appears to have weakened the quality of service and the working conditions of the staff. However, there was not a lot of information available on the subject.

The availability of services has improved at health and well-being centres and family centres as a result of extended opening hours. The availability of services has also been improved through means such as cooperation between different professional groups, but this work is still at an early stage. According to customer surveys, the quality of service has improved. The quality of service in the ABW office of the Education Division's administration can be interpreted to have improved, as rectors and daycare directors

have been successfully provided with access to common facilities – this opportunity was not previously available. The question is more difficult to answer with regard to daycare facilities, as customer surveys have not included a statement related to facilities in recent years.

Enhancing the use of space had not yet improved the staff's working conditions at health and well-being centres or family centres in the early stages of operation. People still felt to some extent that working in the new facilities was difficult. However, development is continuously being carried out. The multi-professional approach was considered to be a good, evolving thing. In daycare facilities in which efforts have been made to enhance the use of space, people have felt that the enhancement has made the facilities feel more cramped and increased time pressure.

With regard to health and well-being centres and family centres, the productivity and economy of the facilities have most likely improved, even though the exact amount by which the centralisation has reduced the amount of space has not been identified. All in all, daycare facilities are being enhanced gradually with new construction and deep renovation projects, but the enhancement is not yet noticeable as a whole. Facility planning is hindered by political decisions related to early childhood education, which may significantly increase demand. With regard to the facilities of the Education Division's administration, space efficiency can be said to have improved clearly thanks to the switch to the ABW office.

The assessment examined very different services in which the use of space was sought to be enhanced. The health and well-being centres and family centres are based on the improvement of service integration and early and timely support for customers, in which space efficiency is mostly a by-product. As a result of the reports prepared of the centres, it was noted that there was a need for customers and staff to be heard early on to allow the services and facilities to be continuously developed. There are many daycare centres and their facilities vary, but children also have varying needs for space, which is affected by the children's age and possible need for other types of support. Because of this, it is not sensible to apply the same requirement of space efficiency to every daycare centre. It is important that groups comprising young children have a safe space that feels like their own. An ABW office, such as the facilities of the Education Division's administration, yields positive changes in operating methods and efficiency. Based on the results, the needs of the staff must still be taken into account, in addition to the fact that different functions require different facilities.

**The Audit Committee concludes that**

the Urban Environment Division and Education Division must

- ensure in the renovation and construction of daycare centres that a sufficient amount of quiet space that can be restricted is reserved for groups comprising young children in particular.

the City Executive Office and City divisions must

- carry out any relocations to ABW facilities in such a way that the customers and staff are able to participate in the planning of the facilities from the start.

# Ownership policy

## Ownership steering of sports and cultural services and overall management



Are the ownership steering of sports and cultural services and overall management appropriate?



For the most part yes, but the division hopes to gain a stronger role in ownership steering.

The main question in the assessment was whether the ownership steering of the sports and cultural sectors and overall management have been organised in an appropriate manner. Ownership steering is appropriate when its procedures comply with the Local Government Act, the City's Administrative Regulations and corporate governance principles; the will of the owner is clear and is conveyed to communities and when the owner directs the subsidiary communities to operate in line with the City Strategy and/or the ownership policy guidelines. Overall management is appropriate when the City division has an overall picture of the implementation of sports policy and cultural policy with the help of its own activities, grants and the whole formed by the subsidiary communities and when the division controls both its own service provision and activities organised with the help of grants in line with the City Strategy.

In addition to documents, the assessment materials comprised an interview with the City Executive Office and group steering team, e-mail enquiries sent to the subsidiary communities and City division as well as the information received in a meeting of the Audit Committee's first subcommittee. The executive director of the Culture and Leisure Division, culture director and director of sports were heard at the meeting.

### **Overall management as an area of development**

An overall picture of the implementation of sports policy and cultural policy is being formed in the Culture and Leisure Division in 2020. In the budget for 2020, the indicator of one binding objective is for service entities to describe which other parties provide services and activities in the Culture and Leisure Division and what the division's role is as a service provider. Until now, the division has focused more strongly on examining its own service provision, but the intention is for the Culture and Leisure Committee to discuss the entire service network and deficiencies in services more regularly in the future. In 2020, the division will cooperate with its partners to define what the City does by itself, what type of activities are aided, what is implemented through cooperation with companies, communities and citizens and what is implemented by others.

The control of the whole formed by the cultural sector and sports sector is undermined by the fact that the Culture and Leisure Division lacks the authority to control the Helsinki Group's cultural and sports operators. The executive directors of the City divisions are not part of the Helsinki Group's administration and they are not entitled to attend meetings of the City Group Division even when matters of the subsidiary communities that complement the division's service provision are being discussed. The Administrative Regulations do not specify any tasks related to subsidiary communities for the executive directors or division committees. In other words, the divisions do not have a formal role in the ownership steering of subsidiary communities. At the practical level, the responsibility for ownership steering falls to the City Executive Office in accordance with the corporate governance principles. However, the division has an unofficial role in the preparation of budgetary objectives for subsidiary communities. In the Culture and Leisure Division's view, a significant proportion of



the Helsinki Group's service provision is outside the jurisdiction of the culture director and director of sports. The division wishes for a greater role in the strategic control of the group's leisure operators.

### **The divisions' responsibilities in ownership steering have not been defined**

Based on the assessment, the subsidiary communities of the cultural and sports sectors are controlled according to the Local Government Act, the City's Administrative Regulations and the corporate governance principles. However, the ownership steering procedures were found to be problematic at City level in that, since the switch to the new mayor model, a decision has not been made on the way in which the subsidiary communities are divided between the mayor and deputy mayors. A decision has only been made on the fact that companies operating under market conditions fall under the mayor's jurisdiction. The deputy mayors are in charge of group steering

in their own divisions, but it is still unclear which subsidiary communities fall under the responsibility of which division's deputy mayor and which ones are the mayor's responsibility. In the previous organisation, the budget defined which communities fell under the responsibility of each deputy mayor.

Another thing that can be mentioned as a shortcoming in ownership steering is the fact that the ownership policy guidelines are not being added to as new subsidiary communities are founded. The community-specific ownership policy guidelines approved by the City Board are from 2011. New guidelines have been under preparation in the City Group Governance Unit of the City Executive Office for several years. For example, the Helsinki Events Foundation, which started operating at the beginning of 2019, does not yet have an ownership strategy. The policies from 2011 pertain to its predecessor, the Helsinki Week Foundation. According to the head of city group steering, the ownerships strategies for companies that operate under market conditions are set to be completed

for decision-making during the spring term 2020. For the other communities, the aim is to complete the preparation by the end of 2020.

During the assessment, it turned out that the Helsinki Events Foundation, which was included in the assessment, is not in fact a foundation of the culture sector, as it is controlled by the Communications Division of the City Executive Office. However, the foundation is listed among the subsidiary communities of the Culture and Leisure Division in the classification for community reporting. The Helsinki Events Foundation is controlled by the City Group Division as well as the major event coordination group. The corporate governance principles do not recognise this type of procedure in which a steering or coordination group is a body involved in group steering.

The deputy mayor of the Culture and Leisure Division chairs the boards of two foundations. This procedure adheres to the Local Government Act, but it requires the disqualification regulations to be taken into account. Similarly, when office holders of the sports sector participate in the boards of companies and foundations, it is important that the grounds for disqualification are taken into account. In its assessment report for 2017, the Audit Committee expressed its view that, for the clarity of ownership steering, it would be better if the members of the City Board or its City Group Division and the mayor, deputy mayors and office holders who are involved in the administration of the Helsinki Group did not participate in the administration of subsidiary communities. The City Board and City Executive Office have disagreed on this and considered it to be appropriate for the promotion of the group's interests that members of the group administration participate on the boards of subsidiaries. This view is contradictory in the sense that the deputy mayor is considered to promote the group's interests in the role of a board member, even though the Administrative Regulations state that a deputy mayor is tasked with monitoring the City's interests in the communities and foundations in which the City has authority within the deputy mayor's own division. The Administrative Regulations also state that a deputy mayor can issue instructions within their division to parties that represent the City in various communities and foundations in order for the City's stance to be taken into account in matters being discussed when the matter in question is not financially significant or far-reaching in principle. When a deputy mayor is appointed to a community's board, they are disqualified from issuing instructions or monitoring the City's interests in the community in question. Furthermore, as a board member they have a loyalty obligation

towards the community, i.e. they must promote the community's interests with careful actions.

### **The owner's will is clear**

The assessment covered the sport sector's subsidiary communities: Mäkelänrinne Swimming Centre, Urheiluhallit Oy, Vuosaari Sports Hall, Ice Hockey Foundation and Stadium Foundation, as well as the cultural sector's subsidiary communities: Helsinki Music Centre Foundation, Helsinki Theatre Foundation, Helsinki Events Foundation and UMO Foundation.

Based on documents, the owner's will was clear in all subsidiary communities of the sports sector. Among the cultural sector's four foundations, the owner's will was clear in the Helsinki Theatre Foundation and Umo Foundation, based on documents. Ownership policy guidelines were still missing for the Helsinki Events Foundation, as the City Board's policies from 2011 pertain to the foundation's predecessor, the Helsinki Week Foundation. However, there is no lack of clarity about the owner's will. In the case of the Helsinki Music Centre Foundation, ownership policy guidelines exist, but objectives are not set for the foundation in the budget, hence the owner's will is not conveyed through the budget process annually. The City has more than 80 subsidiary communities, which is why it is natural that budgetary objectives are only set for the most significant of them. The activities of the Helsinki Music Centre Foundation comprise allocation of grants on a very small scale.

### **The owner's will has been conveyed to the subsidiary communities**

The documentation was compared to the responses by CEOs or individuals in a similar position to the e-mail enquiry. Based on this comparison, it was noted that the owner's will has been conveyed to the subsidiary communities. The Helsinki Music Centre Foundation did not respond to the inquiry.

The objectives set in the budget for the subsidiary communities of the Culture and Leisure Division were also analysed from the perspective of whether they support the objectives of the City Strategy or the ownership policy guidelines. According to the ownership policy guidelines set out in the City Strategy and corporate governance principles, the objectives must promote the capability of the operations to support and serve the organisation of services or the City's social objectives, or the objectives must promote the achievement of financial and/or operational benefits in the long term. Based on the analysis, all the objectives guide the subsidiary communities to operate in accordance with either the City Strategy or the

ownership policy guidelines. The objectives are most often related to the implementation of the City Strategy. The City Group Governance Unit of the City Executive Office has also piloted a strategy-driven approach with regard to the subsidiary communities of the Culture and Leisure Division. In autumn 2018, the City Group Governance Unit identified key themes of the City Strategy for these sectors and asked the subsidiary communities to provide their views on which of them the communities promote in their own activities. At the beginning of 2020, the City Group Governance Unit asked the subsidiary communities to provide a report on the ways in which the chosen themes of the City Strategy have been promoted in 2019.

### **In-house service provision and allocation of grants are controlled in line with the City Strategy**

The binding objectives in the Culture and Leisure Division's budget for 2019 are derived from the City Strategy's policies. Based on this, it can be said that service provision is controlled in line with the City Strategy. However, the way in which service provision is controlled at a more detailed level was not examined more extensively.

The City Strategy is taken into account in sports and cultural grants and the conditions for their allocation. In sports, institutional grants complement the City's own service provision, and other grants support free civic activity in the field of sports. In cultural services, the City complements services implemented with the help of grants with its own cultural services.

### **Conclusions**

The ownership steering of the sports and cultural sectors has for the most part been organised appropriately. In contrast, overall management remains under development in the division.

What is problematic in the organisation of ownership steering at City level is that a division of labour has not been determined between the mayor and deputy mayors with regard to ownership steering. During the old mayor model, the division of labour was indicated in the budget. During the new mayor model, which has been in effect since June 2017, a decision has not been made on how the ownership steering responsibility for subsidiary communities is divided between the mayor and deputy mayors. It must also be noted that if the mayor or a deputy mayor serves on the board of a subsidiary community, they cannot be responsible for ownership steering, as defined in the Administrative Regulations, in the community in question.

According to the corporate governance principles, the City Executive Office is the body that provides group steering alongside the Helsinki

Group's administration. From the Culture and Leisure Division's point of view, ownership steering has not been organised appropriately in the sense that the division lacks a formal role in ownership steering. According to the Culture and Leisure Division, a significant proportion of the Helsinki Group's service provision is outside the jurisdiction of the culture director and director of sports. The division feels that it should be able to control the subsidiary communities in its own sector. Unofficial cooperation is carried out between the division and the City Group Governance Unit of the City Executive Office in the setting of budgetary objectives. The role of the divisions' management would be emphasised if participation in the setting of operational objectives and targets for the division's subsidiary communities was added to the tasks of the executive directors in the Administrative Regulations. The flow of information would improve if the executive directors had the right to attend meetings of the City Group Division with regard to matters concerning each division's subsidiary communities.

The quality of ownership steering at City level is weakened by the fact that the ownership strategies are from 2011 and the preparation of new strategies has lasted for a long time. When new subsidiary communities have been founded, no ownership strategy has been defined for them.

It was noted in the assessment that the Helsinki Events Foundation is controlled by the City Group Division as well as the major event coordination group. This control relationships is justified in terms of content. From the point of view of group steering, however, the fact that subsidiary communities are controlled by steering or coordination groups not recognised as group steering bodies by the corporate governance principles must be treated with caution.

The City Strategy controls the City's own service provision and the activities of subsidiary communities as well as activities funded with grants. In this regard, all service provision is controlled as whole and guided in the same direction.

So far, the division has lacked a definition of what the City does by itself, what type of activities are funded with grants, what is implemented through cooperation with companies, communities and citizens and what is left to other operators' responsibility. The definition process is underway in 2020. It can be said that the division did not yet have a sufficient overall picture of the realisation of sports policy and cultural policy when the assessment was being prepared, but the definition process will significantly improve the conditions for overall management. However, as the division lacks the power to control subsidiary communities, some of the service provision

is left outside the division's control unless the ownership steering procedures are changed.

**The Audit Committee concludes that**

the City Board must

- take a stance on whether it is necessary to strengthen the role of the City divisions' senior office holders in ownership steering;
- take a stance on what the role of steering and coordination groups is in group steering.

the City Executive Office must

- prepare a decision for the City Board on how the ownership steering responsibilities for subsidiary communities are divided between the mayor and deputy mayors;
- always prepare a community-specific ownership strategy for decision by the City Group Division and City Board when a new subsidiary community is founded.

# Preventing inequality and social exclusion

## Achievement of the objectives of early childhood education and care



Have the objectives set out for early childhood education and care in the City Strategy been achieved?

- The number of ECEC staff will be retained at the same level in Helsinki.
- Resident and user satisfaction is one of the City's key performance indicators.
- Daycare centres are located nearby, and Finnish- and Swedish-language ECEC services are attractive local services.



For the most part yes, but the staff shortage may undermine the realisation of the objectives in the future.

The main question in the assessment was whether the objectives set out for early childhood education and care (ECEC) in the City Strategy have been achieved in daycare and preschool education. The sub-questions were: has the participation rate in ECEC improved, has free-of-charge ECEC been promoted according to the City Strategy, has the number of staff remained at the 2017 level and has customer satisfaction improved. Another matter that was looked into was how well the objective of providing ECEC as a local service is met.

The assessment was based on an examination of the achievement of the following objectives set out in the City Strategy:

- Inequality is reduced by high-quality ECEC in particular, which is why Helsinki seeks to increase the participation rate in ECEC.
- Free-of-charge ECEC is being promoted in such a way that it is free of charge for at least four hours per day, starting from the age of five. The decisions on extending free-of-charge ECEC to also apply to younger age groups will be prepared during the City Council's period of office.

The main assessment materials comprised information gained by the Audit Committee's second subcommittee during an assessment visit and responses to complementary e-mail enquiries. The management of Finnish-language ECEC was interviewed. Information on Swedish-language ECEC was obtained from the director of the Swedish-language service entity and the regional manager.

### The shortage in ECEC staff is critical

The availability of ECEC teachers has been poor for a long period of time. In autumn 2019, the staff shortage crossed the critical limit when some of the applicants for a placement in Swedish-language ECEC had to be offered a placement in Finnish-language ECEC in violation of the Act on Early Childhood Education and Care. According to the Act on Early Childhood Education and Care, municipalities must ensure that children can get ECEC in Finnish or Swedish, whichever is their first language. Ultimately, most of the Swedish-speaking families found an alternative solution to their situation, and only five of the children seeking a Swedish-language placement started attending Finnish-language ECEC.

In autumn 2019, more than 20 per cent of ECEC teachers failed to meet the qualification requirements. Additionally, some of the tasks were carried out with the help of either an alternate from the City or substitutes provided by Seure. The total shortage in ECEC teachers was 32 per cent.



This shortage refers to the proportion of unqualified persons and substitutes or alternates. There is also a shortage of childcarers in Swedish-language ECEC: in September 2019, this shortage was as high as 41 per cent. Additionally, there is a shortage of special needs teachers in ECEC, particularly in Finnish-language ECEC, where the shortage is 23 per cent.

Despite the shortage, daycare centres have the number of staff required by the Government Decree on Early Childhood Education and Care. The number of staff has also remained at the current level specified in the City Strategy, as Helsinki did not increase the size of groups even though an amendment to the decree made it possible starting from August 2016. This decision proved to be appropriate, as the decree will be amended again in August 2020, changing the number of staff back to the previous level.

### **Attempts have been made to influence the shortage of staff**

The Education Division has carried out measures related to wages, substitutes, continuing professional education, job orientation and the development of skills in order to try and promote the occupational well-being and commitment of the staff. According to the division, staff availability has also been improved by enhancing recruitment and cooperation between educational institutions, attempting to influence study places and supporting those who participate in continuing professional education and retraining. The position-specific monthly salary of ECEC teachers was increased by EUR 175 starting from 1 January 2019. Despite measures being taken, staff are still difficult to obtain.

In order to improve the City's own operations and coordination, the mayor set up a City-level 'Availability of early childhood education and care' working group in December 2019 to plan and carry out measures to solve the challenging recruitment situation concerning ECEC staff. Many of the measures to alleviate the shortage of staff require action from the state. According to the division, more study places are required for both Finnish- and Swedish-speaking ECEC teachers at the University of Helsinki in particular and for childcarers in the Helsinki Metropolitan Area. Helsinki considers one of the most important measures to be that the Ministry of Education and Culture grant Helsinki permission to organise the Vocational Qualification in Education and Instruction. This would particularly relieve those who are already part of the workforce. The Ministry of Education and Culture has not granted permission for this, despite repeated applications.

### **The participation rate has improved**

The participation rate in ECEC has increased in all age groups between 2016 and 2019 (Table 8). In 2019, the participation rate of the whole age group, ages zero to six, was 66.9 per cent, i.e. 3.3 per cent higher than in 2016.

There are differences in the participation rate when examined by first language (Figure 9). The participation rate is the highest among Swedish speakers, and it is almost as high among Finnish speakers at the age of five or six. Among children with another first language, the participation rate in ECEC is more than five per cent lower than among Finnish speakers in all age groups, with the exception of children aged four.

Helsinki is seeking to increase the participation rate, as participation in ECEC reduces inequality. The Education Division considers it to be important for language learning and the forming of friendships that children attend ECEC for a longer period of time than the one year of preschool education. Because of this, the division has co-operated with maternity and child health clinics, particularly in areas with a lower participation rate. At best, the participation of children with a first language other than Finnish or Swedish also supports the integration of immigrant mothers.

### **20 hours per week free of charge in ECEC for five-year-olds**

According to the City Strategy, free-of-charge ECEC will be promoted in such a way that it is free of charge for at least four hours per day, starting from the age of five. This was realised in the form of 20 free-of-charge hours of ECEC per week, starting from 1 August 2018. It is also recorded in the City Strategy that the decisions on extending free-of-charge ECEC to apply to younger age groups will be prepared during the City Council's period of office. This has not yet been prepared, as extending free-of-charge ECEC would require more staff. At the moment, due to the large shortage of ECEC staff, the division has considered it to be better that it focus on securing a daycare placement for customers as close to home as possible.

### **Customer satisfaction is at a high level**

The customer satisfaction in ECEC and preschool education was at a high level in November–December 2019. As many as 52 per cent of those who responded to the customer satisfaction survey conducted by the Education Division gave the best rating of 'very satisfied' when asked about their overall satisfaction with ECEC, preschool education or play clubs. Figure 10 shows that customer satisfaction has remained the same in 2014, 2017 and 2019. In Finnish-language ECEC,

# Participation rate in early childhood education and care

Table 8

## By age, municipal and private early childhood education

	2016, %	2019, %	Change 2016–2019, percentage points
0–2-year-olds	30.0	34.4	+4.4
3–5-year-olds	87.9	91.6	+3.7
5-year-olds	90.9	93.8	+2.9
6-year-olds	93.5	94.3	+0.8
0–6-year-olds	63.6	66.9	+3.3

Figure 9

### Participation rate in ECEC by age group and language in 2019 *per cent, preliminary population data*

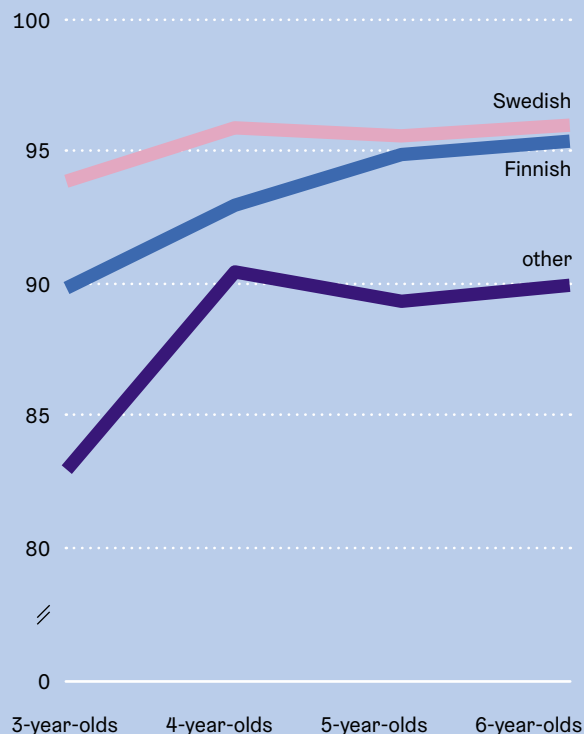
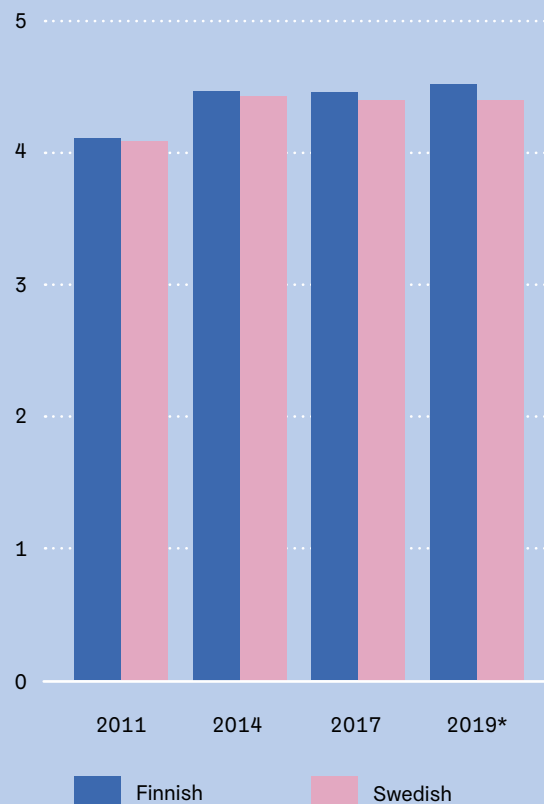


Figure 10

### Results of a customer survey on ECEC and preschool education *overall rating*



\* The results for 2019, on a scale of 1–7, have been adjusted to the previous scale.

overall satisfaction improved by 0.06 per cent in 2019, which means that it remained practically the same.

Although customer satisfaction is at a high level, staff turnover caused concern in the open answers to the 2019 survey. Another area identified as needing development was increasing guardians' access to information during their child's visiting period. In general, the statements related to access to information were among those that received the lowest average rating. The division is seeking to improve access to information by preparing a new introduction package for the families of children who are starting daycare. The division also intends to pay more attention to communicating about daily activities. In spring 2020, the division will map options for the implementation of an electronic communication channel. Communication about activities received the lowest ratings in the surveys conducted in 2014 and 2017.

### **ECEC is most often a local service**

In the ECEC provided in Helsinki, the definition of a local service is that it takes no more than 30 minutes by public transport to get to the ECEC facility from the door of your home. In October 2019, the journey to the daycare centre took more than 30 minutes for 650 children, i.e. 2.6 per cent. The average travel time was roughly 11 minutes in Finnish-language ECEC and roughly 16 minutes in Swedish-language ECEC. There are regional differences in travel time, which are addressed in the assessment's background memo ([www.arviointikertomus.fi/en](http://www.arviointikertomus.fi/en)).

### **Conclusions**

The objectives set for ECEC in the City Strategy have been achieved for the most part. However, the shortage of staff may undermine the achievement of objectives in the future. The objectives achieved include an increase in the participation rate, free-of-charge ECEC for five-year-olds four hours a day and fixed number of staff. However, ECEC cannot be offered as a local service to all children. Customer satisfaction is at a high level, but it did not improve much compared to previous results.

The availability of ECEC teachers has been poor for a long period of time. The most challenging thing in autumn 2019 was the availability of Swedish-speaking childcarers. At the turn of 2020, applicants for a placement in Swedish-language ECEC had to be offered a placement in Finnish-language ECEC in violation of the Act on Early Childhood Education and Care.

The City has carried out a great number of measures to influence the availability of staff, but

the measures that require investment from the state have not progressed. For example, the state has not granted Helsinki permission to organise the Vocational Qualification in Education and Instruction. More study places are required for both Finnish- and Swedish-speaking ECEC teachers and childcarers in the Helsinki Metropolitan Area.

Despite the shortage of qualified staff and use of substitutes, customer satisfaction in ECEC was high in autumn 2019. In surveys conducted in different years, communication about daily activities has been found to be an area that needs development.

The participation rate in ECEC has increased in all age groups between 2016 and 2019. According to the City Strategy, high-quality ECEC reduced inequality. From the point of view of inequality, the challenge remains that the participation rate of children whose first language is not Finnish or Swedish is lower than that of Finnish and Swedish speakers. Cooperation with family centres, for example, can improve this situation.

The provision of 20 hours of free-of-charge ECEC per week for five-year-olds started on 1 August 2018. The service being free of charge is expected to increase participation in ECEC, which is why it has not yet been extended to the younger age groups, due to the shortage of staff.

In accordance with the City Strategy, Helsinki did not increase the size of groups, even though an amendment to the relevant decree would have allowed it. In the City Strategy, it is considered to be important that daycare centres are located nearby. The situation is good overall, but a small proportion of families are forced to transport their children to a daycare centre that is located more than 30 minutes away.

### **The Audit Committee concludes that the Education Division must**

- ensure that Swedish-language ECEC is realised in the children's first language according to the Act on Early Childhood Education and Care;
- enhance measures to influence the shortage of ECEC staff, particularly by influencing the state to secure a sufficient number of study places;
- focus efforts on communicating about daily activities in daycare centres and preschool education.

the Education Division must, in cooperation with the services provided for families with children by the Social Services and Health Care Division,

- promote the participation of children whose first language is not Finnish or Swedish in ECEC.

# Integration of families with children in the Education Division



Has the Education Division promoted the measures of the Development Plan for Immigrant Education 2018–2021?



For the most part yes, but not yet at all premises.

The main question in the assessment was whether the division has promoted the measures related to immigrant families that are set out in the Development Plan for Immigrant Education 2018–2021. The development plan's implementation is now at the halfway point, so the implementation of the measures was assessed relative to this situation.

The City Strategy for 2017–2021 includes many mentions of supporting immigrants. According to the City Strategy, 'A Development Plan for Immigrant Education, covering all levels from early childhood education to adult education, will be created in Helsinki in order to improve the skill level of immigrants'. The development plan prepared and its promotion were the subject of this assessment.

The development plan includes 28 sets of measures. The plan is divided into three main themes: 1) suitable conditions and support for learning, 2) guidance, advice and transfers as well as 3) skill improvement and recruitment. The sub-questions of the assessment are divided accordingly.

The assessment included three sub-questions: Have suitable conditions and support for learning been organised for children, families, stay-at-home parents and guardians with an immigrant background in accordance with the development plan; have pupils and families with an immigrant background been provided with study guidance, advice and transfers in accordance with the development plan; and have the skills of the Education Division's staff been developed so that they are more language aware and take the needs of immigrants better into account.

The assessment materials comprised five electronic surveys. The surveys were sent out to both Finnish- and Swedish-language ECEC and different levels of education, i.e. basic education, general upper secondary education and Helsinki

Vocational College and Adult Institute. The materials also included information gained by the Audit Committee's second subcommittee during a visit to the Education Division in autumn 2019, an interview with a project manager and e-mail enquiries sent to the division.

## **Integration measures related to ECEC have not been specified in the communications plan**

In Finnish-language ECEC, the electronic survey was taken by 59 supervisors of daycare units. Many of the measures had been promoted well. Almost all of the ECEC premises had made services visible in multiple languages and using different communications channels. In contrast, the integration measures related to the clarity of communications had only been specified in the communications plans of few premises. Furthermore, the clarity of communications had not been tested particularly broadly among customers. Those involved in the recruitment process had made sure that the job descriptions and induction training are provided in plain language and that multiple recruitment channels are used. Some of the measures for developing skills had been promoted well, such as making it possible for skills related to integration to be shared through peer-to-peer mentoring and utilising them as part of induction training and other continuing professional education. In contrast, the employees of ECEC premises had not been participating in the planned training modules to any great extent, least of all the one on the topic 'the ability to recognise and take action against discrimination and racism'. The multilingual instruction model had been developed to support pupils with a foreign background, but in ECEC the model was still only being used in a third of the premises.

Educational videos were not being produced about various services, such as first language instruction, preparatory education, and Finnish and Swedish language courses, even though the development plan instructed operators to do so. According to the division, the production of educational videos in different languages and for different school subjects would require a pedagogical entity to be built and not for individual videos to be produced. The measure of producing videos cannot be carried out in the division, as it is neither cost-efficient nor possible within the framework of the development plan.



In Swedish-language ECEC, the survey was taken by the regional manager. Measures specified in the plan had been promoted, but the implementation of four of the measures was still under planning. Three of the measures related to the development of skills and recruitment were under planning, including the participation of employees in the training module 'pedagogical language awareness and the ability to apply it in practical work'.

### **The participation of foreign-language speakers in ECEC has increased**

The development plan included ten indicators for monitoring purposes. The indicator used for ECEC was the participation of 3–6-year-olds in ECEC provided by municipalities or private operators, categorised according to first language. The participation rate of 3–6-year-olds who speak a foreign language as their first language was two per cent higher in 2018 and 2019 than in 2017.

### **A development working group consisting of multiple administrative branches is not widely used in basic education**

In basic education, the survey was taken by 33 rectors of Finnish- or Swedish-language schools. The measure that was implemented particularly well at basic education premises was the develop-

ment of pedagogy and tools to support functional language instruction in the teaching of Finnish as a second language (S2 instruction), preparatory education and first language instruction. The premises used tools for identifying and preventing discrimination and racism. The homework club model for guardians and children had only been piloted to a very minor extent. This model strengthens the capability of immigrant parents to support pupils at home in their own first language.

The development of employees' skills with various training modules was only being implemented at few premises, with the module 'ability to identify and acknowledge skills that learners have acquired elsewhere' being implemented the least. A centralised assessment model for targeting S2 instruction was only being used at a few premises. The development working group consisting of multiple administrative branches that had been convened by pupil and student welfare was not yet widely known among basic education premises. The working group referred to above maps current information about factors that undermine the learning of immigrants, such as honour-based violence and traumatic experiences.

### **Too few study places in Finnish-language training for stay-at-home parents**

The development plan sets out indicators for the relative number of stay-at-home parents who participate in Finnish- and Swedish-language training and the proportion of those who continue on to further paths. There are roughly 330 applicants annually for language training for stay-at-home parents (Kotiva course). A study place can be offered to roughly half of the applicants within the framework of the funding. The number of study places has been increased by roughly 20 compared to 2017. Those who participate in the training often continue on to further paths. In 2019, 74 per cent of the students continued on to a further path, i.e. training or working life. Four per cent went on maternity leave, three per cent moved away from Helsinki and 19 per cent dropped out.

### **General upper secondary schools did not implement positive discrimination in recruitment**

In general upper secondary schools, the survey was taken by seven rectors of Finnish- or Swedish-language general upper secondary schools. The development plan did not include actual separate development measures for general upper secondary schools. Relatively few measures have been implemented well and extensively in general upper secondary schools. The measures that were implemented the best were the three measures related to the clarity of communications. Services had been made visible through different communications channels and in multiple languages at many premises. Additionally, the clarity of communications had been tested among customers. There were measures set for general upper secondary schools that had not been promoted at all. Use of work rotation to allow skills to be shared had not been implemented at any of the premises. Positive discrimination, in which equality is promoted by selecting a member of an underrepresented group for a position when choosing between two candidates with equal merits, was not being implemented in recruitment. Videos had not been produced of services.

### **Planning of Helsinki Vocational College and Adult Institute's services together with students and guardians with a foreign background is not being implemented**

At Helsinki Vocational College and Adult Institute, the survey was taken by one of the rectors on behalf of the whole institute. The institute had promoted several measures of the development plan, but four of them had not been promoted at all. The planning of services together with students and guardians with a foreign background had not yet been launched. Premises-specific objectives

related to the development of skills had not been specified for different staff groups or a change in the operating culture in the annual action plans. Neither had skills sharing related to integration been enabled with work rotation.

### **Conclusions**

The division had promoted almost all the measures related to immigrant families that are set out in the Development Plan for Immigrant Education 2018–2021. The plan's implementation process is now at the halfway point. In proportion to this, the development work has gotten off to a good start and the situation is good. Different levels are at different stages in the implementation of the measures.

The measures for the first main theme, 'Suitable conditions and support for learning', were realised in ECEC. In basic education, three of the main theme's measures were achieved to a narrow extent. These included the homework group model for guardians and children, which strengthens the opportunities of immigrant parents to support pupils with school work in their own language. The second measure was the adoption of a centralised assessment model for targeting S2 instruction at each premises. The third was a development working group consisting of multiple administrative branches, assembled by pupil and student welfare, in order to collect current information on the particular issues hindering the learning of people in the process of integrating, such as honour-based violence and traumatic experiences. No measures related to the main theme were set for general upper secondary schools and Helsinki Vocational College.

Roughly 330 people apply for Finnish-language courses for stay-at-home parents annually. Only roughly a half of them are admitted to the courses and can start learning Finnish. Those who participate in the training often continue on to further paths, i.e. working life or other training. It can be said that the training has succeeded in its purpose.

The measures set in the second main theme, 'Guidance, advice and transfers', were realised relatively well in ECEC. However, two of this main theme's measures were realised to a relatively narrow extent. The specification of the measures related to the clarity of communications in the communications plan was not realised extensively. The piloting of the multi-language instruction model to support pupils with a foreign background at each premises was only realised at a third of the premises. In basic education, the main theme's measures were realised well. At general upper secondary schools, two of the main theme's measures had so far only been

promoted to a limited extent. The multi-language instruction model to support pupils with a foreign background had only been piloted at one premises. Positive discrimination was not realised in recruitment. At Helsinki Vocational College and Adult Institute, planning and developing services together with students and guardians with a foreign background was not realised.

The measures of the third main theme, 'Skill improvement and recruitment', were not realised particularly well. In ECEC, two of the main theme's measures had so far only been promoted to a limited extent. Employees had rarely participated in the training module 'Ability to recognise and take action against discrimination and racism'. Skills sharing through work rotation had only been enabled to a limited extent. In Swedish-language ECEC, four of the main theme's measures were still being planned. In basic education, employees participated in the training module 'Ability to identify and acknowledge skills that learners have acquired elsewhere' relatively little. At general upper secondary schools, there had been very little participation in all three of the training modules under this main theme. Skills sharing had not yet been made possible with work rotation at general upper secondary schools. Nor had positive discrimination been realised in recruitment. At Helsinki Vocational College and Adult Institute, two of the main theme's measures had not been promoted. Skills sharing related to integration had not been made possible with work rotation. The annual action plan did not specify the premises-specific objectives for different staff groups or a change in the operating culture.

#### **The Audit Committee concludes that the Education Division must**

- promote the skills of staff with training modules according to the Development Plan for Immigrant Education;
- increase language training for stay-at-home parents (Kotiva courses), i.e. Finnish-language courses for the stay-at-home parents of young children.

in ECEC, the Education Division must

- implement the multi-language instruction model more widely to support children with a foreign background.

in basic education, the Education Division must

- increase use of the homework group model for guardians and children, which strengthens the opportunities of immigrant parents to support pupils with school work at home in their own language;
- ensure that pupil and student welfare assembles a development working group consisting of multiple administrative branches to collect current information on the particular issues hindering the learning of people in the process of integrating, such as honour-based violence and traumatic experiences.

at general upper secondary schools, the Education Division must

- implement the multi-language instruction model more widely to support students with a foreign background;
- utilise positive discrimination in the recruitment process, meaning that out of two applicants with equal merits, the one belonging in an underrepresented group will be selected.

at Helsinki Vocational College and Adult Institute, the Education Division must

- plan and develop the services together with foreign learners and their guardians;
- specify the premises-specific objectives for different staff groups and a change in the operating culture in the annual action plan.

# Realisation of the accessibility policies



Have the City's objectives related to the accessibility policies been carried out?



Helsinki is a forerunner in accessibility-related matters, but there is still room for development.

The main question in the assessment was whether the accessibility of the built environment has been realised in accordance with the City's objectives. In relation to this, it was assessed whether the common principles of accessibility have been realised, whether the accessibility policies have been realised in the focus areas of accessibility (land use planning and traffic planning, buildings, public areas, living environment and services) and whether accessibility has improved according to the accessibility indicators. The accessibility policies were prepared in 2012, and the last time the City Board was reported on their realisation was in 2016. In addition to written materials, the assessment materials included interviews with the accessibility ombudsman and representatives of the Council on Disability and Council of the Elderly.

The Helsinki City Strategy states that 'Special attention is paid to the opportunities for functionally impaired persons such as old people to lead an eventful life and to receive the support and services needed for all stages in life.' The Helsinki Programme for the Elderly 2015–2016 set objectives related to accessibility that promote the active participation and physical activity of the elderly, such as improving accessibility in public transport.

The concept of accessibility is broad. According to the Accessibility Centre ESKE of the Finnish Association of People with Physical Disabilities, it refers to the accessibility of physical activity and services, the usability of tools, the understandability of information and opportunities to participate in decision-making concerning the individual in question. Accessibility is based on the UN's Convention on the Rights of Persons with Disabilities from 2006, the Act on Disability Services and Assistance, the Act on Supporting the Functional Capacity of the Older Population and on Social and Health Services for Older Persons, and the

Non-discrimination Act. The accessibility of the built environment is provided for in the Land Use and Building Act as well as certain decrees, guidelines and special laws.

## **The Helsinki for All project launched systematic accessibility efforts**

Accessibility started to be systematically promoted through the Helsinki for All project at the start of the 2000s by preparing guidelines related to accessibility, among other things. A key operator in these efforts was the Public Works Department, which operated as an independent department until an organisation reform in 2017. The preparation of guidelines for the planning, construction and maintenance of accessible public areas started from street, green and yard areas (SuRaKu project) in 2003. The accessibility guidelines defined in the SuRaKu project continue to be adhered to in planning, construction and maintenance projects. Among the things defined at the time were the target levels for the accessibility of the built environment: the basic level is accessible, while at the special level accessibility is assessed and planned in more detail. A set of accessibility indicators were also prepared towards the end of the decade. The City of Helsinki's construction guidelines are stricter than national regulations.

In 2012, the mayor set up the Accessibility Advisory Board, which prepared the accessibility guidelines that are still in force. The advisory board was disbanded in conjunction with an organisation reform in 2017, and on 20 December 2017 the city manager set up an Accessibility Working Group that is tasked with monitoring the realisation of the accessibility policies, among other things. That same year, the job title of the project manager in charge of accessibility efforts at the Public Works Department was changed to the accessibility ombudsman. The Accessibility Working Group convenes four times a year. Its work is primarily focused on promoting the accessibility policies and the set of accessibility indicators. There is no specified party to whom the working group needs to report; instead, the working group monitors the promotion of accessibility in its meetings.

The City has had a valid set of accessibility indicators since 2010, but it turned out in the assessment that the development of accessibility has not been systematically measured with the indicators in question. Some of the indicators are in the form of an objective. One example of them is



the visibility of accessibility details on the Service Map, which has been realised moderately well. The indicators were last updated in 2018.

### **The general accessibility principles have been implemented well**

The general principle in the promotion of accessibility is that accessibility is part of the City Strategy, various service and operating strategies, development projects, procurements and area construction. Although the current City Strategy examines accessibility on a very general level, it can be said that awareness of accessibility has developed, particularly over the course of the last two decades. The Accessibility Working Group, the Council of the Elderly and the Council on Disability issue statements related to accessibility and, in some cases, participate in the City's development projects.

Despite the increase in awareness, accessibility may be perceived as something that is separate from other activities and falls under the accessibility ombudsman's responsibility. Accessibility is also related to the promotion of reachability and equality. At present, different parties within the City are carrying out overlapping or interrelated work.

Although a great deal of accessibility training was previously provided, new personnel have not been trained in and familiarised with the matter after some contact persons in charge of accessibility-related matters in divisions changed. As a result, cooperation with disability organisations has decreased, and the divisions no longer use representatives of these organisations as experience experts or service testers, for example. In other words, there are deficiencies in knowledge about accessibility. The City divisions do not have people whom customers can contact to confirm the accessibility of a space, route or service.

### **The realisation of accessibility plans are not ensured**

Accessibility policies have been prepared separately for focus areas. These include land use planning and traffic planning, buildings, public areas, the living environment and services. Accessibility criteria have been adopted in land use planning. A section for accessibility has been added to plan descriptions, and special-level accessibility is specified as the target level for new areas, i.e. all users must be taken into account the areas. If the plans are drawn up in small pieces, accessibility is not always realised.

The accessibility of public transport to service points is taken into account in the planning of public transport stops. Additionally, accessibility guides have been prepared for public transport and stop announcements have been added, for

example. Technical drawings concerning street areas are used in traffic plans, and the level of accessibility is checked. The situation is good with regard to permanent routes. In contrast, temporary solutions, such as street construction work, are seldom accessible, or the information about accessible routes does not reach the right target groups.

In larger construction sites and the City's own sites, the principal designer is responsible for preparing an accessibility report as an appendix to the building permit in the needs assessment phase. In the project planning phase, reference plans are submitted to the accessibility ombudsman for checking and approval. An accessibility survey may be commissioned in deep renovation projects. Accessibility is ensured well in all phases of planning. However, the accessibility ombudsman has only participated in the implementation phase and final inspection in the largest projects, such as Central Library Oodi, Mall of Tripla, REDI shopping centre and Kaisa House of the University of Helsinki. In other projects, the responsibility for accessibility falls to the construction project's principal designer. Sometimes the end result does not correspond to the plans for accessibility. The National Building Code is very general with regard to accessibility.

In the implementation of public areas, the objectives are set according to whether they are defined as special or basic level areas. Accessibility plans have been prepared for public areas; in 2019, 70 per cent of their objectives were achieved. Separate and separated bike lines have been promoted well. Pedestrian traffic has been improved with guidelines for terraces and billboards, although electric scooters continue to pose problems. Accessible parks, playgrounds and outdoor recreation areas have been increased, but not all areas of the city have them. Outdoor lighting has developed well. The winter and other maintenance of streets, routes and public transport stops has been developed, for example by agreeing on which streets will be kept clear of snow as a priority. However, insufficient communications about accessibility are considered to be a challenge.

The accessibility objectives for the living environment are recorded in planning documentation between the client and the provider. The level of improved accessibility is decided on a case-by-case basis for renovation sites. According to the accessibility ombudsman, the main problem is that accessibility is not realised simultaneously both in the apartment and the surrounding environment. The promotion of hearing accessibility in public meeting rooms has also progressed slower than planned.

## The Service Map shows the accessibility of routes and places

The most significant service in the accessibility efforts has been [palvelukartta.hel.fi/en](https://palvelukartta.hel.fi/en), a system based on location information that was developed at the beginning of the 2010s. This Service Map allows municipality residents to look for an accessible route to their destination, if one is available in Helsinki Region Transport's (HSL) route data, or check the accessibility details of a place. The aim is to include the accessibility details of the following places on the Service Map: customer service points, facilities intended for long-term visits (schools, daycare centres), swimming halls, open-air pools, gyms, multipurpose halls, ice halls, public toilets, churches, chapels, beaches, local sports facilities and meeting rooms.

Premises such as daycare centres must supply their own accessibility details. The situation is satisfactory with regard to the updating of accessibility details. Based on the assessment, the City divisions do not utilise the accessibility details on the Service Map. A usability study was conducted on the Service Map in later 2018, and the service was developed further based on it.

Thanks to the Service Map, Helsinki came in second for the European Commission's European Access City Award in 2015 and won the Smart Tourism competition, which included a portion on accessibility, in 2019. The City has also been a forerunner and tester in national services related to accessibility, such as in the development of accessibility symbols. In the interviews, it was noted that neither the Service Map nor the accessibility efforts have been successfully utilised in the marketing of the city to attract travellers.

## Conclusions

The objectives of the City of Helsinki that are in line with the accessibility policies have been achieved, for the most part. Accessibility has been incorporated into the strategy's objectives, spearhead projects and the City divisions' policies. The City of Helsinki has carried out nationally and internationally significant work related to accessibility. The best examples of this include the accessibility guidelines produced by the City to ensure the accessibility of the built environment and the Service Map for providing information on accessibility.

Over the years, the City has prepared accessibility guidelines that are more detailed than the national level, guiding land use planning, regional planning and construction very well. The accessibility ombudsman is involved in the investigation and preparation phase of various projects. Target accessibility levels have been set for public areas and accessibility has been improved in public transport. In construction projects, the principal

designer ensures the realisation of accessibility. Based on the assessment, the accessibility perspective is taken into account well in the planning phase but not always in final inspections.

The realisation of the objectives set in the accessibility indicators is monitored by the Accessibility Working Group, which does not have a named party to whom it should report. The City divisions, service entities and certain services lack contact persons who are in charge of accessibility issues and can influence the realisation of accessibility. Additionally, the City divisions are not providing sufficient accessibility training and orientation organised together with disability organisations. Users such as representatives of disability organisations are not being used sufficiently as experience experts or service testers.

As a theme, the promotion of accessibility has regressed in some ways over the last few years, and it is still in some places considered to be a matter separate from normal activities or a technical solution. The accessibility policies are comprehensive and up-to-date as such, but they need to be clarified. From the point of view of equality, the accessibility of both the environment and services is important.

### The Audit Committee concludes that the City Executive Office and Urban Environment Division must

- define what, to whom and how often the Accessibility Working Group is obligated to report on accessibility;
- ensure that persons responsible for accessibility expertise are appointed for the City divisions to monitor the accessibility of their division, receive feedback on accessibility from the municipality's residents, provide advice and communicate about accessibility to the city's residents;
- increase training related to accessibility for the City divisions' experts in cooperation with disability organisations.

### the Urban Environment Division must

- create procedures for ensuring that accessibility is realised in both new construction and renovation projects. Experience experts must be utilised in the testing of accessibility.

# Digitalisation and electronic services

## Quality of digital services



Do the digital services meet the customers' needs in a high quality manner?



A wide variety of services is available, but there is room for development in their functionality.

The main question in the assessment was whether the digital services meet the customers' needs in a high-quality manner. The sub-questions were: have the digital services required by customers been increased and is a wide variety of them available; are the digital services high quality; and do the customers get the services they need as smoothly as possible. The assessment also examined how the costs of digital services are monitored at City level.

The utilisation of digitalisation is refereed to in several contexts in the City Strategy. The strategy states in general terms that Helsinki aims to be the city in the world that makes the best use of digitalisation. According to the strategy, the City is developing coordinated, efficient and humane services together with its residents and investing in accessible electronic services. Electronic services are a priority, and they are available regardless of the day of the week or time of day. The services will continue to be renewed, taking care of their accessibility and offering electronic services in both of the national languages. According to the report 'Finland's age of artificial intelligence', Finland is moving towards becoming a society that anticipates service needs, which requires efficient utilisation of data and artificial intelligence. Customers want to get services digitally, faster and in a more targeted and personalised

manner. Customers assume that their needs are understood based on the data collected about them in advance, and data collected once is not requested again.

The assessment materials comprised interviews with experts on information management and digital services from the Central Administration and City divisions, replies to requests for information and information received by the Audit Committee's first subcommittee during an assessment visit to the City Executive Office. Additionally, enquiries were sent to experts in charge of the accessibility of the City's electronic service website *asiointi.hel.fi* and city-wide digital services.

### **A wide variety of digital services is available**

It is difficult to assess whether the digital services required by the city's residents have increased, as the number of services depends on how an electronic service is defined. Existing electronic services are discontinued, and new services are introduced in their place. Helsinki has a register of premises that includes an extensive amount of information on both traditional and electronic services. However, not all information about services is necessarily comprehensively available in the register. The concept of electronic service can also refer to customers finding the solution to their need on the website by using the self-care instructions of the Social Services and Health Care Division and chatbots, for example.

The e-services Hel.fi online portal is a large entity that does not contain all the electronic services provided by the City of Helsinki. The total number of electronic services in the e-services portal has remained roughly the same for years. The numbers of both private customers and corporate and community customers who have registered with the e-services portal have increased continuously. When the new customer and patient





data system, Apotti, is put into service in the City of Helsinki Social Services and Health Care Division in autumn 2020, the electronic social and health care services will be transferred to the Maisa service portal. At that time, the services of the e-services portal that have the most customers will be transferred to Maisa. This will change the service portal's role.

Digital services are offered by every City division, so the offering is diverse. The most widely used electronic services of the City include the health care services, the electronic school communications system Wilma and the services for applying for daycare and rental apartments. The library services are also used a great deal. The social and health care services are used the most when measured by number of service transactions, whereas the Urban Environment Division has the greatest number of electronic services. There have not been any great changes in the order of the services used the most or the rate of use recently. The health care contact form is the only service to have seen a slight decrease in the rate of use after the introduction of the national *Omaolo.fi* service, for example, which offers care needs assessments.

The City has a great number of tasks and services that cannot be taken care of electronically. In some tasks, the electronic services are already functioning well. Due to the scope of the City's

operations, there are also services in which they do not function well. The potential for increasing electronic services is high.

### **The services are high quality for the most part, but there is room for development**

Helsinki aims to be the city in the world that makes the best use of digitalisation, but it is challenging to define relevant indicators for the realisation of this objective in practice.

The quality and usability of the City's electronic services are relatively good when the services are assessed at the general level based on the national quality criteria for digital services. These criteria are based on the perspective and customer experience of the user. Among other things, the criteria are used to assess

- whether the service utilises information already available in different registers;
- whether the service offers instructions and support to customers;
- whether the service meets the accessibility requirements and uses plain language;
- whether the service functions in a consistent manner and is available around the clock;
- whether the service-related fees can be paid in the service;

- whether the data security and data protection of the service have been ensured; and
- whether customers are involved in the development of the service.

The City's digital services meet these quality criteria either in full or in part. Additionally, the amount of support requested in the use of digital services is low compared to the total rate of use, which probably means that they function well.

Although the City's electronic services are high quality for the most part, there is still room for development in them. There are differences in quality between services. The City does not define a customer service path in a centralised manner; instead this is done individually in each service. However, the digitalisation of the City's services has been considered from the perspective of the authorities' need for identification, rather than from the perspective of the customer service path. The City's aim is to operate in a customer-oriented manner, but there is no practice in place for customer monitoring. Customer monitoring refers to the likes of web analytics that can be used to monitor and analyse visitors' behaviour on websites or in services, such as the clicking of links or the forms filled in. The services can be developed based on this. Customer orientation does not guide the operations in practice.

The most challenging thing for customers in the use of the services has been finding the digital services. The City's electronic services are divided into various channels, and the website structure is organisation-oriented rather than customer-oriented. Findability is undermined by the fact that the City has not carried out sufficient search engine optimisation on its website, which would be one method of improving the findability of the services.

Some services ask the customers for too much information compared to what is actually needed to provide the service. In some of the services, customers cannot utilise the information they have provided and instead have to enter it again. According to the City's digitalisation programme, this problem could be alleviated by creating city-wide user profiles for customers. The subject of development in the digitalisation programme is the 'Helsinki profile', the idea of which is for the customers themselves to manage their own information and give permission for each service to use the information. In the future, the adoption of the Helsinki profile will also help the City provide customers with customised content that is particularly interesting for them and carry out proactive communications.

The City has a working group that is tasked with ensuring that the accessibility of the City's

digital services meets the statutory requirements as much as possible within the deadlines set by law. There is also a service available that is used to analyse the accessibility of electronic services and identify any needs for repairs and the criticality level of the repairs. The City divisions and public enterprises are responsible for fixing their own systems. The Web Accessibility Directive only forces services to ensure a certain basic level of accessibility. However, a service is not genuinely accessible if the content of the service is not understandable. The accessibility requirements only apply to public administration. However, Helsinki's services may include service entities that were procured from private operators before the effective date of the Web Accessibility Directive and which do not meet the level of accessibility required by law for this reason. A small number of accessibility surveys have been conducted on the City's electronic services. The Social Services and Health Care Division has carried out the highest number of them. The City Executive Office has commissioned a survey on the City's e-services portal.

Feedback on electronic services can be submitted via the City's feedback system. The feedback is forwarded to the service that it concerns but not always to the people who develop the services. For example, customers have indicated that they would like to be able to run more errands online, rather than at customer service points.

What makes the development of the City's digital services challenging is that the City has an enormous number of old systems. It is not possible to adapt electronic services for all of them. In these cases, the City's approach is to not fix the problems but wait until the end of the lifecycle of the system used in the service and then switch to a new one.

The City has sought to improve the usability and findability of the services. For example, the Maisa customer portal that will be put into service in autumn 2020 will gather the electronic social and health care services together into a single user interface. The Culture and Leisure Division has grouped its services into larger entities, i.e. themes, to make the services easier to find. It is also a principle that the City's services can always be used in a way other than digitally.

### **Few digital services allow matters to be taken care of smoothly from start to finish**

The service would be the smoothest if it were offered to customers proactively, i.e. before they themselves ask for it. Then the customer would not have to fill in any forms. However, many of the current electronic services entail filling in



a form, which is not genuine electronic service. For example, only a small number of the City's services in the e-services portal are ones that allow the customer to take care of their business fully digitally from start to finish through the same service channel.

The functionality of the digital services was examined in the assessment with the help of case examples chosen from each City division. Among the example services, the electronic application for the social assistance application form and the event notification service are electronic forms. The services in question cannot be provided fully digitally through the same service channel. If an application or notification needs to be added to, this is not possible in the same service; the customer is forced to handle this matter by e-mail or post, for example. Neither service sends the decision through the e-services portal; instead it is sent to the customer separately. However, the example services can be considered to be smooth if the customer is able to complete an application or notification correctly on the first try.

The City's electronic services do not utilise the customer's basic information in conjunction with identity verification; instead, only the customer's name and personal identity code are used. In the social assistance application, customers can use their old application as a basis, meaning that the customer does not have to enter all the information again, but this is not possible in the event notification service. The information on

the electronic social assistance application form is automatically transferred to the customer data system and is immediately available to the benefits officer. This saves staff time and speeds up the work. This has not been implemented as smoothly in the event notification service, in which the permits officer transfers the information manually. Neither service is offered to customers in an anticipatory manner.

Harrastuspassi deviates from the previously mentioned services. It is a communications channel for young people who are at the age of attending the upper stage of comprehensive school. The objective of the service is to increase the equal opportunities of young people to try out different recreational activities and find a suitable hobby for themselves among them. The service has, for the time being, only been in trial use in Helsinki, and its provision will start in August 2020. The application collects analytics data on young people's recreational activities and recommends activities to young people based on this data. In this sense, the service operates in an anticipatory manner. The key idea of the service is not to seek cost savings; instead, its fundamental purpose is to prevent the social exclusion of young people.

The Education Division's application service for preschool education can be considered to be a good example of an anticipatory digital service. Through this service, the City offers a suitable placement in preschool education at a nearby daycare centre for children approaching

preschool age without the children's guardians having to fill in an application form. A great number of the preschool-aged children in Helsinki participate in ECEC provided by the City, which is why the City already has their information. A suitable placement in preschool education is offered to guardians by text message. The service was tested in two early childhood education regions in January 2020. Of the guardians who received a text message, more than 80 per cent accepted the placement offered. The trial can be considered to be a success, as the placement offered was acceptable to most of the guardians. The service saved time and effort for the municipality's residents and the people processing applications. Based on this positive experience, there are plans to expand the provision of this anticipatory service to all preschool education in Helsinki in 2020.

### **Cost monitoring is not consistent**

For the preparation of a digital strategy, the total expenses of data management and technology were investigated at City level, and it was noted that the recording practices vary. This makes it difficult to perceive the actual costs of digital services and hinders the management related to digital services. The City will specify the practices for planning and recording ICT costs and make them more cohesive during the 2021 budget round as well as in the financial plans for 2022–2023.

### **Conclusions**

The digital services meet the customers' needs in a high-quality manner for the most part, but there is still room for improvement in customer orientation.

A wide variety of digital services is available, but there are still many services that lack the option of digital service, or the services have parts that must be taken care of with other methods. It was noted in the assessment that it is not sensible to reduce the number of services, as defining an individual electronic service is difficult.

In general, the quality and usability of the City's electronic services are good compared to the national quality criteria. However, the quality varies depending on the service. Finding the services can be challenging, as the services are offered through different channels, and the City's website has not been made easy to find in all respects with search engines. Another thing that undermines the findability of the services is the fact that the structure of the City's website is organisation-oriented instead of service-oriented.

The digital services do not utilise previously gathered information about customers much, which causes inconvenience to customers, as they have to enter their information again. As a solution to this, the City is designing a customer profile that would allow the municipality's resi-

dents to manage their own information, share it with any services necessary to them and access content that is of interest to them based on their profile.

The City's electronic services are not fully accessible from the perspective of individuals with disabilities, for example. Accessibility surveys have not been comprehensively carried out on the services, and not all errors will be fixed even based on surveys carried out. Although the City's principle is to offer digital services as the primary option, the City also intends to retain the traditional option in all services to allow all customers to have equal access to services regardless of any disabilities or other limitations.

Not all the digital services are particularly streamlined from the customers' point of view. Only a small proportion of the services can be provided fully digitally from start to finish, through the same service channel. The City's electronic services are typically forms, which may have to be filled in elsewhere than in the service in question. From the customers' point of view, the smoothest thing would be if the service was offered to them without a separate request when the City is already aware of the need for service. A good example of a successful anticipatory service is the application process for a placement in preschool education that was tested in Helsinki in January 2020. Helsinki will seek to increase the range of services offered in an anticipatory manner in the future.

### **The Audit Committee concludes that the City divisions and the City Executive Office must**

- continue to identify services the City can offer before the customer takes the initiative when the City is aware of the need for services;
- develop the interoperability of the services with regard to data that is provided by the customer or accessible to the City through another channel;
- develop the digital services in such a way that customers can run their errands from start to finish through the same service channel;
- retain traditional services alongside digital services in order to ensure equal access to services.

# Electronic health care services



Is use of the electronic health care services smooth and does it meet the needs of the municipality's residents in a high-quality and effective manner?



The electronic health care services are smooth and high quality for the most part, but not all residents of the municipality are able to use the services electronically.

The Audit Committee conducted a joint assessment of the electronic health care services together with the Audit Committees of the cities in the Helsinki Metropolitan Area and the Hospital District of Helsinki and Uusimaa (HUS). The main question in the assessment was whether electronic health care services function smoothly and whether they meet the needs of the municipality's residents in a high-quality and effective manner. Electronic services refer to information and communications technology applications that allow customers to access medical records, test results or general health information, renew prescriptions, make appointments, request referrals and communicate with a professional in a secure manner.

The assessment investigated whether the electronic health care services are available and accessible smoothly. Accessibility refers to things such as whether the service is offered in different language and whether various disabilities and limitations are taken into account in the service provision. Availability refers to things such as whether the services can be used regardless of time and place. In addition to the use of services, the assessment also pertained to self-care and self-treatment. Self-treatment refers to patients caring for their own health or illness independently. Self-care refers to independent treatment of an illness with support from a professional. The assessment used a group of patients with diabetes as a case example.

According to the Helsinki City Strategy, the City invests in accessible electronic services and the utilisation of digitalisation, artificial intelligence and robotisation. Electronic services are a priority, and they are available regardless of the day of the week or time of day. The City ensures the accessibility of the services and offers services and communicates about them in both national languages. According to the strategy, Helsinki will adopt electronic services as widely as possible and systematically collect electronic feedback.

The assessment materials comprised documentation, interviews with health care professionals and individuals in charge of digital services as well as e-mail enquiries in the cities in the Helsinki Metropolitan Area and HUS. The results concerning Helsinki in particular are reported below.

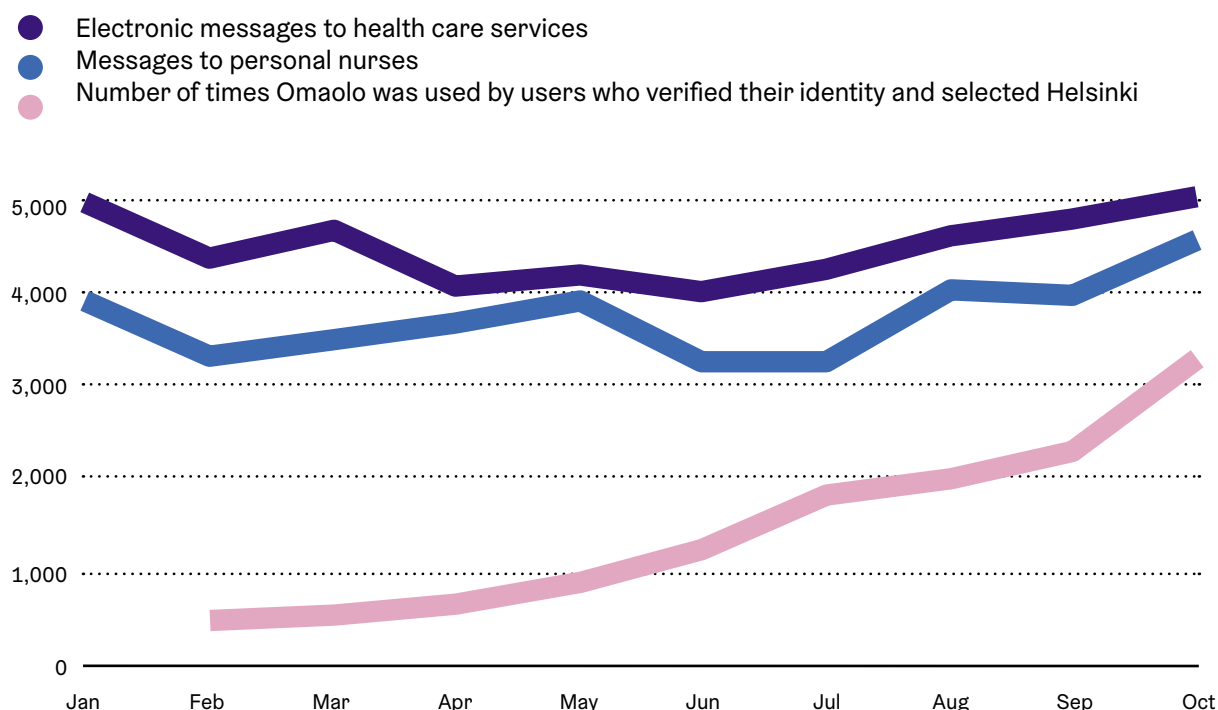
## **Helsinki offers a wide variety of electronic health care services**

Helsinki, just like the other subjects of assessment, provides a great variety of electronic health care services. The health stations in Helsinki can be contacted with an electronic form in which the customer can describe their problem. After this, a professional resolves the customer's problem either directly through electronic services or by phone or assesses the need for care and books and appointment. Those who have a care relationship with a health station can contact their personal nurse through the electronic service, which also allows them to make an appointment if necessary. All the organisations assessed also use chat or chatbot services in their health care services. A chat service refers to a quick written discussion between two people, while in a chatbot service the customer's discussion partner is a computer programme. In Helsinki, all the electronic health care services will be transferred to the Maisa customer portal in autumn 2020 as a result of the adoption of Apotti, a new patient data system.

Helsinki also uses various electronic health care services that are shared with other organisations or used nationally. Examples of these include Health Village, a web service for specialised health care maintained by HUS; the national Omaolo service, in which customers can, among other things, receive a reliable and evidence-based assessment of their need for treatment electronically based on an assessment of symptoms; and the national Kanta Services. Among other things, the Kanta Services include Omakanta, in which citizens can view their own health details

## Quantitative trends in Helsinki's electronic health care services in 2019

Figure 11



and prescriptions as well as request that their prescriptions be renewed.

The Social Services and Health Care Division conducts an assessment of the risks and effects of the data security and data protection of electronic health care services whenever new services and systems are introduced or developed. Similar assessments may not necessarily have been conducted on old services.

### The use of electronic services has increased

Between January and October 2019, the health stations in Helsinki were contacted electronically roughly 4,000–5,000 times per month via the e-services portal. During that same time period, personal nurses received roughly 3,000–4,500 electronic messages per month. Additionally, Omaolo was used by roughly 500–3,000 users per month. (Figure 11)

The use of electronic services offered by HUS also increased between 2017 and 2019. For the other municipalities assessed, information was only available on the number of users at certain times, which is why the trends in the number of users could not be assessed.

For the time being, electronic services are being used alongside traditional services. The de-

velopment of electronic services increases costs at the early stage, but once the services become established, they are expected to replace some of the visits and phone calls. The idea is that if some of the customers receive a solution to their simple problems through electronic services, it improves the access for other customers to services and lowers costs. Determining the cost efficiency of electronic services is made difficult by the fact that customers who have not verified their identity and whose need for services is satisfied through the use of electronic services are not included in the statistics.

### Customer feedback is good, but the findability of services has been criticised

The City of Helsinki Social Services and Health Care Division gathers feedback on its electronic services through a form available on its website, for example. In 2019, a total of 1,041 feedback forms were submitted on electronic health care services or the electronic services of maternity and child health clinics. This amount of feedback is small compared, for example, to the fact that the health stations in Helsinki received more than 50,000 electronic messages via the e-services portal in 2019, and the online portal also offers



several other services. In other words, the feedback received cannot be considered to be a representative sample of the opinions of the users of the services. Roughly half of the feedback was related to technical questions about the services, while the other half concerned the content of the services.

A common point of criticism is that it is difficult for customers find links to the services. In all the municipalities in the Helsinki Metropolitan Area, electronic services were available both via a separate e-services portal or website and via each service's website. HUS has not centralised its services in any one place; instead, they can be found via different websites. Nevertheless, according to the feedback the customers are satisfied with the fact that health care services can be contacted around the clock and that customers receive a reply quickly. The electronic services are available independent of time and place. In Helsinki, customers receive a reply as soon as possible during the health station's opening hours, and messages left before 4 pm on weekdays are replied to on the same day at the latest. Messages sent through the Omaolo service that require urgent processing are also replied to in the evenings, at night and at the weekends. In non-urgent cases, customers can contact their personal nurse electronically. Health stations promise that messages sent to personal nurses will be replied to on the next weekday at the latest.

### **Room for development in the utilisation of information provided by customers**

Electronic services function as part of customers' self-care. Also important in self-care is the information provided by customers on their own health. The implementation of the reception or treatment of patients can be planned more efficiently based on information collected with electronic medical history forms, for example. The health stations in Helsinki can use information provided by customers if a professional requests this information through the patient data system or if the customer uses certain service forms integrated into the patient data system. These types of forms related to self-care or the provision of medical history information are available for monitoring blood pressure or testing the risks of alcohol consumption, for example. However, not all information originally recorded by the customer is entered directly into the patient data system; instead, the information must be recorded by a professional. The adoption of Maisa will increase the opportunities for using information provided by customers.

Health care staff can use previously provided information about the customer within the register boundary, but obtaining information

from another authority always requires separate consent from the customer. Register boundaries form between personal data files set up for different purposes, as the information collected about patients and customers may only be used for the purpose for which it was collected. Because of this, there is a complicated system of permits and consent forms in place in health care for the use of customers' personal information. This system causes many obstacles to smooth operation and is difficult for customers to understand. When giving their consent, customers must identify the specific service for which they are allowing their information to be used. When new services are introduced, consent must always be given for them separately.

### **Not all municipality residents are able to use electronic services**

In Helsinki, as well as the other subjects of assessment, electronic health care services are available in Finnish and Swedish. Only some of the services are available in English. In Helsinki, electronic health care services are not available in plain language, but all the cities included in the assessment and HUS have a joint plain language website. Plain language is easier than standard language in terms of content, vocabulary and structure, which is beneficial to people with disabilities, attention deficit disorder, learning disabilities, dysphasia or dementia as well as some immigrants, among others.

Various disabilities and limitations have not been taken into account in all respects in the electronic services currently available. Accessibility surveys on electronic health care services have been conducted in Helsinki for both the services of the *asiointi.hel.fi* portal and chat and chatbot services. According to the surveys, there were things that needed to be rectified in the services. The City is in the process of rectifying all critical errors and some of the other errors. As some errors will still remain, the services cannot necessarily be made to fully comply with the accessibility requirements. However, the City also always offers face-to-face and phone services alongside electronic services to provide everyone with equal access to services. The services also allow customers to run errands on another individual's behalf if the individual in question has given their permission.

According to information received from Vantaa, the Maisa customer portal already complies with the legislation on the accessibility of digital services. However, there is also continuous room for improvement in the accessibility of the Maisa portal, which is why it will be regularly assessed by an external operator.

## Electronic blood glucose monitoring helps in the self-care of patients with hard to control diabetes

The consultation outpatient clinic in Helsinki, where patients with hard to control diabetes are treated, utilises blood glucose monitoring data and information about lifestyle care, such as meals and physical activity, that are provided by patients themselves. If the patient meets the criteria based on the Current Care Guidelines, they can be provided with a device and software that sense blood glucose levels. These types of devices and software are also used similarly in the other subjects of assessment. This allows the patient to do things such as scan their own blood glucose level with a phone app that conveys the data directly to a diabetes nurse or doctor. Based on the results, the outpatient clinic can schedule a remote appointment in which a professional will contact the patient by phone or via electronic services. Use of blood glucose monitoring devices and software related to them supports the self-care management of diabetics. If there are problems in the therapeutic equilibrium of a diabetes patient, the patient can be treated with the help of electronic monitoring as well as self-care management provided based on the monitoring by a nurse remotely or during a visit in such a way that it saves the working time of doctors. Electronic monitoring combined with remote care also reaches patients who are difficult to persuade to measure their blood glucose levels by other means or to come in for an appointment. Examples of such patients include young people at risk of social exclusion and patients with panic disorder. Therefore, electronic monitoring of diabetes can increase health benefits.

## Conclusions

Use of electronic health care services is smooth for the most part and meets the needs of the municipality's residents in a high-quality and effective manner.

The range of electronic services available is broad. They have provided the municipality's residents with a service channel that is independent of time and place. Electronic services also make it possible to reach customers who would otherwise not be reached by services. The coverage of health care services can thus be expanded, resulting in greater health benefits. It has been found to be a problem that the electronic services are not easily findable on the City's website, for example, as the services can be found via various routes.

However, not all residents of the municipality are able to use the electronic services due to different disabilities or limitations, which means

that the electronic services do not reach everyone. Because of this, traditional methods of using services, such as visits and phone calls, remain in use. As not everyone will be able to use the electronic services in the future either, it is important for the traditional service channels to remain available as ways to use services.

There is still room for development in the accessibility of the electronic services. Not all the electronic services available in Finnish and Swedish are comprehensively available in English or plain language. If they were, it would provide people such as immigrants, disabled people or people with dementia to access services more easily. Furthermore, the services do not fully comply with the accessibility requirements, as not all the errors found during accessibility surveys will be rectified. In autumn 2020, Helsinki will transfer its electronic health care services to the Maisa customer portal, in which the services are better in compliance with the Web Accessibility Directive. However, there is also continuous room for development in the accessibility of the Maisa portal. Shortcomings in meeting the accessibility requirements hinder disabled customers in particular when they use services.

## The Audit Committee concludes that the Social Services and Health Care Division must

- continue to make it possible for traditional service channels to be used in the future to ensure that equality is realised for different groups of customers;
- take the different disabilities and limitations of users into account better in electronic services;
- pay more attention to the findability of the electronic services on the City website;
- safeguard the equal accessibility of electronic services in Finnish, Swedish and English and seek to provide services in plain language.

# Realisation of digitalisation in basic education



Had the digitalisation of basic education progressed in accordance with the City's digitalisation programme for 2016–2019?



Digital environments, systems and equipment have been introduced in accordance with the digitalisation programme, but the teachers' skills have not developed as planned.

The main question in the assessment was whether the objectives of the City of Helsinki's digitalisation programme for education 2016–2019 have been achieved in basic education. The sub-questions were: has the digitalisation of basic education promoted the learning of pupils; have the pedagogical, digital and leadership skills of teachers and rectors developed; has the pedagogical operating culture become participatory, networked and capable of sharing information according to the programme; and does basic education have access to sufficient and functional digital environments, systems and equipment.

The City Strategy states in general terms that Helsinki aims to be the city in the world that makes the best use of digitalisation. Digital technology enriches learning and makes learning possible regardless of time and place. According to the strategy, Helsinki is building a Smart School operating model that will innovate and implement pedagogical solutions of the future. Data analytics allow for individual progress in learning. The development of the digitalisation of education between 2016 and 2019 has been guided by the City's digitalisation programme for education. In addition to comprehensive schools, the programme was targeted at general upper secondary schools and vocational schools. The subject of assessment was narrowed down to the realisation of digitalisation in comprehensive schools.

The assessment materials used included the results of self-assessments related to the use of information technology in education, responses

sent by the management and experts of the Education Division to an e-mail enquiry, other materials received from the division and information obtained during an assessment visit to the Education Division. The assessment also used documentation as well as reports by the Finnish Education Evaluation Centre (FINEEC) on learning outcomes at the schools in Helsinki.

## **Sufficient monitoring data was not obtained on the development of learning outcomes during the digitalisation programme**

The objective of the City of Helsinki's digitalisation programme for education was to promote and safeguard the good learning conditions required by pupils in an information society and increase the effectiveness, performance and efficiency of education. According to Helsinki's curriculum for basic education, information and communications technology (ICT) is a tool that supports learning and is also itself a subject of learning. In other words, the effects of digitalisation should manifest as better learning outcomes and development in pupils' ICT skills.

The indicators of the Helsinki City Strategy 2017–2021 include the international PISA study conducted by the OECD in 2015 and 2018 that measured the skills of 15-year-old pupils. The first results for 2018 were not published until the beginning of December 2019, and the results for Helsinki were not available when this assessment was prepared. Based on the first reports of the 2018 study, the average results of the pupils in the Helsinki Metropolitan Area were better than elsewhere in the world with regard to all content areas, but these differences were substantially smaller than in the previous PISA survey in 2015. In the Helsinki Metropolitan Area, the variation in skill levels was greater than in the rest of the country.

This assessment had access to national assessments of the A1- and A2-level English and first language skills of comprehensive school pupils, conducted in 2018 and 2019, but as corresponding assessments were not available for previous years, the development of the learning outcomes of the pupils of the schools in Helsinki could not be compared during the digitalisation programme. In the national assessments, the pupils have also been asked about different learning practices, such as the use of digital devices, but

this background material will not be reported until the second phase of the national assessment in 2021.

During the digitalisation programme for education, the schools in Helsinki have also participated in national self-assessment surveys on the use of information technology in education (Oppika). In practice, the self-assessments primarily survey the use of devices, software and applications, rather than the actual IT skills of the pupils. Based on the assessment results, it cannot be deduced whether digital education at school has affected pupils' digital skills, as the pupils may also have learned their skills outside school. The development of the pupils' digital skills as a result of the digitalisation programme for education also cannot be compared based on the self-assessments because comprehensive results from the schools in Helsinki are only available for 2019. Actual skills testing was also carried out alongside Oppika, but a municipality-specific breakdown of the results has not been provided of the sample.

According to the digitalisation programme for education, the intention is to support the individual learning of pupils by utilising data analytics. However, with the exception of some trials, data analytics had not yet been adopted by the end of 2019. Data analytics were part of the information system development process in the Education Division, which was launched late.

### **Teachers failed to reach the target levels in digital skills**

The pedagogical and digital skills of teachers have fallen below the target levels in the City of Helsinki's digitalisation programme for education. The indicator for this target level was earning *digi.hel.fi* open badges. In 2019, the teachers of both Finnish- and Swedish-language comprehensive schools were behind the target at all skill levels in this respect. (Figure 12)

The greatest reason for the failure to reach the targets is the small amount of training offered relative to the amount needed as well as the low participation rate of teachers in training offered that corresponds to the *digi.hel.fi* skill levels.

In 2017, 45 per cent of the teachers of schools in Helsinki who responded to the national Opeka self-assessment survey intended for teachers considered their own ICT capabilities and knowledge to be sufficient compared to the target levels set in the curriculum. In 2018, the corresponding proportion was 52 per cent. According to the survey, the ICT capabilities of teachers from Helsinki were better than those of teachers nationwide in both years. However, the proportion of teachers who consider their ICT capabilities and knowledge to be sufficient is alarmingly low both in Helsinki and nationwide.

According to the City division's own assessment, the skills of rectors have improved thanks to the digitalisation programme. Rectors have participated actively in various training modules in accordance with the programme. According to the rectors' responses to the self-assessment survey, the schools are committed to advancing the objectives of the digitalisation programme and the change in operating culture.

### **The pedagogical operating culture of schools has changed**

All the comprehensive schools in the city had their own digital development targets in 2018 and 2019. Almost all the Finnish-language comprehensive schools examined were able to achieve their digital development target either in full or in part. The information on Swedish-language schools was obtained for the assessment so late that there was not enough time to analyse it. The most common digital development themes in Finnish-language comprehensive schools were renewing the learning process and changing and strengthening the operating culture. The theme of renewing the learning process incorporated development targets related to assessment culture and portfolio work. The theme of changing and strengthening the operating culture incorporated specification of the schools' vision and objectives, among other things. These two themes accounted for 73 per cent of the digital development targets of the Finnish-language comprehensive schools.

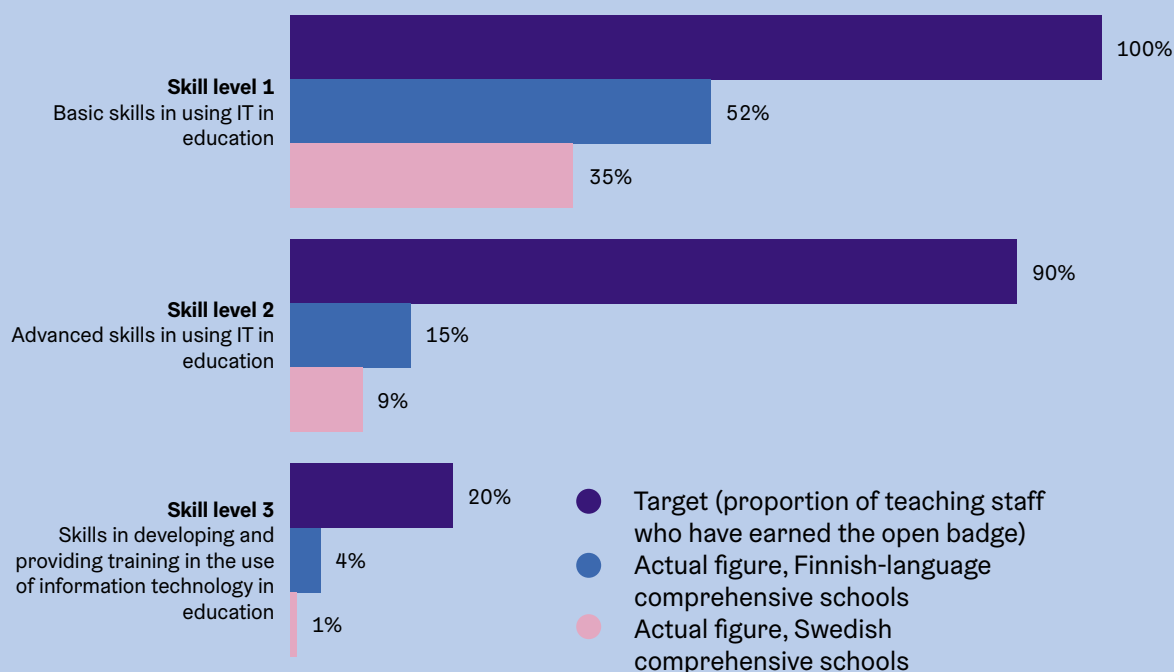
Platforms are available in basic education for development and sharing ideas. Information can be shared through the Yammer and Teams apps as well as on the Opehuone and Helsinki learns websites. As a result of the change in operating culture, new operating models and new approaches to work have been created in many schools. However, there is still enough room for development in these to take a long time.

### **Teachers and rectors have different developer networks**

The most essential developer networks that support teachers are the network of expert teachers and tutor teachers at schools. Tutor teachers support the senior management in pedagogical development work in their own schools. The duties of tutor teachers include supporting their colleagues in their work, incorporating the latest innovations of digitalisation into work and training staff in the adoption of new operating methods. The purpose of the network of experts is for the developers of digital education at all school levels to work together in the network. The objective is to be able to provide the large group of teachers in the Helsinki region with training and events both regionally and at city level. Networking is

## Digi.hel.fi skill levels and the status of open badges earned after the end of Helsinki's digitalisation programme for education

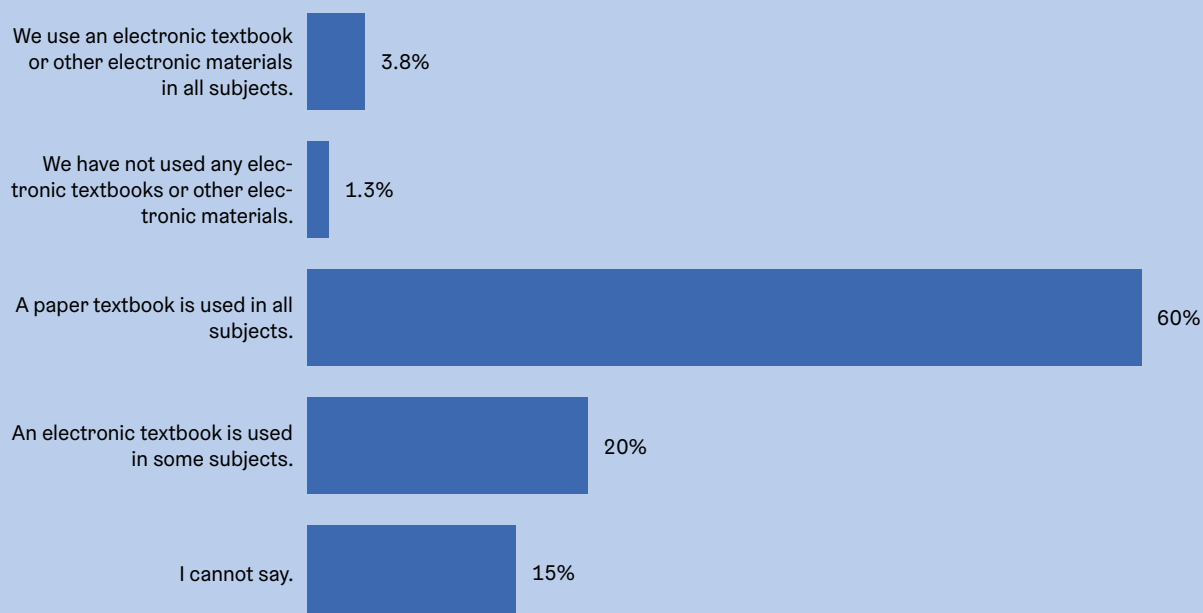
Figure 12



## Oppika survey 2019, Helsinki, 8th grade

Figure 13

*Responses to the question 'Of the options below, choose the one that best describes your situation at school'*





also supported by 'InnoSchools' in basic education and the Helsinki Education Week event.

**The digital environments, systems and equipment are sufficient, but they must be updated and developed**

Based on the observations made in the assessment, the basic education provided in Helsinki currently has sufficient and functional digital environments, systems and equipment. However, problems also occurred in them during the digitalisation programme for education with regard to the functionality of networks or the availability of equipment. In accordance with the objectives, all permanent teachers in basic education have been provided with a laptop for educational use, and all pupils at the upper stage of comprehensive school have a laptop. The equipment situation is also good with regard to other school years. However, the first devices are reaching the end of

their lifecycle, which causes a need for new equipment to be procured. The division is aware of this.

Renewing the wireless network at schools has been a large-scale project. All schools have a functional wireless network, but there have been problems in the network's capacity, according to the rectors. According to the division, the capacity issues experienced may, in fact, be due to the insufficiency of IP addresses. The largest schools use a technical solution intended for the distribution of IP addresses that has reached the end of its lifecycle. The division worked to rectify the situation during the assessment.

Almost all the equipment used by the comprehensive schools in Helsinki can be connected to wireless presentation technology. The equipment includes video projectors and commercial displays. Cloud services are used in education provided at comprehensive schools, particularly in portfolio work. A portfolio is a collection of the

pupil's works, to which self-assessments and comments from teachers are added. Portfolio learning is implemented at all comprehensive schools of the City of Helsinki in accordance with the indicator 'We provide every learner with individually suitable ways to learn and study' of the Education Division's budgetary objective for 2019. The second indicator for this objective was that 80 per cent of learners use a digital portfolio. According to the financial statements for 2019, 88.7 per cent of the pupils in Finnish-language comprehensive education and 94.3 per cent of the pupils in Swedish-language comprehensive education had a digital portfolio to support the assessment process, so this indicator was also met. Based on the information obtained in the assessment, it appears that the new assessment model created in conjunction with the renewal of operating methods and the learning process has been received well by the City of Helsinki's comprehensive schools. The division's objective is that pupils' learning process is viewed as a whole and that portfolio work follows pupils throughout their learning path. In some of the schools, portfolio work is the primary tool for assessing learning, but it has been launched more slowly in some of the schools.

### **Digital learning materials are used to a minimal extent**

The objective of the digitalisation programme for education was that every learner has access to digital learning materials. The measure related to this objective was procuring digital materials adhering to current notions of learning for the schools to use. In 2019, 60 per cent of the 8th grade pupils in Helsinki who responded to the Oppika survey stated that a paper textbook is used in all school subjects. According to 20 per cent of the pupils, an electronic textbook was used in some subjects. According to 3.8 per cent, an electronic textbook is used in every subject. (Figure 13)

According to the division, the limited use of digital learning materials is due to the insufficiency of suitable materials. If a textbook is simply technically converted into a digital format, it does not offer additional pedagogical value compared to an ordinary book, unless it offers a completely different way of studying to that a book offers. However, these types of materials are not very widely available.

### **Conclusions**

The objectives of the City of Helsinki's digitalisation programme for education 2016–2019 have been achieved in some aspects in basic education. The pedagogical operating culture of comprehensive schools has become participatory, networked and capable of sharing information.

Additionally, basic education currently has sufficient and functional digital environments, systems and equipment. However, they have reached the end of their lifecycle in many respects, meaning that they need to be serviced and replaced. There was not enough time to properly introduce data analytics, which were intended to support the individual learning of pupils, in accordance with the digitalisation programme for education, as the information system development in the Education Division was behind schedule.

Based on the assessment, it cannot be said whether the digitalisation programme for education has promoted the learning of pupils or the development of digital skills, as the division did not have sufficient monitoring data. Reference materials would have been required for the period from before the launch of the digitalisation programme in 2016 until the end of the programme in order for the connection of digitalisation to learning outcomes to be assessed.

The pedagogical and digital skills of teachers have not developed in accordance with the objectives of the City of Helsinki's digitalisation programme for education, as the training available has been insufficient relative to the need. The participation of teachers in the training available has not been particularly high.

### **The Audit Committee concludes that the Education Division must**

- ensure that it will have sufficient monitoring data on pupils' learning outcomes in different subjects as well as the development of ICT skills in the future;
- continue the measures for introducing data analytics to support individual teaching;
- ensure that teachers are offered a sufficient range of training opportunities that strengthen their pedagogical and digital skills and are able to make use of them;
- monitor the digital environments, systems and equipment installed, as well as develop and replace them as necessary, and identify the cost benefits of introducing leased equipment.

# Health and well-being from services

## Quality control of 24-hour care of the elderly



Is the quality control of the 24-hour care organised by the City for the elderly sufficient?



The quality control can be considered to be satisfactory in the City's own service provision and sufficient in purchased services.

The main question in the assessment was whether the quality control of the long-term 24-hour assisted living and institutional care provided for the elderly by the City is sufficient. Separate assessment memos were prepared on the quality control of the City's own service provision and purchased services.

The quality control of the City's own service provision was examined by assessing whether the City has prepared a plan for supporting the older population in accordance with the Act on Supporting the Functional Capacity of the Older Population and on Social and Health Services for Older Persons; whether an in-house control plan has been prepared; and whether control visits are carried out to the City's own units. The quality control of purchased services was examined by assessing the quality control of services agreed upon and whether the client has had an opportunity to intervene in any shortcomings. In addition to written materials, an interview was conducted with the management responsible for 24-hour care and requests for information were sent. The view of the Council of the Elderly was also obtained for the assessment.

According to the Helsinki City Strategy for 2017–2021, the access of the elderly to 24-hour care is ensured when the provision of care can no longer be ensured at home. The availability and quality of the services are assessed regularly. 24-hour care refers to intensive assisted living and institutional care as referred to in the Social Welfare Act.

The quality of 24-hour care is regulated by the Act on Supporting the Functional Capacity of the Older Population and on Social and Health Services for Older Persons ('Elderly Services Act'), the Social Welfare Act and the Act on Private Social Services. In addition to these Acts, the Ministry of Social Affairs and Health issued a quality recommendation on ensuring healthy ageing and the improvement of services for 2017–2019. Valvira issued a regulation concerning the content and processing of in-house control plans in 2015. The Elderly Services Act and quality recommendation are currently being renewed.

### **Attempts to increase assisted living instead of institutional care**

Reducing institutional care and increasing assisted living have been both national objectives and objectives of the City for a long time. The City of Helsinki provides 24-hour care for the elderly in the form of assisted living and institutional care at 20 different senior centres and assisted living facilities. Helsinki procures intensive assisted living from private service providers through a tender process and institutional care directly from Helsingin Seniorisäätiö. The City's own service provision and purchased services are roughly the same in quantity (Table 9). Both institutional care and assisted living have decreased.

In order to be admitted to 24-hour care, the individual must receive a favourable decision in the investigation, assessment and placement (SAS) process. After this, the customer is placed in the

## 24-hour care beds between 2014 and 2018

Table 9

	2014	2015	2016	2017	2018	change 2014 –2018, %	change 2014 –2018, number
<b>Organised by the City</b>							
Assisted living	1,601	1,561	1,546	1,572	1,565	–2.2	–36
Institutional care	994	956	882	830	818	–17.7	–176
<b>Purchased services</b>							
Assisted living	1,441	1,457	1,056	1,246	1,226	–14.9	–215
Institutional care	651	628	651	526	506	–22.3	–145
<b>In total</b>	<b>4,687</b>	<b>4,602</b>	<b>4,135</b>	<b>4,174</b>	<b>4,115</b>	<b>–12.2</b>	<b>–572</b>



first available appropriate unit in an assisted living facility or institutional care, provided either by the City or as a purchased service. Both are subject to the same quality requirements. These quality requirements are listed in the service description of 24-hour care that is used when tendering for assisted living services.

### **The Helsinki Programme for the Elderly does not assess the sufficiency and quality of the services**

Helsinki has prepared a welfare plan for the population for the period 2019–2021. The plan was accepted by the City Council in June 2019. One of the parts included in the plan is the Helsinki Programme for the Elderly, which serves as the City of Helsinki's statutory plan for supporting the well-being of the older population as well as organising and developing the services required by elderly individuals. The plan includes objectives, measures and indicators for monitoring the implementation of the measures. The Welfare and Health Barometer (Stadin HYTE-barometri) is published annually, covering the realisation of the objectives and measures as well as their impacts on well-being and health. At the end of the City Council's period of office, the reports are incorporated into a more extensive welfare report by the City.

According to the Elderly Services Act, municipalities must assess the status of the well-being of the older population, as well as the sufficiency and quality of the services available and the factors affecting the needs for services, in their statutory plan. The City's Council of the Elderly has participated in the preparation of the Helsinki Programme for the Elderly, but it has expressed to the Social Services and Health Care Division that it is dissatisfied with the fact that the programme does not include assessment of the sufficiency and quality of the services. The Social Services and Health Care Division has responded to the council that separate reporting will not be carried out and that assessment is included in normal monitoring of operations. Helsinki's welfare plan for 2019–2021 and the Welfare and Health Barometer 2019 do not include assessment of the sufficiency and quality of the services required by elderly individuals.

### **Systematic monitoring of in-house control plans started in 2019**

Different types of in-house control plans were prepared in the hospital, rehabilitation and care services and operational units of the Social Services and Health Care Division for the first time in 2015. In 2019, a separate in-house control plan was prepared for the hospital, rehabilitation

and care services, and the operational units were instructed to prepare unit-specific plans during spring 2019.

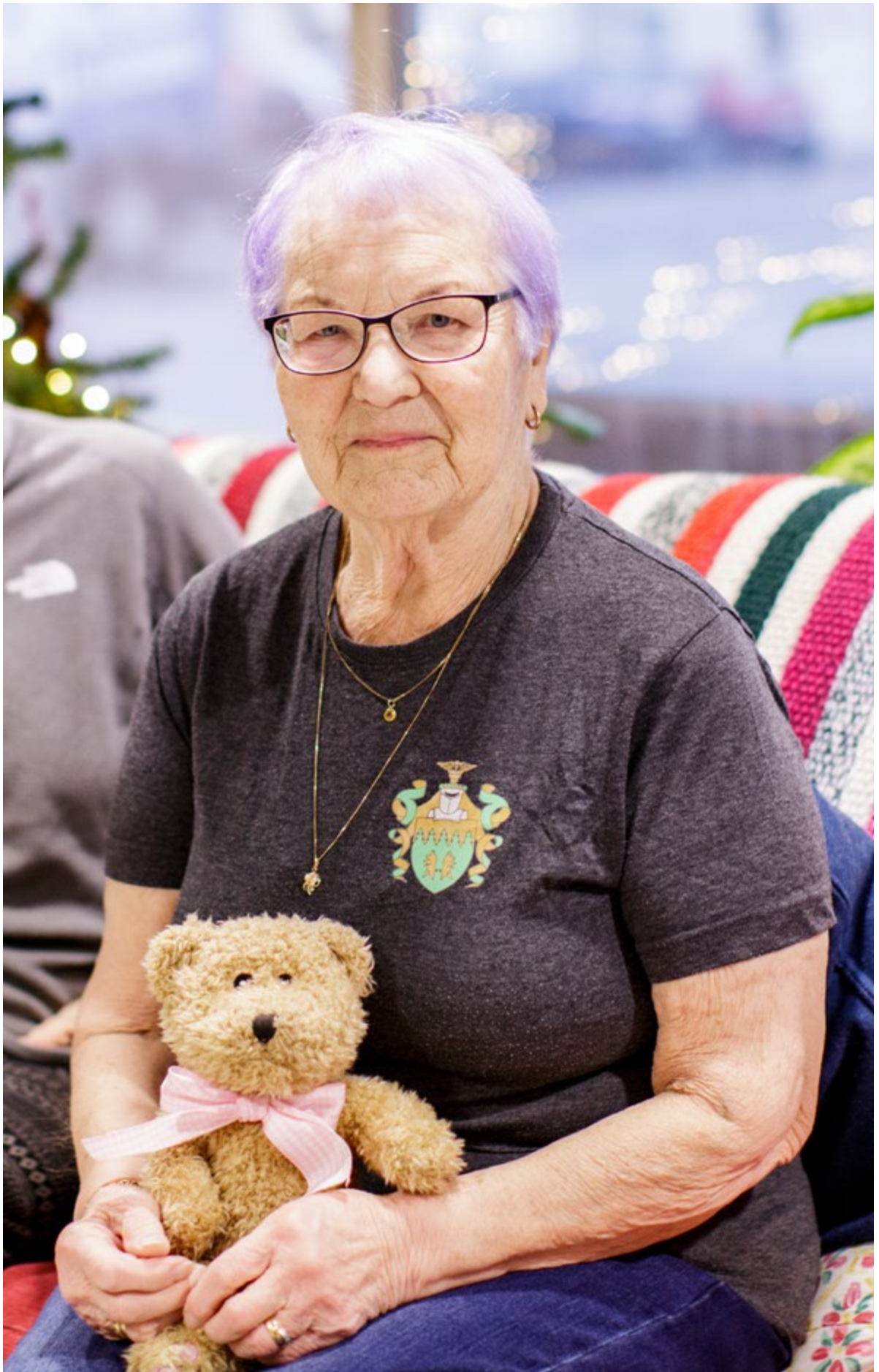
The in-house control plans describe the key methods of quality assurance. The in-house control plans comprise the following sections: risk management; the customer's status, rights and legal protection; in-house control of the service's content; and HR management and safe working conditions. Each section includes the quality factors related to the theme as well as their monitoring intervals and the responsible parties. The implementation of the plans is monitored with the help of self-assessment tables. The units are still learning about systematic self-assessment of in-house control plans.

The things monitored in the self-assessment of in-house control plans are discussed in meetings of work units, subunits and operational units, and the management teams of service areas. Quality monitoring and control is implemented as normal managerial work. The in-house control plans and the processes related to them will be developed and updated in spring 2020.

The in-house control plans are publicly available on the Social Services and Health Care Division website and they comply with Valvira's guidelines.

The Social Services and Health Care Division has a team that monitors the safety of customers and patients, as well as experts in quality and care work. The experts systematically carry out audit visits to their own operational units in relation to in-house control plans, recording of care work or hygiene-related matters, for example. The results are discussed in service areas and operational units. Surveys conducted among customers and their family members are also utilised in the development of quality. Six in-house control coordinators (IHCP coordination team) monitor and develop in-house control plans alongside their own work. They have felt the time spent on development work to be insufficient.

Additionally, the Social Services and Health Care Division has long been utilising the Resident Assessment Instrument (RAI) for measuring the physical condition of customers as well as the HaiPro reporting system for safety incidents in health care organisations for monitoring quality deviations in the operational units. In the last few years, quality targets have been set for the RAI indicators, and the monitoring of quality deviations has also been applied to social services (SPro reporting system).



## **Private service providers are controlled actively and in many ways**

The service description of 24-hour care, the aim of which is to ensure the quality of both the City's own services and purchased services, provides a detailed foundation for cooperation between the client and service providers. As the client, the City has strong confidence in cooperation and trust in quality control. Before a tender process is carried out, workshops are held for potential service providers. The 23-page service description is reviewed together with the service providers. An extensive overall audit is first carried out on a service provider that is launching its operations. Cooperation meetings and annual negotiations are held with the service providers, audits are carried out and feedback sessions related to the audits are held. The topics addressed at cooperation meetings include in-house control of units, RAI measurement, hygiene, staffing, care plans, matters related to pharmacotherapy and medical supplies, complaints and reminders, data security, nutrition and control, among other things. Additionally, the City conducts control and inspection visits according to the annual control plan.

Risk-based visits are conducted based on observations both as agreed upon and without prior notice. Private service providers also have a participation quota in quality control and measurement training provided by the City. With regard to reminders and complaints received from private service provider units and elsewhere, the City has contacted corporate management to rectify any shortcomings. An additional planning officer was recruited for control work in 2019, which allowed control visits to be increased significantly.

There has been no need to use the financial sanctions mentioned in the agreement during the agreement period of 2017–2019. If any deficiencies are noticed in quality, the City starts monitoring the unit. The number of units under monitoring due to deficiencies in quality has clearly decreased during the agreement period. In 2019, only two units of one service provider were still under monitoring. The heaviest method that can be used to intervene in deficiencies is that the City no longer refers customers to the unit in question. This method was used once in 2018 and twice in 2019.

## **Deficiencies in quality are often a consequence of a shortage of staff**

Customers and their family members have the right to send reminders to the City regarding deficiencies in the quality of services. In 2019, by September, 33 reminders had been sent. The reminders usually pertained to care or care out-

comes. There is noticeable growth in the number of reminders.

In 2019, the Regional State Administrative Agency of Southern Finland received three complaints about public services and 18 complaints about private services from the housing service units in the Helsinki region. The Regional State Administrative Agency itself also initiated four control processes related to public housing services and 30 processes related to private housing services. The main grounds for the complaints were observations about the number and structure of staff as well as the quality and content of services.

The number of control visits conducted to the City's 24-hour care units has varied from one to seven per year between 2014 and 2019. The main grounds for these control visits have been the quality and content of services as well as the number and structure of staff. No major shortcomings in quality have been found, even though there have been individual deficiencies. The number of control visits conducted to private care units has varied from 10 to 48 per year during the same time period. The grounds for the control visits have been the same as for the City's own units.

The deficiencies in quality identified in the reminders and complaints, as well as during control and inspection visits, have most often been a consequence of a shortage of staff.

## **Conclusions**

The quality control of the 24-hour care of the elderly can be considered to be satisfactory in the City's own service provision and sufficient in purchased services. The quality control of purchased services has been more organised, systematic and frequent than the quality control of the City's own service provision.

The City has prepared the Helsinki Programme for the Elderly, i.e. a plan of services for the elderly. The Council of the Elderly has been involved in preparing the plan but is dissatisfied with the fact that assessment of the sufficiency and quality of the services has not been incorporated into the programme.

The Social Services and Health Care Division assesses and monitors the physical condition of customers (RAI) and quality deviations in health care (HaiPro). The City's own service provision is controlled as part of normal managerial work. The in-house control plans and self-assessment tables were prepared coherently in 2019. The operational units are still learning about large-scale utilisation of self-assessment in-house control plans. The in-house control and self-assessment of units is coordinated by six individuals alongside

their own work. They feel that the existing resources are not sufficient to support and develop the in-house control of the operational units.

The same level of quality is required of the City's own service provision and purchased services. Both are subject to audits as well as control and inspection visits. Additionally, the City reviews the service description and holds cooperation meetings and annual meetings together with the providers of the purchased services. If any deficiencies in quality are identified, the units are monitored more frequently. The resources for controlling purchased services increased in 2019, which has facilitated more efficient monitoring. Deficiencies in quality are responded to with reminders and financial sanctions or by not referring customers to these units. The latter method has only needed to be used to a limited extent.

As shortcomings are often related to a shortage of staff in both the public and private sectors, problems may continue to occur due to the shortage of staff in the health care sector.

#### **The Audit Committee concludes that**

**the Social Services and Health Care Division must**

- **conduct annual assessments of the sufficiency and quality of social services for the elderly together with the Council of the Elderly to support the City's decision-making, financial planning and reporting on well-being;**
- **reserve more resources for supporting, monitoring and developing the in-house control of operational units.**



## Availability and performance of oral health care services



Are the oral health care services effective and does the availability of non-urgent care comply with the law?



The care is high quality but difficult to access.

The main question in the assessment was whether the availability of oral health care services is at the level provided for by law and the City's own policies. The assessment examined whether the provision of non-urgent care has started within the time period provided by law; whether access to care is equal regardless of the customer's residential area, first language or age; and whether

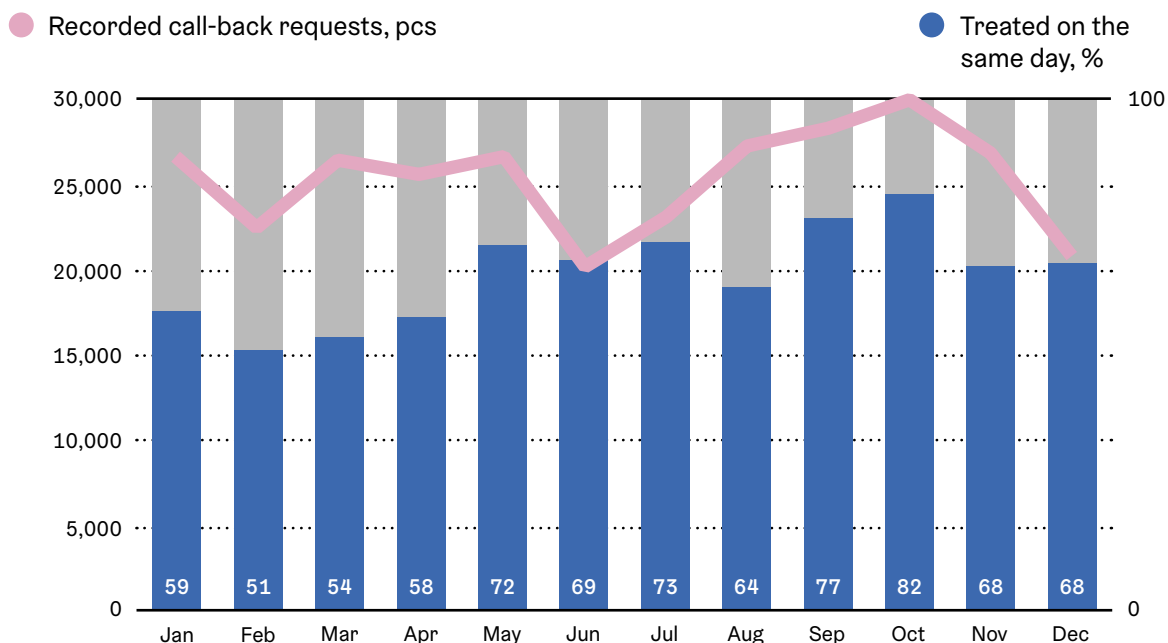
the performance of the oral health care services has improved.

According to the Helsinki City Strategy, the City's primary purpose is to provide its residents with high-quality services and ensure their accessibility. The services are developed so as to improve their performance and the customer experience. The City provides services both in Finnish and Swedish. The key indicators of the City's performance include resident and user satisfaction. The City's budget for 2019 anticipated that the need for oral health care services would grow. The demand has increased due to population growth, the large co-payment in public sector customer fees, and the increase in the number of immigrants and elderly people with teeth.

The assessment materials comprised the statistics of the City of Helsinki Social Services and Health Care Division and the National Institute for Health and Welfare (THL) as well as the results of a national customer feedback survey on oral

## Proportion that call-back requests responded to within the same day account for of all call-back requests received by oral health care services in Helsinki in 2019

Figure 14



health care services. Documentation was also used, in addition to information obtained from the management of the oral health care services by e-mail and through interviews.

### Appointment booking has functioned insufficiently

According to the Health Care Act, patients must be able to contact a health care centre or other health care unit without delay during office hours on weekdays. Helsinki has interpreted that it is operating according to the Act if the patient who called the appointment booking service was called back on the same day. However, the call-back service was closed for a number of days in 2019. The highest number of such days occurred in January and February 2019, when they numbered 39. Between September and December 2019, there were only three such days. In January 2020, the situation had once again worsened.

The issues in making contact worsened when the oral health care services switched to using the Lifecare patient data system in February 2018. The appointment booking phoneline for non-urgent appointments in the call-back system had to be shut down on an almost daily basis. The replacement of the patient data system was necessary, as the previous system was incompatible with the national Kanta Patient Data Repository. Because of this, it was not possible to return to the old system even though the new one proved

to be bad. A long time was spent fixing the numerous problems in the patient data system, but it was not until several version changes later that the version put into service in October 2019 fixed most of the problems. The closures of the appointment booking service in January 2020 were contributed to by a great number of instances of sick leave among staff and an exceptionally large number of phone calls.

Even on days when the call-back system has been in use on the phoneline for non-urgent appointments, not all recorded call-back requests have been responded to on the same day. In 2019, 59–82 per cent of the call-back requests were responded to on the same day, depending on the month. The smallest percentage of call-backs on the same day in 2019 occurred in February, while the largest percentage occurred in October (Figure 14).

The efficiency of appointment booking has decreased continuously between 2017 and 2019. In January 2017, one individual handled an average of 590 customer contacts per month, while in March 2019 the average number was down to 450. The management of the oral health care services have looked into the matter by observing the appointment booking process. Some of the factors affecting the efficiency of appointment booking depend on operations management, changes in workflows and recording practices, and the actions of the employees working in ap-

pointment booking. According to the management of the oral health care services, good operating practices should be standardised. The oral health care services have started categorising phone calls based on their content in order to get an idea about the necessary management and development measures.

### **The average wait time for non-urgent care was 69 days**

According to the Health Care Act, care must be provided within three months of the assessment of the need for care or within six months at the latest if it does not jeopardise the patient's health. The City's budgetary objective for 2019 was stricter than this: the non-urgent care of all customers of the oral health care services had to start within 90 days of the assessment of the need for care.

Due to the problems in the patient data system, the information mentioned above could not be obtained, which is why the oral health care services have used the T3 indicator as a replacement indicator for wait times for access to care. This indicator measures the means of the third available time slot for non-urgent care at a dental clinic in calendar days. According to the indicator, the average wait time for a non-urgent care appointment was 69 days from the assessment of the need for care. However, the T3 indicator cannot be used to assess the achievement of the budgetary objective. For that purpose, information is required on how much time has passed for each patient from the assessment of the need for care to the actual appointment. Reliable statistical data is not available on this indicator, as some of the care paths had been left open in the data transferred to THL in 2018 and 2019 due to a software error in the patient data system. The oral health care services have also used varying practices in recording assessments of the need for care. During the assessment, the oral health care services rectified its recording practices in such a way that an assessment of the need for care is conducted on all patients.

### **Equality is realised in oral health care**

The equality of access to non-urgent care was examined in the assessment from the perspectives of regional, linguistic and age equality. According to the management of the oral health care services, the customer's need for care always determines the customer's need for services. There is a legal basis for this. There is great variation in the wait times for access to care between dental clinics located in different areas, but working-age customers are offered an available time slot at any dental clinic of the City that has an available time slot that meets the patient's need for care. Children and young people, as well as the elderly

and people with reduced mobility, are primarily offered appointments at their local clinic. Swedish-language services are centralised in certain dental clinics, and the appointment bookers are able to refer Swedish-speaking customers to staff who are proficient in Swedish. For bilingual customers, choosing a unit that provides services in Swedish is voluntary, and they may also pick Finnish-language services in their local area, for example. There is no numerical reference data on access to care according to language or more accurate information on the quality of Swedish-language services. However, the oral health care services have not received negative feedback on the language proficiency of the dentists who provide their services in Swedish.

Customers' access to oral health care is not dependent on age but the need for care and its urgency. Helsinki's oral health care services comply with the legal provisions on oral health care services for children and young people. These provisions are related to periodic examinations of children at certain ages and the provision of intensive health care for children at risk of oral disease, for example. Additionally, the oral health care services in Helsinki are, in particular, seeking to focus their health promotion resources on the older population in order to prevent an increase in the need for care as the older population group grows.

### **Costs remained the same between 2017 and 2018**

In the assessment, the examination of the performance of the oral health care services was narrowed down to the perspectives of economy, productivity and quality. Economy and productivity were assessed by comparing the costs of oral health care services and the trends in the costs per service performance in 2017 and 2018 as well as by comparing the costs per service performance in the oral health care services provided by the municipality through its own operations to the costs of operations provided as a purchased service.

The oral health care costs did not increase much between 2017 and 2018, but as the number of service performances, i.e. visits, simultaneously decreased, the costs per service performance increased. When costs per service performance are compared between different years, it must be taken into account that the average quality of the services compared may not necessarily have been the same in different years.

The number of service performances provided through purchased services and the unit costs were lower than those for services provided through the City's own service provision in 2017 and 2018. However, based on the difference in costs per service performance between pur-

chased services and the City's own operations, it is not possible to draw the conclusion that purchased services are more cost-efficient than the City's own operations, as the services provided through purchased services are limited to certain groups of customers defined by the oral health care services of Helsinki, and they are more limited in content than the services provided by the City itself. For example, patients who are harder to care for are taken care of in services provided through the City's own operations. The costs of developing other operational processes and promoting oral health care are also included in the costs of the City's own operations, among other things.

### Quality has improved

Based on the customer feedback received by the City and the national customer feedback data collected by THL in 2018, the quality of the oral health care services is good, with the exception of appointment booking and access to care as well as the inconsistent quality between dental clinics. According to the overall assessment of customers in THL's survey, quality had improved in 2018 compared to the customer surveys conducted in 2014 and 2016. In the national customer survey, the dental clinics in Helsinki were assessed to be at the same good level as dental clinics nationwide. However, there were differences in the quality of customer service between different dental clinics in Helsinki according to the survey.

Based on quick feedback data collected at dental clinics, the customers of the oral health care services are for the most part satisfied with the service. However, the amount of reproachful online feedback on oral health care services has clearly increased in 2018 and 2019 compared to the period 2015–2017. Much of the negative customer feedback received by the City's oral health care services is related to appointment booking and access to care. Positive feedback has been received about professional and friendly service in particular.

Based on the comparison of the indicators of quality and effectiveness of oral health care services that was carried out by the Nordic Healthcare Group in 2018, the quality of the City's oral health care services has improved over the last few years. Among other things, the permanence of fillings has improved and the proportion of examinations required to diagnose periodontitis, i.e. gum disease, has increased, although it still fails to meet the objective for oral health care services. However, it was found in the assessment that quality varies a great deal between different dental clinics of the City. The management of the oral health care services are investigating the reasons for the variation in quality.

### Conclusions

The availability of oral health care services is not at the level provided for by law and the City's own policies. The ability to contact appointment booking and assessment of the need for care services does not comply with the law, as it has not always been possible to contact the appointment booking service for non-urgent care without delay during office hours on weekdays due to the closure of the call-back phone line, and the staff have at times even been unable to respond to all the recorded call-back requests on the same day.

Statutory access to care within six months at the latest was achieved if the wait time for access to care is measured based on the T3 indicator, i.e. when dentists on average have their third available time slot. This does not mean that all customers necessarily obtained an appointment by the deadline provided by law. The indicator does not represent the status of access to care well enough. As the information transferred to THL on access to care in the oral health care services of Helsinki is insufficient due to problems in the patient data system, it was not possible to assess whether the City's budgetary objective of all customers gaining access to care within three months, based on actual visits, was achieved.

The performance of the oral health care services has improved, particularly from the perspective of quality. The customer feedback received on the quality of care and the quality measured with quality indicators are at a good level by national comparison, and they have also improved in recent years. However, quality varies a great deal between clinics.

### The Audit Committee concludes that the oral health care services of the Social Services and Health Care Division must

- continue looking into the problems in contacting non-urgent appointment booking services and the availability of appointments and, based on this investigation, take the necessary measures to resolve the problems;
- ensure that reliable and appropriate data is obtained on patients' access to care;
- continue looking into the reasons for the differences in quality between dental clinics and, based on this investigation, carry out measures to reduce the differences.

# Cooperation and multi-professionality at family centres



Has the family centre model increased interprofessional cooperation according to the objectives?



Interprofessional cooperation has increased according to the objectives. In many parts of the city, the work is just beginning.

The main question in the assessment was whether the family centre model has increased cooperation between different professionals according to the objectives. Interprofessional cooperation was examined in services centralised to family centres in particular but also between family centres and other services essential to families or children.

According to the City Strategy, Helsinki will strengthen the service chain for children and young people at basic level, such as in local maternity and child health clinics, daycare centres, family counselling offices, school health care, schools, youth work, health care services and child welfare services. Nationally, the development of family centre activities started at the beginning of the 2000s. The Helsinki City Council required family centres to be piloted in 2014 as part of the reform of the service network. The family centre model seeks to create a service entity that combines various services required by children and families and operates with a multi-professional approach.

The project plan for the family centre model, approved by the Social Services and Health Care Division on 14 January 2016, states that the objectives of family centres are improving the availability, effectiveness and productivity of services and reducing the inequalities in the health and well-being of children, young people and families. Although a large number of the customers only need the service occasionally, the intention is to seek out and identify at-risk groups and support customers who require services often. The methods include assessing the customer's need for multi-professional services without delay and only once, and offering systematic and coordinated

services that meet the customer's needs, among other things.

The assessment pertained to the Itäkatu and Vuosaari Family Centres founded in 2017 and 2018, respectively, in which the services are physically centralised ('brick-and-mortar family centre'), in addition to the family centres in the west and north, the services of which are operating in a decentralised manner for the time being. Representatives of the family centres' supervisor networks were interviewed in the assessment.

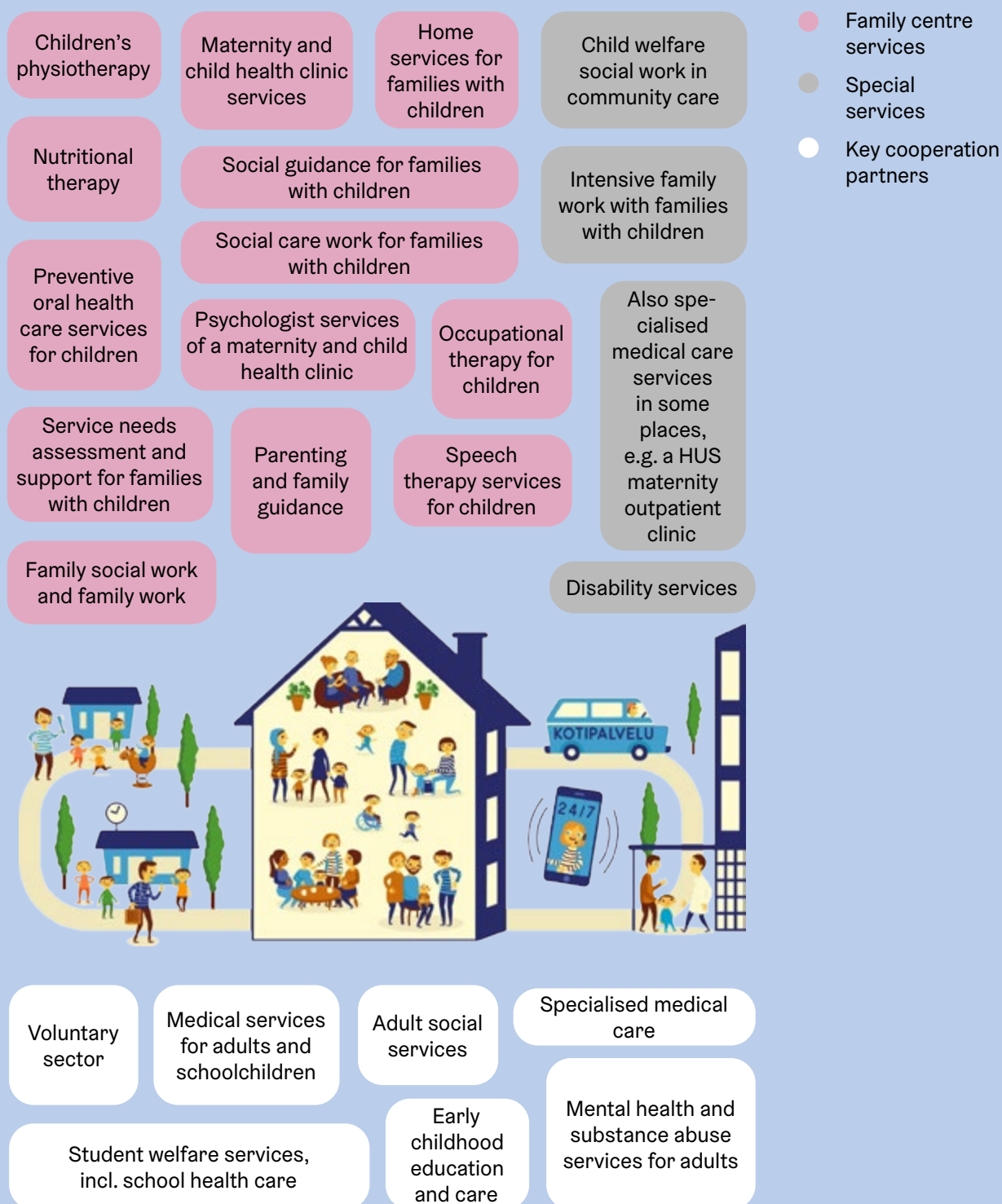
## **A family centre gathers the key services needed by families with children together**

The plan is to introduce the family centre model gradually across Helsinki. Family centres are not a separate organisation; they operate as common services provided by family and social services either in physical facilities or networks or on-line. Figure 15 describes the resources, special services and key cooperation partners of a family centre. Instead of having a single leader, a family centre is controlled by a network comprised of the supervisors of various professionals. In 2016, there were plans for eight family centres, of which three were opened by February 2020: The family centres of Kallio, Vuosaari and Itäkatu. At the end of 2019, multi-professional networks of supervisors were set up in each of the eight areas.

The key operating methods at family centres are a maternity and child health team and service needs assessment and support for families with children. The customers are divided into those who need services occasionally and those who need them often. The opening hours of maternity and child health clinics have been extended. Family centres are most commonly contacted through a maternity and child health clinic. Customers may also be referred to a family centre through social guidance and child welfare services. The electronic services are available regardless of time. The Family support website is available online. A chat service and chatbot are also in use. In 2019, new services were launched, such as social guidance for families with children and centralised appointment booking of home services for families with children. Additionally, a 'Need support?' button that allows families to contact services has been introduced on the Family support website of the social and health care services.

# Resources, special services and key cooperation partners of a family centre in Helsinki

Figure 15



Drawing: Family support materials of the Social Services and Health Care Division / Kilda

### **The maternity and child health team gathers services together to support families**

Maternity and child health teams come together to discuss the matters of families or children who need several different services or support. The team members include a public health nurse from a maternity and child health clinic, a maternity and child health clinic psychologist, a social advisor for families with children, and representatives of physiotherapy, occupational therapy and/or speech therapy and a representative of oral health care. The public health nurse prepares a support request together with the family, and the team's composition is decided based on this request. The public health nurse prepares the matters concerning the child for a team meeting.

The role of the other services, such as a family counselling office and home services for families with children, varies slightly between maternity and child health teams. Some maternity and child health teams are more closely connected to early childhood education and care than others. The frequency of meetings also varies between maternity and child health teams: For example, at Itäkatu meetings are held every week, while in the western area they are held once a month for the time being. At Itäkatu, the maternity and child health team is an established operating method. In the west and north, multi-professional activities are still being practised, even though there has been prior cooperation. At Itäkatu, the employee who prepared the request for support with the family or customer also participates in the maternity and child health team.

All the people who were interviewed stated that cooperation had progressed, facilitated mutual consultation and thereby improved customers' access to the service, even though there are differences in access to different services. Working in shared facilities facilitates teamwork. The role of organisations has grown in family centres. The identification of different customers and the right type of service guidance are being studied in places. However, it was felt that actual multi-professional assessment is not yet being conducted. Joint assessment and access to services are hindered by the fact that appointment booking practices and access to services vary greatly between services.

### **Multi-professional assessment is carried out by the service needs assessment and support unit for families with children**

In 2017, service needs assessment and support units for families with children were set up in family centres. The units are needed when they

are contacted by child welfare services, other cooperation partners or a young person, child or parent, for example, resulting in a need for a comprehensive, multi-professional assessment. The units generally serve customers who require a great deal of support. A responsible employee is assigned for these customers.

The professional structure of the unit is the same at all family centres. The working group includes social workers of child welfare services, a family counselling office and adult social work, and a psychiatric nurse, who prepares matters for the working group and coordinates services for the customer. The purpose of the unit is to ensure that a comprehensive assessment is conducted for a family only once, instead of different professionals carrying out these assessments separately. A similar model also exists in the Swedish-language services (Familjestöd nätverksmodell). In other words, multi-professional assessment of service needs has started to be carried out to a growing extent. The unit cooperates with social care work for families with children, as well as home services for families with children and early support, but also other family centre services.

According to the interviewees, overlapping assessment processes still exist. Some families always keep coming back for a new assessment (a revolving door phenomenon) because they have not been referred to the right services or because the necessary service, such as early support, special support or family social work, is not sufficiently available. This revolving door phenomenon could be reduced by involving the referring party in the assessment.

### **Interprofessional cooperation has increased**

Cooperation between different professionals has clearly increased, particularly within family centres. This is the case regardless of whether the family centre model is being implemented at a physical family centre or in a decentralised manner. In brick-and-mortar centres that have operated for a longer period of time, particularly at Itäkatu, the forms of cooperation are naturally more established and it has been possible to further develop them. In contrast, network-like family centres are still in the process of learning about this new type of cooperation. However, working together and getting to know other people's work have already facilitated cooperation. The maternity and child health teams in particular brought a maternity and child health clinic psychologist, various therapies, oral health care services, the family counselling office and occasionally also home services for families with children closer to the family.

Cooperation has also increased between family centres and some other cooperation partners essential to families with children. For example, maternity and child health teams cooperate with early childhood education and care to varying degrees. The service needs assessment and support unit for families with children includes representatives of adult social work. Cooperation has intensified with the student welfare services of schools. During the interviews, it was noted that access to services that meet the customer's needs has improved thanks to the switch to the family centre model.

The only services not particularly affected by the family centre model are child welfare services. Child welfare services have always cooperated extensively with various parties. The launch of family social work in 2017 has decreased the number of clients of child welfare services. The resources for this service were scarce, but more employees were hired for the work in 2020. Home services for families with children has intensified its cooperation with social guidance in particular.

### **Cooperation is needed with psychiatric and substance abuse services for adults as well as HUH Adolescent Psychiatry**

All family centres found it to be a problem that there is no cooperation with psychiatric and substance abuse services for adults, even though there is a clear need for it. Due to the lack of work models, even physical proximity does not guarantee that cooperation will develop. At Vuosaari Family Centre, the staff felt that they do not receive support for their services from the health and well-being centre located in the same building. The fact that there is no cooperation with HUH Adolescent Psychiatry was also considered to be a shortcoming.

It was found that while the employees of the service needs assessment and support unit for families with children at some family centres were very committed to family centre work, at other family centres the employees still felt a conflict between their own professional work and family centre work. The reason for this is that family centre work is very different to professional work.

Family centre work has been found to be very time-consuming, as it requires a large number of meetings. For several services, the supervisor is not physically present at the service centre. The varying practices and working methods of the family centres in different areas hinder the work to some extent.

It was found that customers with a different linguistic or cultural background are in an unequal position compared to the native Finnish population at all family centres, as the services for them

require more resources and skills than presently available. Cooperation with immigrant organisations in particular was found to be important. The family centres are used to using interpreter services, but expertise is needed for treating the psychosocial symptoms of families, among other things.

### **Conclusions**

The family centre model has increased cooperation between different professionals according to the objectives. The two brick-and-mortar family centres and two network-like family centres examined in the assessment have started to implement multi-professional assessment of service needs to an increasing extent. Cooperation between different professionals has developed, and customers' access to services that meet their needs can be considered to have improved. However, this work is just beginning in most parts of Helsinki. Multi-professional assessment of service needs is mainly carried out by service needs assessment and support units for families with children but not yet by maternity and child health teams.

Maternity and child health teams have successfully gathered the necessary cooperation partners around the maternity and child health clinic services. Joint assessment and access to services are hindered by the different appointment booking practices and process of accessing services in different services. The remote supervisors found their role challenging due to the varying practices at the family centres.

The service needs assessment and support units for families with children comprise employees who work together closely. The level of commitment to family centre work is not the same everywhere, as employees find it difficult to combine their professional work and family centre work. The units found it to be important that meetings also be attended by the party who referred the customer, which is currently the practice used at Itäkatu Family Centre.

There is a centralised social guidance phone number for families with children as well as a 'Need support?' button on the Family support website for families with children to contact services. Time will tell whether the resources for the services are sufficient to reduce assessment of customers in several places, offer preventive support and refer customers to the correct services.

Cooperation between different professionals is the most advanced at Itäkatu Family Centre, which has been operating for a long time. Physical proximity is a very significant factor that increased cooperation, but launching cooperation requires an agreed operating model. The family



centres found it difficult that there is a lack of cooperation with some important parties, such as psychiatric and substance abuse services for adults. Based on the assessment, it is also important for the services offered to immigrants at family centres to be strengthened.

**The Audit Committee concludes that**

the Social Services and Health Care Division must

- increase cooperation between psychiatric and substance abuse services for adults and family centres;
- strengthen immigrant services at family centres.

# Land use, housing and traffic

## Implementation of large-scale traffic projects



Has the City carried out large-scale traffic projects in such a way that they have been equipped to stay on schedule and budget?



Jokeri Light Rail and the Crown Bridges have not been implemented fully in such a way that they would be equipped to stay on schedule and budget.

The main question in the assessment was whether large-scale traffic projects have been implemented in such a way that they have been equipped to stay on schedule and budget. The sub-questions were: has the planning and management of the Jokeri Light Rail project been appropriate; has the early-stage planning and management of the Crown Bridges project been appropriate; and which factors contributed to the fact that the Paloheinä public transport tunnel, which is part of the Jokeri 2 bus line, was completed on schedule and budget?

According to the Helsinki City Strategy for 2017–2021, traffic must be functional, and investments are guided by effectiveness and timeliness. Reductions in emissions from traffic are being implemented by increasing the proportion of public transport on rails.

The Audit Committee first subcommittee conducted an assessment visit to the Urban Environment Division in October 2019. Additionally, representatives of Helsinki City Transport (HKL) gave a presentation on the management of their large-scale traffic projects at a meeting of the first subcommittee in November. The assessment involved a wide variety of administrative

decisions, a preliminary interview and e-mail enquiries. Additionally, the assessment utilised the final report by the development group set up by the mayor to develop the cost estimates of large-scale investment projects.

### **No monitoring tools for traffic investments**

During the assessment, it turned out that the Urban Environment Division lacks tools to monitor whether projects stay on budget from the street planning phase to the completion of the contract. Similarly, the division is at present unable to monitor the schedule of projects from the start of planning to the completion of the contract. Looking into this matter is part of the ongoing street construction work development project. In its projects, the division complies with the instructions for the management of street, traffic lane, rail and park projects, approved by the City Board in spring 2018.

### **The Jokeri Light Rail project is in the alliance phase**

The cost estimate of EUR 275 million for Jokeri Light Rail, which was decided in the project plan in 2016, was increased to EUR 386 million when the cost estimate for the project's alliance phase was adjusted in spring 2019 (Table 10). The costs thus increased by roughly 40 per cent.

The planning and management of the Jokeri Light Rail project have been appropriate in the ongoing alliance phase. However, in order to avoid overshooting the costs and schedule after deciding on the project plan, more attention should already have been paid to resources and precise decision-making in the preparation phase prior to the decision-making. In large-scale projects, it would be appropriate for the plans to be developed between the implementer and the planner as early on as possible. The resources for the alliance phase are sufficient according to the assessment, and the alliance model and its incen-



## Cost estimates and planning costs in the different planning phases of the Jokeri Light Rail project

Table 10

Planning phase	Cost estimate, EUR	Planning costs, EUR	Proportion that planning costs account for of the cost estimate, %
Preliminary master plan	220,000,000	150,000	0.07
Project plan	275,000,000	1,000,000	0.40
Target price of the alliance	386,000,000	20,000,000	5.20

tives provide a better chance of keeping to the cost and schedule estimates on principle. In the current phase, risks are monitored closely, but the cost risk should probably have been assessed more closely in the initial phase of the project's preparation. According to experts, it is possible to keep to the current target price for the alliance.

The involvement of two municipalities in the Jokeri Light Rail project was taken into account by signing a cooperation agreement between the Cities of Espoo and Helsinki in 2016. This does not directly affect the project's progress, although the process of deciding to increase the costs of Jokeri Light Rail's project plan took roughly a month and a half longer in Espoo than in Helsinki. However, the workload of the individuals who participate in the project is increased to some extent by the fact that the project is being carried out in two municipalities.

Information about the project has been communicated via different communications channels, and the project's own website offers a great deal of information on the progress and schedule of the construction work, among other things. The conditions are good for the project communications to succeed, as many employees are responsible for them. External assessments are also conducted of the project's public image.

### The Crown Bridges project is in the development phase

The planning and management of the project have probably been appropriate in the alliance's development phase, as there is a sufficient number of personnel reserved for project planning. However, experienced experts are difficult to find. Due to the project's planning process being incomplete, it cannot be assessed for certain whether the planning and management were appropriate before the start of the alliance phase's development. Kruunuvuorensilta is an exceptional struc-

ture, and there is not a great deal of experience in Finland in similar projects. However, the exceptional structure has been taken into account by studying similar structures abroad and engaging in market dialogue with potential implementers.

In September 2019, the Supreme Administrative Court of Finland issued a permit decision that set strict restrictions and regulations for the performance of the water construction work in the project. The water permits for the preconstruction of Kruunuvuorensilta, Finkensilta and Korkeasaari are in effect, but the permits required for the Hakaniemi area are not yet.

The Crown Bridges project is divided into parts that are carried out either with the alliance model or as a fixed-price contract. With regard to the alliance, the planning is similar to the Jokeri Light Rail project. In the fixed-price project, a tender process is carried out to find the best solution for implementing the Kruunuvuorensilta portion of the project. The planning of the project started before Jokeri Light Rail, and the construction will probably continue past its completion. The long planning and implementation periods, as well as the project's exceptional nature, increase the probability that the total cost estimate of EUR 259.2 million, set out in the 2016 project plan, will be exceeded.

The risks related to the project's costs and schedule will be managed systematically according to the instructions of the Finnish Transport Infrastructure Agency. The division into an alliance and a total-price contract will facilitate risk management. Implementation in the form of an alliance manages and divides risks better, as it does not hide them. The responsibility for planning and implementing countermeasures for risks is assigned to the project's management, alliance and total-price contract. In the monitoring of risk management, the main focus is on countermeasures for the greatest risks.

A communications plan has been prepared for the project, and the communications about the contract will be centralised, despite the two contract entities. In autumn 2019, the communications were being handled by only one person on a part-time basis, but the resources were increased to one full-time person during the assessment.

### **The Paloheinä tunnel was completed on budget and schedule**

Based on the observations made in the assessment, the implementation of the Paloheinä public transport tunnel on the Jokeri 2 line was a successful project. The project reached its target schedule and stayed within the budget set for it. This implementation was made possible by sufficient initial data and resources, a long planning period, cooperation between operators, the location of the tunnel and the response to the planned cost solutions during the project.

However, when examining the implementation of the schedule, it is good to take into account that the first plans were implemented more than 10 years prior to the project's actual implementation. According to the original project plan, the tunnel should already have been completed in 2012. The long planning period for the Jokeri 2 line and Paloheinä tunnel is partly explained by the fact that the start of the construction work was delayed by changes to the plans and the appeal process related to the land use plan, among other things. As a result, the schedule in the project plan was abandoned, and the final schedule was not completed until in 2012. The advantage of the schedule's postponement was that the initial data for the project was in order before construction work started.

When the costs were examined, it turned out that project's costs fell below budget by roughly EUR 1.5 million. This was possible because the parties involved responded to the solutions that could have led to the budget being exceeded during the project. Another advantage in the case of the Paloheinä tunnel was the fact that the construction work was carried out in an area of land that was practically undeveloped. There was no need to pay all that much attention to the existing street network, as there were fewer boundary conditions.

Another major factor in the costs falling below budget was the fact that the project was implemented in cooperation between different operators starting from the planning. This allowed the final plan for the project to be prepared with care. Careful planning ensured the most cost-efficient solutions, which also gave leeway for the surprises that occurred during construction.

## **Conclusions**

Not all the large-scale traffic projects assessed have been implemented fully in such a way that they would be equipped to stay on schedule and budget. The main reason for this appears to be that the cost estimates in the project plans are based on general level plans in which the initial data used in cost calculation is inexact. Furthermore, the long time period between the project plan and implementation alone increases the nominal costs of the projects due to the increase in the general price level. The Urban Environment Division does not yet have the tools to monitor the costs and schedules of traffic projects.

The cost estimate for the Jokeri Light Rail project that was calculated in the development phase of the alliance is based on considerably more precise initial data than the cost estimate prepared during the project decision. According to the understanding gained during the assessment, it is possible to stay within the target price for the alliance. The involvement of two municipalities in the project has been made possible with a cooperation agreement. The communication about the project has also succeeded well.

Due to the long planning and implementation periods and unique nature of the Crown Bridges project, as well as the strict environmental permits, it is relatively likely that the cost estimate prepared for the 2016 project plan will have to be increased. The aim is to manage the project's risks systematically.

The cost estimates in the project plans should be based on clearly more precise plans in order to avoid increases in the maximum prices listed in project plans. If the parties concerned wish to submit the project plans for decision-making at an early stage of planning for reasons related to the schedule or costs, for example, it would be appropriate to assess the probabilities of the costs increasing.

### **The Audit Committee concludes that the Urban Environment Division must**

- organise monitoring of the costs and schedules of traffic projects from the start of planning to the project's completion.

### **the Urban Environment Division and Helsinki City Transport must**

- ensure that large-scale traffic projects stay on schedule and budget, particularly by improving the

early-stage planning process of projects and investing sufficiently during the planning process;

- find out whether it is possible to present an estimate of the probability of the project budget and schedule being realised in conjunction with the early-stage project plans for large-scale traffic investment projects for decision-making purposes.

# Managing disturbances caused by street construction sites



Is the City able to monitor street construction sites and the management of the disturbances they cause to a sufficient degree?



Operating models have been developed for assessing disturbances from street construction sites, but the number of construction sites is high compared to the amount of control resources and the legislation does not facilitate sufficient sanctions.

The main question in the assessment was whether the disturbances caused by street construction sites are managed sufficiently. This was assessed by determining whether disturbance management systems have been able to sufficiently describe how the disturbances caused by construction sites are prevented or minimised; whether the City has taken action if the prevention or minimisation of disturbances is at an insufficient level; and whether the disturbances caused by street construction sites have been successfully managed with a procedure.

The Act on the Maintenance, Cleaning and Clearing of Streets and Certain Public Areas obligates the municipality to oversee work carried out on streets and in public areas. The person responsible for the work must submit a notification about work on the street and in a public area to the municipality. According to the Act, 'on account of the notification, the municipality may issue regulations regarding the performance of the work, which is necessary to reduce any disturbances and damages caused to the functionality, safety and accessibility of traffic; cables and equipment located on the street and in the public area; as well as the structures of the street and the public area'.

According to the City Strategy for 2017–2021, in a functional city street construction work is carried out in a manner that disturbs the everyday life of residents as little as possible. The mayor launched a large-scale project in the Urban Environment Division for the period 2019–2021 in order to reduce disturbances caused by street construction sites. The Audit Committee's assessment focused on the procedures developed for assessing the harmlessness of street construction sites. The committee also examined, on a general level, how well the reduction of disturbances caused by street construction sites has succeeded; whether implementation periods have become shorter and processes have become clearer; and whether regulatory control has strengthened and the operating culture has changed.

The assessment materials comprised interviews with the persons responsible for traffic and street planning in the Urban Environment Division as well as representatives of key construction operators, such as Helsinki City Transport and Helen Ltd. Other materials used included statistical data, reports and studies written about the topic as well as requests for more detailed information.

## **The Haitaton tool has been in use for a long time**

Haitaton, which has been in operation since 2012, was originally an electronic tool developed by the Public Works Department. Its purpose was to help permit authorities and commissioners of work, i.e. construction operators, take the inconveniences caused to third parties and the requirements of third parties into account better in the planning phase. The idea was that those whose undertake the project with the help of the Haitaton tool systematically assess the disturbances caused by street construction work to different groups of customers as well as how to resolve them. This also means that the contractors would have to take these requirements into account in their tender.

Louhi, a construction site location information service, was set up around the same time as Haitaton. It is used by everyone who participates in a joint municipal engineering worksite (YKT) according to agreement. The worksites are compiled in the Louhi service. The planning of street construction work is hindered by the fact that the service does not necessarily show the whole route, such as a public transport route.



Haitaton assessments must be carried out in all planning projects and investment plans launched. Within the city, roughly half of all construction operators are professional operators who use the disturbance assessment system, Haitaton tool and disturbance management plan form. Roughly half are one-time operators for whom identifying disturbances may already be difficult. Haitaton assessments are conducted particularly by planners and developers of the Urban Environment Division, Helsinki City Transport, Helen Ltd, Helen Electricity Network Ltd and Helsinki Region Environmental Services Authority (HSY).

Based on the interviews, the responsibility for identifying disturbances and considering ways to minimise them has too often been left to the construction operator. This causes a great deal of variation between different worksites. The procedure is mainly considered to be 'a necessary evil', rather than a procedure that guides operations. In recent years, no guidance has been provided for using the Haitaton tool, and users have taught themselves how to use it. There is no dialogue between the construction operator and the overseer. However, the Haitaton tool has led to major operators doing some things in a standardised way, and they are able to identify more

of the things that have to be taken into account. These include accessibility and different modes of transport, for example. However, the parties who are inconvenienced by street construction sites do not always receive sufficient information about them. One of the problems in assessment with the Haitaton tool has been that the assessment is only conducted once at the beginning of the project, but disturbances can also occur at the worksite. This leads to contractors invoicing the developer for extra work.

One part of the 'Reducing disturbances caused by street construction work 2019–2021' project is building a Haitaton 2.0 tool in cooperation between different parties. At the same time, the Louhi service will be developed in such a way that worksites can be planned and coordinated across a wider area. The aim is to allow the disturbances caused by worksites to be better taken into account.

### **A disturbance management plan is required at large excavation sites**

An excavation notification must be submitted or a work area must be rented for all work carried out in a public area of the city. Since 2015, it has been a requirement for excavation work carried out in key traffic areas in the city centre that the party

undertaking the work prepare a disturbance management plan to obtain a permit for the excavation work. This applies to the 23 areas significant in terms of traffic that are located in key city districts, when the excavation area is more than 120 square metres in size.

Before the Urban Environment Division consents to the arrangements for a worksite being started, it ensures that a disturbance management plan form is filled in. The Urban Environment Division has 1+16 people working in monitoring excavation site notifications, four of whom receive the notifications. In 2019, there were 3,200 excavation sites and 3,657 other work sites in public areas. The annual number of street construction projects is roughly 300, almost all of which are YKT projects. There are also outdoor lighting projects for the urban environment in so far as they are carried out outside street construction projects. In other words, the number of construction sites is fairly high compared to the resources. Because of this, disturbance management plans have not been systematically monitored, and work is instead monitored on a need basis.

In Helsinki, control checks are carried out when excavation starts and upon acceptance of the work. Control checks are also carried out during the work when necessary based on customer feedback or when the work continues for an extended period of time. Weeks of intensive control are also organised. Developers use sanctions pursuant to contract agreements in controlling their contracts, but in practice the deficiencies found in worksites by regulatory authorities result in additional work for the construction operator, rather than financial sanctions.

The use of administrative coercive measures is not agile enough in fast-paced street construction work. If a conditional fine should be issued against an operator, the work is completed before the administrative coercive process concludes. If the implementation of the work is not at an acceptable level, the duration of the worksite may be extended, causing additional costs. Legislation also does not currently allow the City to do things such as refuse to permit excavation work, even if the operator has repeatedly violated the rules or the street area has recently been renovated.

The 'Reducing disturbances caused by street construction work 2019–2021' project set up by the mayor is progressing according to the objectives. The experiences gained of the street construction site on Mechelininkatu were utilised in the Hämeentie contract by improving worksite communications, among other things. The project also includes improving regulatory control. In relation to the project for streamlining street construction work, the division is preparing a

proposed amendment to the legislation, which it intends to submit to the City Board and, through it, to the Ministry of the Environment. The proposed amendment to the legislation demands that the penalty provision be adjusted in such a way that neglecting the regulations issued by the City for worksites would lead to a penalty. It has also been proposed that administrative sanctions be introduced.

### **The schedules and cost estimates for street construction sites are only realistic in the largest projects**

There are no actual project schedules for street construction work; instead, they have interim targets that the contractor seeks to meet. 20–30 per cent of the costs are time-related. Contractors have an incentive to complete the work in a short amount of time, as the expenses incurred from the rent for the worksite, worksite supervision and rented machinery fall to the contractor. In the Urban Environment Division's view, the reported schedules for street construction work, which are generally based on estimates by the construction operators, are realistic in large-scale projects.

Not all street construction sites are managed or coordinated by the Urban Environment Division or even the parties to a YKT. Roughly half of street construction sites are such that the City has limited means to influence their schedules. One solution proposed in the assessment for developing the management of disturbances was that Helsinki could implement its key street areas with its own service providers, allowing the disturbances caused by street construction work to be reduced by contractual means. Various wage and sanction procedures would allow the costs to be kept under control. Another significant advantage would be the City remaining in possession of the expertise. The City could replace total prices with other payment principles (unit price, target price, cost and fee basis) when dealing with private contractors. It was also proposed that digital solutions and the in-house control of major professional developers be increased, as professional developers consider their worksite supervision to be at a sufficient level.

A cost estimate is calculated of the contract plan for each street construction project, but according to the Urban Environment Division these never add up with the actual costs. The cost estimate for an approved street plan only includes the costs related to the street level and its structures. Added to these costs are the costs of all the other parties participating in the joint municipal engineering worksite. If the work is carried out in a new area, the street surface structures

may have to be constructed in the second phase, after the construction of the rest of the area.

Additionally, temporary arrangements often have to be made for street construction sites. These temporary arrangements in street construction work are usually due to unanticipated things occurring at the worksite. As many as more than two dozen changes may have to be made at a worksite that is in place for two weeks. The key thing here is how, to whom and when the change is reported. According to the developer's statistics, the contract costs in street renovation projects have generally remained within the cost estimate determined in the preparation phase.

The aim is to arrange street construction work in such a way that the disturbances caused by worksites are not unreasonable and that the routes marked generally do not have construction sites at the same time. However, disturbances are not being examined throughout the route, which is why there is clearly room for improvement in this respect. The costs of the disturbances caused by street construction work have so far only been assessed by HSL with regard to bus traffic. The control process could be improved by preparing coherent procedural guidelines, as many parties in the Urban Environment Division have duties related to street construction sites: the Land Use and City Structure department handles street planning and the coordination of infrastructure projects, while the Infrastructure Unit of the Construction Contracting Unit of the Buildings and Public Areas department is responsible for everything from construction needs assessments to construction contracting.

## Conclusions

The oversight of the disturbances caused by street construction sites in Helsinki cannot be considered to be sufficient. Disturbance management systems, the Haitaton tool and a disturbance management plan in conjunction with an excavation notification have long been in use. However, they do not show the City, as the overseer, how disturbances caused by worksites are being prevented or minimised. The current procedures have mainly made it possible to ensure that major professional construction operators are able to take any adverse factors related to the worksite into account. Major construction operators are responsible for roughly half of the street construction sites in the city. Despite this, the parties who are inconvenienced by street construction sites do not always receive sufficient information about them. Disturbances can also occur while the worksite is in place, and contractors invoice the developers for any extra work that causes additional costs.

The operating culture has been influenced through the development of a disturbance man-

agement system, and lessons have been learned from previous large-scale projects. For example, communications and interaction have been substantially improved in the current construction project on Hämeentie. Helen Ltd considers the worksite oversight of professional construction operators to be sufficient. However, regulatory control is not considered to have strengthened, and nor are the implementation periods considered to have shortened.

At present, tasks related to street construction sites are being taken care of by several parties in the Urban Environment Division, but there is no common process. The assessment found a need for coherent procedural guidelines that would combine the planning, construction and control of street areas. The City's own control unit, which receives all excavation notifications, is too small to monitor the disturbance management plans related to the excavation notifications and the Haitaton reports behind them. Control measures during the work are more or less sporadic.

Major professional construction operators are responsible for roughly half of the street construction work in the Helsinki area. The rest of the work is carried out by a great number of operators who have highly varying notions about the disturbances caused by street construction work. One proposed solution is that the City take care of its key street areas with its own service providers. The reduction of disturbances from street construction work could be influenced by contractual means. The efficiency of operations would be secured with the help of an incentive and sanction procedure in the agreement, while the City would retain the expertise. The City could replace total prices with other payment principles when dealing with private contractors. Control can also be developed with digital solutions and by creating a procedure that utilises the in-house control of major professional construction operators.

For the time being, legislation does not facilitate efficient intervention in neglect by operators. The Urban Environment Division has prepared a legislative proposal for the Finnish Government on the enhancement of the Act on the Maintenance, Cleaning and Clearing of Streets and Certain Public Areas (City Board 9 March 2020). The project for reducing disturbances caused by street construction sites is also developing essential processes and disturbance management methods related to street construction sites.

**The Audit Committee concludes that**

the Urban Environment Division must

- prepare common guidelines for the planning, construction contracting and control process related to street construction work;
- utilise its own service providers more in the construction of key street areas to retain the expertise within the City and introduce reward and sanction mechanisms that encourage operators to reduce disturbances from street construction sites and strive for efficiency;
- develop a procedure for utilising the in-house control of professional construction operators.

## Division of areas of responsibility within the Audit Committee

- Central Administration
- Public enterprises of the Central Administration
- Urban Environment Division
- Education Division
- Culture and Leisure Division
- Social Services and Health Care Division

First subcommittee		Second subcommittee
City Board	●	Education Committee
City Executive Office	●	Early childhood education and preschool education
Board of Directors of the Financial Management Services	●	Basic education
Financial Management Services	●	Upper secondary education, vocational education and liberal adult education
Board of Directors of Helsinki Service Centre	●	Services in Swedish
Helsinki Service Centre	●	Culture and Leisure Committee
Board of Directors of Helsinki City Construction Services	●	Library services
Helsinki City Construction Services	●	Cultural services
Board of Directors of Occupational Health Helsinki	●	Youth services
Occupational Health Helsinki	●	Sports services
Urban Environment Committee	●	Social Services and Health Care Committee
Land Use and City Structure	●	Family and social services
Buildings and Public Areas	●	Health and substance abuse services
Services and Permits	●	Hospital, rehabilitation and care services
Board of Directors of Helsinki City Transport	●	
Helsinki City Transport	●	
Rescue Committee	●	
Rescue Department	●	

## Subsidiary foundations and key subsidiary companies of the City of Helsinki that are included in the City divisions' areas of responsibility

### Subsidiaries operating under market conditions

Finlandia Hall Ltd  
Helen Ltd  
Port of Helsinki Ltd  
MetropoliLab Oy  
Palmia Oy  
Kiinteistö Oy Kaapelitalo

### Housing

Helsingin Asumisoikeus Oy  
Helsingin kaupungin 450-vuotistaiteilijatalosäätiö  
Helsingin kaupungin asunnot Oy  
Keskinäinen kiinteistösaakeyhtiö  
Helsingin Korkotukiasunnot  
Kiinteistö Oy Auroranlinna

### Vitality and marketing

Forum Virium Helsinki Oy  
Helsingin Leijona Oy  
Helsinki Marketing Ltd  
Korkeasaaren eläintarhan säätiö sr

### Education and culture

Helsinki Music Centre Foundation  
Helsinki Theatre Foundation  
Helsinki Events Foundation  
UMO Foundation  
Helsinki Summer University Foundation

### Sports

Ice Hockey Foundation  
Mäkelänrinne Swimming Centre  
Stadium Foundation  
Urheiluhallit Oy  
Vuosaari Sports Hall

### Social services and health care

Helsingin Seniorisäätiö sr  
NiemiKotisäätiö sr  
Oulunkylän kuntoutuskeskus sr

### Premises

Kiinteistö Oy Helsingin Toimitilat  
Kiinteistö Oy Myllypuron Kampus  
Kiinteistösaakeyhtiö Helsingin Sähkötalo

### Support services and others

Helsinki Metropolitan Area  
Reuse Centre Ltd  
Seure Henkilöstöpalvelut Oy  
Helsinki Stadion Oy

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### **First subcommittee**

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## **List of the assessment memos prepared for the Audit Committee (in Finnish)**

### **First subcommittee**

Assessment of the effectiveness of the recommendations issued in the assessment report for 2017

Guidance provided to the divisions by the City Executive Office, mayor and deputy mayors

Electronic health care services, joint assessment with the Audit Committees of the cities in the Helsinki Metropolitan Area and HUS

Quality of digital services

Realisation of the accessibility policies

Ownership steering of sports and cultural services and overall management

Implementation of large-scale traffic projects

Impacts of enhancing the use of space

Managing disturbances caused by street construction sites

### **Second subcommittee**

Assessment of the effectiveness of the recommendations issued in the assessment report for 2017

Realisation of digitalisation in basic education

Integration of families with children in the Education Division

Achievement of the objectives of early childhood education and care

Cooperation and multi-professionality at family centres

Quality control of the 24-hour care of the elderly provided by the City

Quality control of purchased 24-hour care of the elderly

Availability and performance of oral health care services

## Abbreviations and glossary

<b>Alliance model project</b>	a method of implementing investments in which the parties to the project agree in advance on the sharing of the project's risks and benefits
<b>Apotti</b>	a customer and patient data system used by HUS, Helsinki, Vantaa, Kirkkonummi, Kauniainen, Tuusula and Kerava
<b>Chat</b>	an electronic service that can be used to talk with other people in real time through written text
<b>Chatbot</b>	a computer programme designed to converse with people through written text
<b>CLD</b>	City of Helsinki Culture and Leisure Division
<b>Data analytics</b>	different types of methods with which data collected by different means is used to form higher-level information and models that allow various beneficial conclusions to be drawn
<b>digi.hel.fi open badges and skills level</b>	Open badges related to information technology that are intended for the teaching staff of the Education Division. They are based on descriptions of three different skill levels: Basic skills in using IT in education, advanced skills in using IT in education, and skills in developing and providing training in the use of IT in education.
<b>Digital</b>	used in this assessment report to mean 'utilises information technology'
<b>ED</b>	City of Helsinki Education Division
<b>EduLab</b>	A learning environment and innovation platform of the Education Division that is physically located in an office building on Töysäkatu. The premises can be used for joint development or workshops, for example.
<b>FINEEC</b>	Finnish Education Evaluation Centre
<b>HaiPro</b>	an IT application developed for the notification and reporting procedure concerning incidents that jeopardise the safety of customers and patients
<b>Haitaton</b>	an IT application developed for identifying and managing disturbances caused by construction sites
<b>Harrastuspassi</b>	a national mobile application intended for informing pupils in the upper stage of comprehensive school about free-of-charge/affordable recreational opportunities
<b>HYTE</b>	Health and Welfare Promotion Programme in the City Strategy
<b>IHCP</b>	in-house control plan
<b>InnoSchools</b>	schools that launched trials related to the development of pedagogy and digitalisation during the school year 2016–2017
<b>IP address</b>	An Internet Protocol address, i.e. a series of numbers used to identify network interface controllers. A network interface controller, i.e. network interface card, is a device that connects a computer to a computer network.
<b>Kotiva</b>	originally a project that developed communications, content and guidance for Finnish language courses for immigrant stay-at-home parents, later Finnish language training for stay-at-home parents
<b>Louhi</b>	infrastructure project location information service and map service
<b>Maisa</b>	customer portal of Apotti, a service channel connecting professionals and citizens

<b>OECD</b>	The Organisation for Economic Co-operation and Development. OECD is an international organisation that promotes economic cooperation and development. It also organises the PISA study.
<b>Omakanta</b>	a national electronic service in which customers can view their own health information and renew their prescriptions
<b>Omaolo</b>	a national electronic service channel that supports self-treatment and self-care and refers customers to care services when necessary by utilising customers' own assessments of their symptoms
<b>Opeka</b>	a national self-assessment survey on the use of information technology in education for teachers
<b>Oppika</b>	a national self-assessment survey on the use of information technology in education for pupils
<b>Pedagogical</b>	Belonging to pedagogy. Pedagogy refers to the method in which education is provided as well as its ideological education principles.
<b>PISA</b>	Programme for International Students Assessment. PISA is a joint research programme of the OECD member countries that produces information on the state and outcomes of education as well as learning that takes place outside school within an international reference frame.
<b>Portfolio</b>	In basic education, portfolio refers to a learning folder. A portfolio is a collection of the pupil's works to which self-assessments and comments from the teacher can be added.
<b>RAI</b>	Resident Assessment Instrument. The RAI system is a standardised set of tools for information gathering and observation that is intended for the service needs assessment of customers of services for the elderly or disabled people as well as preparation of a care, rehabilitation and service plan.
<b>SAS process</b>	investigation, assessment and placement; a procedure used by the Social Services and Health Care Division to assess the need of an individual for 24-hour care
<b>Seure</b>	Seure Henkilöstöpalvelut Oy, the joint HR services company of the Cities in the Helsinki Metropolitan Area, their limited liability companies and HUS
<b>SPro</b>	an IT application developed for submitting and processing notifications about issues according to the Social Welfare Act
<b>SSHCD</b>	City of Helsinki Social Services and Health Care Division
<b>SuRaKu project</b>	a planning, construction and maintenance project by the City of Helsinki Public Works Department, currently the Urban Environment Division
<b>S2 instruction</b>	instruction of Finnish as a second language
<b>Teams</b>	an application intended for teamwork
<b>UED</b>	City of Helsinki Urban Environment Division
<b>Yammer</b>	an application intended for communications and cooperation within organisations.
<b>YKT agreement</b>	joint municipal engineering worksite; a form of cooperation in the coordination of street construction projects that has been valid between the City and various operators since 2008

# Assessment report for 2019 by the City of Helsinki Audit Committee

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The logo for the City of Helsinki, featuring the word "Helsinki" in white text inside a white speech bubble-like shape on a blue background.

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