



# Towards an Equal Helsinki

**Plan for Promoting Gender Equality  
in the City of Helsinki's Services  
and Activities 2019–2021.**

Helsinki



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## Foreword

Helsinki wants to be the world's most functional city, where people lead progressive lives. In building the functional city, the focus is on the residents. One key factor in creating a functional, fair and safe city is gender equality. It is important for Helsinki to systematically promote this basic value in all of the city's activities and services.

Gender equality does not get promoted by itself but requires determined work. This plan puts equality into practice with concrete steps. At the same time, the plan implements the Helsinki City Strategy, according to which gender equality is a principle permeating all activities of the city.

The gender equality plan concentrates on clear goals and measures to which the city's divisions and central administration have committed themselves during the plan period of 2019–2021. The plan is ambitious, just as it should be.

In recent years, Helsinki has been willing to invest more and more heavily in the promotion

of gender equality. At present, the city is, among other things, carrying out its own research project for developing gender impact assessment in various services. In addition, the city is currently testing and developing gendersensitive budgeting methods, in which Helsinki is one of the pioneers among Finnish municipalities. The goal of all these activities is to strengthen knowledge-based and result-oriented gender equality work, resulting in better services for the citizens.

To Helsinki, gender equality means the recognition and acknowledgement of all genders and gender identities. Men, women, girls, boys, transgender, non-binary and the entire spectrum of gender identity and expression are an important part of our city and of what makes Helsinki exactly the place that we want it to be. The promotion of gender equality increases well-being and realisation of human rights for all citizens and is an essential part of building a happy city.

Jan Vapaavuori  
Mayor

## Introduction

### Helsinki strives to promote the equality and human rights of all genders

Helsinki's objective is to carry out ambitious gender equality work and promote the realisation of human rights for all citizens. This plan concerns the promotion of gender equality in the City of Helsinki's services and activities, aiming to outline concrete goals until the end of the current council term. The plan meets the requirement of the Equality Act, according to which all authorities, including municipalities, must systematically promote gender equality in all their activities. In the City of Helsinki, the goal of promoting gender equality is to improve the well-being, happiness and involvement of citizens representing various genders and gender identities, allowing them to feel that the city is equally welcoming, fair and safe for everyone.

Helsinki recognises gender diversity in accordance with the Equality Act. This means that people are considered diverse in their gender identity and expression as women, men, intersex, transgender, non-binary or something in between or outside these categories altogether. The goal is to have all city services consider gender diversity as the norm and to better identify the individual needs of citizens of all genders and gender identities and expressions.

The promotion of gender equality is moving in an increasingly intersectional direction, also in Helsinki. This means that, in addition to gender, we simultaneously consider other

characteristics that may affect citizens' experiences and discrimination. Such characteristics may include age, language, origin, sexuality and various backgrounds. The promotion of gender equality requires the recognition of various positions of power and hierarchies and the courage to dismantle discriminating structures.

Helsinki's gender equality work is based on the Equality Act, expertise, cooperation, researched information and the city's values and strategy. Gender equality has been emphasised as an important goal in the Helsinki City Strategy for 2017–2021. According to the strategy, Helsinki's vision is to be the world's most functional city, whose functionality is based on equality and non-discrimination, among other things. The strategy also commits to making equality a principle permeating all the activities of the city. This requires lots of concrete work, and this plan is one step towards implementing the strategy. During this gender equality plan period, the goal is to take the promotion of gender equality in a more concrete direction. The goal is to comprehensively consider gender equality in the development of services and in all of the city's key activities.

The most important goal of all gender equality work is to make Helsinki develop into a city where people representing all genders, gender identities and gender expressions can be seen and heard and are allowed to participate and act as equal citizens without direct or indirect discrimination.

# 1:

**The promotion of gender equality increases well-being and realisation of human rights for all citizens.**

## Promoting gender equality in Helsinki

The City of Helsinki has long traditions in promoting gender equality: for example, the Gender Equality Commission, consisting of political parties, has been active since the mid-1980s. At the same time, however, we understand that efficient gender equality work requires constant development and new initiatives. In the 2019–2021 plan period, examples of these include systematic development of gender impact assessment and better consideration of gender diversity in the city's services and activities.

Promoting gender equality in Helsinki is part of the larger-scale process of promoting gender equality and non-discrimination regarding activities, services and personnel. This section sheds more light on this process and its background.

### 1.1 Equality act

Helsinki's gender equality work is based on the Equality Act (Act on Equality between Women and Men)<sup>1</sup>, and this plan contributes to putting it into practice. The purpose of the act is to promote gender equality and prevent discrimination based on gender, gender identity and gender expression. The Non-Discrimination Act, on the other hand, controls equality concerning other characteristics, such as age, origin, language and sexual orientation, and the City of Helsinki has a separate non-discrimination plan for this purpose.

### According to the Equality Act, authorities must:

- comprehensively consider gender equality in all preparatory work and operations.
- promote gender equality purposefully, creating administrative and operating practices that ensure the advancement of gender equality in the preparatory work undertaken on different matters and in decision-making.
- take pre-emptive action in a purposeful and systematic manner against all discrimination based on gender identity or gender expression.

<sup>1</sup> [https://www.finlex.fi/en/laki/kaannokset/1986/en19860609\\_20160915.pdf](https://www.finlex.fi/en/laki/kaannokset/1986/en19860609_20160915.pdf)



**“Gender equality is a principle permeating all activities of the city.”**

-Helsinki City Strategy

In addition to obligations for all authorities, the Equality Act includes additional obligations for employers and education providers. These concern HR policies at workplaces, which are covered by the City of Helsinki’s gender equality plan for personnel, and the preparation of gender equality plans for educational institutes, which is the responsibility of the Education Division.

### **1.2 Organising gender equality work and promoting human rights**

The City of Helsinki is promoting gender equality in its service development and HR policy. The promotion of gender equality in services is carried out by the City Executive Office’s Communications unit and has been separated from gender equality work regarding the HR policy, which is the responsibility of the Human Resources unit. In addition, the city promotes non-discrimination in accordance with the Non-Discrimination Act, and services and HR policy have also been separated in this context between the Communications and Human Resources units.

Helsinki is one of Finland’s largest employers, and its services also constitute a large entity of their own. For this reason, separating gender equality work regarding personnel and services into different entities has been justified. In addition, promotion of gender equality and promotion of non-discrimination are currently separate from each other. Gender equality includes improving the position of all genders and gender minorities in accordance with the Equality Act, whereas non-discrimination includes other grounds for discrimination prohibited by the Non-Discrimination Act, such as age, nationality, beliefs and sexual orientation.

- This gender equality plan for services is targeted at the development of the city’s operations and services, i.e. activities that are visible to the outside.

- The city’s gender equality plan for personnel is a separate plan that aims to promote gender equality among the city’s own personnel within the city’s operations and regarding equal pay, among other things.

- The city’s non-discrimination plan for services aims to reduce discrimination based on, for example, origin, nationality, language, religion, beliefs and sexual orientation. The plan will be completed in 2019.

- The city also has a non-discrimination plan for personnel.

In Helsinki, gender equality work regarding services and operations is coordinated and developed by gender equality advisor. In addition the city's divisions have specialists whose duties include gender equality and non-discrimination issues. The city also has the Gender Equality Commission, which consists of representatives from political parties. It monitors and supports the promotion of gender equality and makes proposals and gives comments about key issues relating to gender equality.

The City of Helsinki also has an employee responsible for non-discrimination in services and operations as well as the Non-Discrimination Commission, which consists of elected officials. In future, the goal is to develop gender equality and non-discrimination work as an even more closely-knit entity of promoting human rights. This is justifiable because, for example, different features are present in citizens' lives and services at the same time. For instance, gender and gender identity are visible in citizens' daily lives in different ways depending on characteristics like age, native language and whether they use a wheelchair or walk. The entity of promoting human rights is also closely linked with the work of the city's Disability Ombudsman<sup>2</sup>, Council on Disability<sup>3</sup> and Elderly Citizens Council<sup>4</sup>.

The first concrete step towards consistent work for human rights is the City of Helsinki's human rights network, established in spring 2019. It gathers together over 180 of the city's employees who want to promote gender equality and non-discrimination. The network serves as a link between the City Executive Office, divisions and enterprises, bringing together people working for the city at various levels. Coordinated by the city's gender equality and non-discrimination advisors, the network aims to create a city built on human rights together. The purpose of the network is to make people in Helsinki recognise how different norms, hierarchies and discrimination practices affect citizens and how they can be dismantled together, creating a city that is better for everyone.

### 1.3 Gender impact assessment and gender-sensitive budgeting

Gender impact assessment is one example of the methods that can be used to incorporate gender perspectives into the preparation of decisions and development of services. In gender impact assessment, measures are assessed in advance in terms of their possible gender impact, aiming to prevent any discriminatory effects and promote gender equality. The impacts can also be assessed afterwards.

In 2019, gender impact assessment will be systematically developed as part of the City of Helsinki's own gender equality project. The project also involves the development of gender-sensitive budgeting. The project is based on the Helsinki City Strategy, which states that, to promote gender equality, a research-based project is to be launched to assess gender impact in a number of selected services. The project involves the city's all four divisions and the City Executive Office.

The following services have been selected for gender impact assessment in the project:



**Culture and Leisure Division:**

Gender impact assessment of financial support for sports clubs



**Education Division:**

Special support in comprehensive education and early childhood education



**Urban Environment Division:**

Regional planning service



**Social Services and Health Care Division:**

Informal care support



**Gender impact assessment will be systematically developed as part of the City of Helsinki's own gender equality project.**

<sup>2</sup> <https://www.hel.fi/helsinki/en/administration/administration/services/service-description?id=3712>

<sup>3</sup> <https://www.hel.fi/kanslia/yhdenvertainenhelsinki-en/sitearea-2/>

<sup>4</sup> <https://www.hel.fi/kanslia/yhdenvertainenhelsinki-en/sitearea-1/>



The City of Helsinki's human rights network brings together nearly 200 city employees.

The research project also involves gender-sensitive budgeting as a separate entity. This means assessing the budget from gender perspectives, incorporating gender perspectives into the various stages of the budgeting process and arranging expenditure such that it promotes gender equality. The goal is to increase the transparency of the budgeting process and to assess whether Helsinki's commitment to gender equality is reflected in its financial decisions.

Comprehensive gender-sensitive budgeting is a fairly new concept in Finland, and Helsinki is one of the first municipalities to develop it at the local level. The piloting of gender-sensitive budgeting includes analysis of the financial planning process and existing budget from gender perspectives and providing recommendations for further work. The purpose is to create practices and models that can be used to introduce gender-sensitive budgeting more extensively in future.

The project will report to the City Board at the end of 2019.

#### 1.4 Gender equality in the city's key documents

##### Helsinki City Strategy:

The vision of the Helsinki City Strategy 2017–2021 is to be “The Most Functional City in the World”. The strategy notes that the functionality is based on equality, non-discrimination, strong social cohesion and open, inclusive ways of operating. The strategy takes a strong stand on promoting gender equality: “Gender equality is a principle permeating all activities of the city. To promote gender equality, a research-based project is to be launched to assess gender impact in a number of selected services.”

In addition, the strategy makes an important statement noting that Helsinki will maintain

its citizens' subjective right to child day care services at the current level. This helps citizens and, due to the unequal distribution of family responsibilities, women in particular, to combine work and family life.

##### Key projects:

The Helsinki City Strategy is implemented in a total of seven key priority projects, which are the Real Estate Strategy Project, Central Pedestrian Zone and Underground Distributor Street Project, Land Policy Guideline Project, Helsinki Maritime Strategy Project, Project for Youth Social Inclusion, Exercise and Mobility Scheme Project and Health and Welfare Promotion Project. Currently (at the time of writing this gender equality plan), the Exercise and Mobility Scheme is the only key project in which gender equality has been comprehensively considered. The Exercise and Mobility Scheme recognises the impact of gender on the exercise behaviour of individuals, and gender is also included in the scheme's indicators.

##### Budget 2019 and financial plan 2019–2021:

Gender-sensitive budgeting is currently being developed in the City of Helsinki's gender equality project. So far, the current budget and financial plan have only a few mentions of gender equality. References to equality and non-discrimination are particularly linked with regionality and age as well as equal participation of residents in general. The only direct reference to gender equality is made in connection with the Audit Committee's budget. It notes that the assessments performed in the financial plan period pay particular attention to gender impact assessment and reviews activities that impact health, well-being and the environment.

##### European Charter for Equality:

Helsinki ratified the European Charter for Equality in 2007. The charter was prepared by the Council of European Municipalities and Regions as a tool and commitment to gender equality work. The charter has served as the backdrop for Helsinki's gender equality work, particularly at the early stages of the work, providing important backup for the definition of gender equality objectives.

# 2:

**The goal is to have all city services consider gender diversity as part of everyday work.**

## Gender equality planning process

Helsinki is preparing a separate gender equality plan for services, gender equality plan for personnel, non-discrimination plan for services and non-discrimination plan for personnel. The gender equality plans are based on the Equality Act, which prohibits discrimination based on gender, gender identity and gender expression. The non-discrimination plans are based on the Non-Discrimination Act, which prohibits discrimination based on, for example, age, origin, language and sexual orientation.

This gender equality plan for services aims to increase gender equality in the city's services and operations and, thereby, for the citizens. Gender equality among the city's own personnel and the related pay and occupational well-being issues, among other things, are covered by the separate gender equality plan for personnel.

Separate plan processes have been considered functional because, for example, gender equality and non-discrimination planning are based on different acts. In future, it is worth considering how the promotion of human rights for citizens could be developed as a more consistent entity.

### 2.1 Preparation of the plan

Preparation of the gender equality plan for services started on the initiative of the Gender Equality Commission in autumn 2018. The previous plan was prepared for 2013–2016, after which its period of validity was extended until 2018. The previous plan defined general guidelines and special focal points for improving gender equality in the city's services, not proceeding to detailed measures or indicators. In the 2019–2021 plan period, the city wants to proceed towards concrete measures for gender

equality and try developing measures that the city's central administration and divisions undertake to implement during the validity period of the plan.

The preparation of the gender equality plan and compilation of the division's goals and measures is coordinated by the City Executive Office. In addition, the Gender Equality Commission, which consists of the city's politicians, has been involved in preparing the plan. The plan revision process began in autumn 2018, at which time the Gender Equality Commission and the City Executive Office's gender equality and non-discrimination advisors met the divisions' deputy mayors, executive directors and specialists. The meetings discussed the division-specific main goals of promoting gender equality and the concrete measures towards these that could be included in the gender equality plan. On the basis of the meetings, a draft plan was prepared and then processed by the Gender Equality Commission and the gender equality and non-discrimination network (whose name was changed to the human rights network in spring 2019), which consists of the city's employees. Following these processing rounds, the revised draft was again commented on by the divisions, after which the measure tables were finalised. At this stage, the Gender Equality Commission had one more chance to provide comments on the entire plan package before it was submitted to the city's top management for processing.

## 2.2 Implementation and follow-up of the plan

The focal point of the gender equality plan lies in the goals of the City Executive Office and the divisions and the concrete measures to be taken to implement these. The plan includes a limited number of topical goals and related concrete implementation methods, responsible bodies and indicators. The intention is to carry out all the measures in 2019–2021, before the end of the council term.

● The practical implementation of the measures in the plan is the responsibility of the City Executive Office and the divisions. Detailed, goal- and measure-specific implementation responsibilities are specified in the tables in the following section.

● The implementation of the gender equality plan's measures is supported by the City Executive Office. Coordination is the responsibility of the gender equality advisor, who works at the City Executive Office.

● An intermediate assessment of the realisation of the gender equality plan will be carried out in late 2020. The intermediate assessment is the responsibility of the City Executive Office's gender equality advisor, and it will be conducted in cooperation with the divisions and, in particular, the city's human rights network. The purpose of the intermediate assessment is to provide a report before the beginning of the last plan year, indicating the measures that have been implemented, those that are under way and those that still require work.

● The human rights network, which consists of the City Executive Office's and divisions' employees and officeholders (for more information, refer to Section 3.2), supports not only the intermediate assessment but also the implementation of the plan.

● The City of Helsinki's Gender Equality Commission plays an important role, particularly in monitoring the realisation of the plan. The progress of the gender equality plan is regularly reported to the commission, and the commission also processes the intermediate assessment of the plan.

● The realisation of the plan will be reported to the City Board at the end of the plan period in 2021.

The gender equality plan and its final report will be communicated within the city to all the employees and elected officials and also to citizens and interest groups.



# 3:

**The plan enforces the Equality Act by preventing discrimination based on gender, gender identity and gender expression.**

## Goals and measures to promote gender equality

This section includes the gender equality plan's goals, measures, qualitative indicators and responsible bodies. The current plan period is 2019–2021, and all the measures have been planned for implementation by the end of the council term, which ends in 2021. Due to this, we have tried to specify the measures such that they can be implemented in two years.

The plan covers the entire city and applies to the City Executive Office and each of the four divisions: Urban Environment Division, Education Division, Culture and Leisure Division and Social Services and Health Care Division. In addition to the measures compiled in the tables, the divisions and City Executive Office are simultaneously carrying out other work relating to the development of gender equality and non-discrimination and, for example, educational institutes also have their own statutory gender equality plans. Supplementing the city's other gender equality work, this plan aims to meet the Equality Act's requirement on the systematic promotion of gender equality. In addition, the measures put into practice the city's strategy, according to which the promotion of gender equality is a principle permeating all activities of the city.

The plan is based on the Equality Act, the Helsinki City Strategy's guidelines and, above all, seeing gender equality as a fundamental value for the city, a significant factor in increasing well-being and fairness and part of the realisation of citizens' human rights.

City executive office

Main responsible body

Goals

Measures

Indicators

<p><b>1</b></p> <p><b>Comprehensively connecting gender perspectives to the city's core activities.</b></p>	<p>Gender-sensitive budgeting is developed according to recommendations received from the city's gender equality project.</p>	<p>Measures according to the project's recommendations have been initiated. An information package about gender-sensitive budgeting has been compiled for the divisions.</p>	<p>Actors in the city's gender equality project, financial and group governance unit, gender equality specialists in the Participation and Citizen Information Unit.</p>
	<p>Instructions are prepared for gender impact assessment and linked to the city's entire impact assessment process.</p>	<p>The instructions prepared for gender impact assessment have been linked to the existing assessment instructions.</p>	<p>Participation and Citizen Information Unit's gender equality advisor.</p>
	<p>Key strategic indicators regarding citizens are reported by gender. The options "other" and "do not wish to specify" are added to survey forms asking about gender.</p>	<p>The information produced by strategic indicators has been annually reported from gender perspective. The options "other" and "do not wish to specify" have been added to survey forms asking about gender.</p>	<p>Urban Research and Statistics Unit in cooperation with the Participation and Citizen Information Unit's gender equality advisor. Specialists responsible for citizen surveys.</p>
	<p>A training package on gender equality, gender diversity and non-discrimination in services is built for the city's personnel.</p>	<p>A training package on human rights has been prepared for the city's personnel.</p>	<p>Participation and Citizen Information Unit's gender equality and non-discrimination advisors together with the city's human rights network.</p>
<p><b>2</b></p> <p><b>Strengthening equal participation for citizens representing various genders, gender minorities and gender identities.</b></p>	<p>Practices for safer spaces are developed for the city after Oodi's example, taking into account the diversity of gender identities and gender expressions.</p>	<p>Practices for safer spaces have been developed, introduced at least at events organised by the City Executive Office and communicated to the divisions.</p>	<p>Participation and Citizen Information Unit's gender equality and non-discrimination advisors in collaboration with the city's human rights network.</p>
	<p>Guidelines are compiled to support equal and gender-sensitive communications, and the diversity instructions in the city's photography guidelines are implemented.</p>	<p>Support materials for gender-sensitive communications have been prepared. The diversity instructions and recommendations in the photography guidelines have been implemented.</p>	<p>Participation and Citizen Information Unit's gender equality and non-discrimination advisors in collaboration with the Communications unit.</p>
	<p>Customer feedback received by the city is analysed from gender equality perspective and gender equality and non-discrimination surveys are conducted for citizens.</p>	<p>Feedback has been analysed from the perspective of gender equality at least once a year. Gender equality and non-discrimination survey has been conducted at least once every two years.</p>	<p>Participation and Citizen Information Unit's specialists.</p>

In addition, the City Executive Office coordinates a city-level strategic project package, which involves gender impact assessment pilots in the divisions and as part of the budget process. The project mainly takes place in 2019. The implementation of the strategic project is the responsibility of the Urban Research and Statistics Unit, and it also features several actors from the City Executive Office and divisions.

Goals

Measures

Indicators

Goals	Measures	Indicators	Main responsible body
<p><b>1</b></p> <p><b>Implementing gender-sensitive education in early childhood education and schools.</b></p>	<p>Gender sensitivity is included in all the local curricula of the City of Helsinki. The practical significance of this is discussed with the people working at educational institutes and in their development tasks.</p>	<p>Gender sensitivity is included in local curricula and their application.</p>	<p>Executive directors of segments.</p>
	<p>Personnel training on gender-sensitive early childhood and school education is continued. A training package on gender-sensitive education is prepared. A section on gender sensitivity is added to induction materials and other existing training materials.</p>	<p>Training on gender-sensitive early childhood and school education has been organised for personnel. During the plan period, at least the personnel working in early childhood education will be provided with training.</p>	<p>Head of personnel policy.</p>
<p><b>2</b></p> <p><b>Effectively preventing sexual harassment and intervening with harassment at educational institutes.</b></p>	<p>Reporting harassment experienced by pupils is made easier by, for example, developing a user-friendly application for the purpose.</p>	<p>New, low-threshold methods and tools have been developed for reporting harassment.</p>	<p>Pupil welfare managers.</p>
	<p>School personnel are provided with training on sexual and gender-based harassment and intervention. At the same time, steps are taken to ensure that schools offer professional sexual education, which may utilise cooperation with associations and other specialists.</p>	<p>The personnel of all schools have received training on harassment prevention and intervention.</p>	<p>Head of personnel policy.</p>

In addition, gender impact assessment of special-needs support will be carried out in the Education Division as part of the city's gender equality project in 2019.

Goals

Measures

Indicators

1

**Increasing the amount of public facilities safe for everyone and making the urban environment safer.**

Social impact assessment carried out in connection with city planning and public area planning is expanded where possible such that it also includes gender impact assessment.

Gender impact assessment has been tried out in connection with social impact assessment.

Land use and city structure segment.



**An equal, functional and safe city for everyone regardless of their gender, age or other characteristics.**

Consideration of gender diversity is incorporated into the public space planning process such that, in connection with construction projects, the suitability of facilities\* is also ensured for users who are unable to use facilities intended for women or men only.

Consideration of gender diversity has been incorporated into the public space planning process and the construction of new facilities by, for example, incorporating it into the planning instructions for new facilities.

Services and permits segment, Buildings and public areas segment, Urban space and landscape planning service.

\*for example, dressing rooms, washing facilities, toilet facilities

In addition, gender impact assessment of regional planning will be carried out in the Urban Environment Division as part of the city's gender equality project in 2019.

Culture and leisure division

Main responsible body

Goals

Measures

Indicators

<p><b>1</b></p> <p><b>Gender equality goals are prepared for the division.</b></p>	<p>Preparation of gender equality goals for the division in cooperation with the segments, so that they can then be applied to the division's support granting principles, for instance.</p>	<p>The division's gender equality goals have been prepared.</p>	<p>Development services and segments.</p>
<p><b>2</b></p> <p><b>Information is collected about the gender distribution of visitors to cultural and sports services (also those who specify their gender as "other").</b></p>	<p>Developing the collection of visitor data for segments such that it will also be possible to receive information about visitors by gender (also "other").</p>	<p>Cultural services are developing new methods for collecting visitor data by gender.</p>	<p>Development services and segments.</p>
<p><b>3</b></p> <p><b>Gender awareness is raised in service planning.</b></p>	<p>Visitor statistics and citizen profiles are utilised in developing the content of cultural services.</p> <p>Gender impact assessment is developed in activities and locations to be agreed separately.</p>	<p>Citizen profiles are utilised in the gender-aware development of services.</p> <p>Gender impact assessment has been conducted in separately agreed activities.</p>	<p>Development services, cultural services and youth services.</p>
<p><b>4</b></p> <p><b>The opportunities of gender minorities to use recreational services are improved.</b></p>	<p>An assessment is made of the opportunity to expand the Itäkeskus swimming hall's unisex dressing room policy to the city's other sports facilities. Where possible, it is ensured that the construction of new sports and recreational facilities and renovation or rearrangement of old facilities makes the facilities accessible and safe for all genders.</p>	<p>The assessment of the unisex dressing room policy is complete.</p>	<p>Sports services.</p>

In addition, gender impact assessment of financial support for sports clubs has been carried out in the Culture and Leisure Division as part of the city's gender equality project in 2019.

Social services and health care division

Main responsible body

Goals

Measures

Indicators

Goals	Measures	Indicators	Main responsible body
<p><b>1</b></p> <p><b>Enhancing the prevention of gender-based violence and intimate partner violence. Developing the early recognition of victims of intimate partner violence and helping them.</b></p> <p><i>(Refer to the Council of Europe Convention on preventing and combating violence against women and domestic violence [also known as the Istanbul Convention], Chapter 3 and articles 13, 15, 20, 22)</i></p>	<p>The preparation of a city-level action plan for the prevention of gender-based violence and intimate partner violence is started according to the City Council's recommendation (28 November 2018).</p>	<p>The action plan has been prepared.</p>	<p>Intimate partner violence working group.</p>
	<p>An information campaign on intimate partner violence.</p>	<p>The information campaign has been implemented.</p>	<p>Ideated by the intimate partner violence working group, implemented in cooperation with the Communications unit.</p>
	<p>Personnel are provided with training on intimate partner violence recognition and intervention.</p>	<p>Training has been organised for the personnel.</p>	<p>Competence development unit.</p>
	<p>Assessment of the need for establishing a low-threshold service point for people who have experienced violence or threat of violence.</p>	<p>The assessment has been carried out.</p>	<p>Intimate partner violence working group.</p>
<p><b>2</b></p> <p><b>Recognition of gender and family diversity and their consideration in customer service situations and service development.</b></p>	<p>Personnel are provided with training on the recognition of gender and family diversity.</p>	<p>The personnel have been provided with training on gender and family diversity.</p>	<p>Competence development unit.</p>
	<p>Preparing instructions for health care personnel working with clients on treatment paths and referral practices for transgender people.</p>	<p>The instructions have been prepared.</p>	<p>Management of health centres.</p>

In addition, gender impact assessment of informal care support will be carried out in the Social Services and Health Care Division as part of the city's gender equality project in 2019.

# Appendices

## Gender equality glossary

Terminology relating to gender and gender diversity:

### Cisgender

Cisgender people identify and are happy with their gender assigned at birth and usually express their gender accordingly. However, cisgender people may also express their gender in various ways. The prefix “cis-” comes from Latin and means being on the same side.

### Gender

Gender may refer to, for example, legal gender status, physical dimensions of gender, social significance of gender or an individual’s gender identity and gender expression. Gender is therefore a diverse and multi-level concept. Even through gender diversity is often linked with gender minorities, it can be used to describe all the diverse forms in which gender is manifested in society.

### Gender expression

Gender expression refers to people’s manifestation of their gender through their clothing, behaviour or some other means. Both cisgender and transgender people may express their gender in various ways. The expression may conform to conventional gender norms or deviate from them. Discrimination based on gender expression is prohibited by the Equality Act.

### Gender identity

Gender identity is the personal sense of one’s own gender. Gender identity is individual, not necessarily correlating with gender assigned at birth or limited to two legal gender statuses. At the individual level, the recommended way of understanding gender is self-determined gender identity. Discrimination based on gender identity is prohibited by the Equality Act.

### Gender norm

Gender norms are conscious or subconscious assumptions and expectations about what is considered the commonly acceptable or ideal way or experiencing or expressing gender. Finland has a highly binary gender norm. Depending on the situation, gender norms may refer to, for example, the idea of a certain gender’s better suitability for some situation, task or position. Gender norms may also be expectations about what people of various genders should look like or how they should behave, or what kinds of gender categories people may belong to. Such norms and their effects may be made visible and analysed through norm awareness.

### Gender reassignment

Gender reassignment usually refers to medical treatment through which transgender or non-binary people can change their body to correspond to their own gender identity. Changing or confirming people’s legal gender status means changing their personal data in the Population Register Centre to correspond to their gender identity.

### Intersex

Some people are intersex. They cannot be interpreted as representatives of either binary gender, female or male, based on their physical characteristics, usually genitals or chromosomes.

### Non-binary

Non-binary people do not feel they are female or male but, for example, agender, transcending or outside gender boundaries.

### Transgender

Transgender people have a gender identity that differs from their gender assigned at birth. Many transgender people want and need medical treatment for gender reassignment. The gender identity of a transgender person may be, for example, male, female, non-binary or transgender.

## Other terminology relating to equality:

### Gender awareness or sensitivity

Gender awareness or sensitivity means the recognition of assumptions, prejudices and conceptions culturally and socially linked with various genders in daily activities and manners of speaking. Gender awareness also means the recognition and critical assessment of gender stereotypes and awareness of gender diversity.

### Gender equality

Gender equality means equality between all genders and gender identities in accordance with the Equality Act. We often speak about formal gender equality, which means formally equal rights and treatment for everyone, and substantive gender equality, which means equality between different situations and their outcome. Equal opportunities do not guarantee substantive gender equality, which often requires positive action towards certain groups or other special measures.

### Gender impact assessment

Gender impact assessment means the advance evaluation of the effects of measures or political decisions in terms of their possible gender impact. The goal is to prevent undesired gender impacts and promote gender equality. On the basis of the assessment, corrective measures can be suggested to reduce discrimination and undesired effects, promote gender equality and eliminate obstacles

preventing gender equality.

Gender impact assessment is a method of gender mainstreaming.

### Gender mainstreaming

Gender mainstreaming is a strategy by which gender perspectives and the goal of promoting gender equality are incorporated into all activities, such as preparation by authorities and decision-making. The purpose of mainstreaming is to eliminate gender blindness in the procedures and operating culture of organisations. In order to do this, existing operating methods and practices must be reorganised, improved, developed and assessed so that gender perspectives and the goal of promoting gender equality are made part of all the activities of the organisations. The gender mainstreaming obligation applies to all authorities on the basis of the Equality Act.

### Gender-neutral

Gender-neutral is a term used in various contexts – for example, when something is intended or suitable for all genders, such as gender-neutral toilet facilities. Gender neutrality may also be something striven for in language use, for instance. Gender neutrality may often mean gender blindness, i.e. the complete failure to recognise or observe the significance or effects of gender. In this case, activities that have been thought of as gender-neutral may be excluding or even discriminatory.

### Gender-sensitive budgeting

Gender-sensitive budgeting refers to a gender-based assessment of the revenues and expenditures in a budget. The goal is to become aware of how the revenues and expenditures are distributed and to ensure that they are allocated with equal impact on each gender. Gender-sensitive budgeting also involves reviewing whether money needs to be separately budgeted for promoting gender equality. A gender-sensitive budget review also includes budget monitoring and key figures. Gender-sensitive budgeting means the application of gender mainstreaming in the budgetary process.

### Gender-specific

Gender-specific may refer to, for example, activities or facilities only intended for a certain gender. Gender-specific activities may be justified when, for instance, creating a safer space or dealing with issues that are possibly delicate and are characteristic of a certain gender.

### Intersectionality

Intersectionality refers to an approach in which many factors are considered to simultaneously influence an individual's identity and positioning in societal power relationships. According to an intersectional way of thinking, factors such as gender, social class, age, ethnic background, functional capacity or sexual orientation should also be viewed in relation

to each other. Intersectionality can be thought of as referring to intersecting differences or intersecting inequality.

### LGBTIQ

LGBTIQ is an inclusive abbreviation of lesbian, gay, bisexual, transgender, intersex and queer people. Different versions of the abbreviation are used depending on the groups being referred to. For example, the letter A may be added to the end for asexual or agender people, or a plus sign to indicate a more extensive list. The abbreviation may be used to depict groups whose sexual orientation, gender expression or gender identity deviate from the norm.

### Multiple discrimination

Multiple discrimination refers to cases where a person is discriminated against on several different grounds in the same situation or on different grounds in different situations. A single factor does not necessarily even explain the discrimination.

### Non-discrimination

According to the Non-Discrimination Act, non-discrimination means that all people are equal regardless of their age, origin, nationality, language, religion, beliefs, opinions, political activity, trade union activity, family circumstances, health, disability, sexual orientation or other personal characteristics.

### Privilege

Privileges mean benefits or advantages that people or groups of people get in various situations. Privileges are based on prevailing norms, which may be conscious or subconscious, culturally or historically determined or statutory.

### Sexism

Sexism refers to actions or attitudes that belittle, subjugate or discriminate against people based on their gender, gender identity or gender expression.

### Sexual minority

Sexual minority often refers to people whose sexual orientation deviates from heterosexuality, such as gays, lesbians, bisexuals, pansexuals and sometimes also asexuals. Instead of a term that highlights the minority perspective, it is better to use, for example, the inclusive abbreviation LGBTIQ (which also includes transgender and intersex people) or speak more specifically about the groups being referred to at each time. The diversity of sexual orientation covers all people.

### Sexual or gender-based harassment

Sexual harassment refers to unwanted verbal, non-verbal or physical behaviour that is sexual by nature and violates a person's mental or physical integrity, particularly by creating an intimidating, hostile, degrading, humiliating or distressing atmosphere. Sexual harassment is often linked

with gender-based harassment. Gender-based harassment refers to unwanted behaviour relating to a person's gender that is not sexual by nature and that intentionally or factually violates mental or physical integrity. For example, gender-based harassment may be derogatory name-calling relating to gender. Sexual and gender-based harassment are acts of discrimination according to the Equality Act.

### Sexual orientation

Sexual orientation usually refers to the gender or genders to which a person is attracted. Examples of sexual orientations are hetero-, homo-, bi- and pansexuality. People's conceptions of their own sexual orientation are not necessarily permanent but may change over the course of their lives.

(Sources: LGBTI Rights in Finland – Seta, Centre for Gender Equality Information in Finland, Trasek)

## References and additional information

### Collected information about gender equality

European Centre for Gender Equality (EIGE) <https://eige.europa.eu/>  
Centre for Gender Equality Information in Finland <https://thl.fi/en/web/gender-equality>  
Statistics Finland: Gender equality [http://www.stat.fi/tup/tasaarvo/index\\_en.html](http://www.stat.fi/tup/tasaarvo/index_en.html)

### Gender diversity

LGBTI Rights in Finland – Seta <https://en.seta.fi/>  
Gender Diversity & Intersex Centre of Expertise <https://sukupuolensaamiskeskus.fi/english/>  
Trasek <http://trasek.fi/in-english/>

### Legislation, agreements and commitments

Council of Europe Convention on preventing and combating violence against women and domestic violence <https://rm.coe.int/1680462532>  
European Charter for Equality [https://www.kuntaliitto.fi/sites/default/files/media/file/tasa\\_arvon\\_peruskirja\\_ebook.pdf](https://www.kuntaliitto.fi/sites/default/files/media/file/tasa_arvon_peruskirja_ebook.pdf)  
Equality Act <https://www.finlex.fi/fi/laki/kaannokset/1986/en19860609>

### Gender equality machinery

Council for Gender Equality <https://tane.fi/en/frontpage>  
Gender equality work in ministries <https://stm.fi/en/gender-equality>  
Ombudsman for Equality <https://www.tasa-arvo.fi/web/EN/National-Non-Discrimination-and-Equality-Tribunal-of-Finland>  
<https://www.yvtltk.fi/en/index.html>

### Helsinki's strategic documents

Helsinki City Strategy 2017–2021 <https://www.hel.fi/helsinki/en/administration/strategy/strategy/>  
Real Estate Strategy Project <https://www.hel.fi/helsinki/en/administration/strategy/strategy/real-estate-strategy/>  
Central Pedestrian Zone and Underground Distributor Street Project <https://www.hel.fi/helsinki/en/administration/strategy/strategy/pedestrian-zone-underground-street/>  
Land Policy Guideline Project <https://www.hel.fi/helsinki/en/administration/strategy/strategy/land-policy/>  
Helsinki Maritime Strategy Project <https://www.hel.fi/helsinki/en/administration/strategy/strategy/maritime-strategy/>  
Project for Youth Social Inclusion <https://www.hel.fi/helsinki/en/administration/strategy/strategy/youth-social-inclusion/>  
Exercise and Mobility Scheme Project <https://www.hel.fi/helsinki/en/administration/strategy/strategy/mobility-scheme/>  
Health and Welfare Promotion Project <https://www.hel.fi/helsinki/en/administration/strategy/strategy/health-welfare-promotion/>  
Budget 2019 <https://www.hel.fi/helsinki/en/administration/strategy/budget/>

### Gender equality and human rights in Helsinki's services

Gender equality <https://www.hel.fi/kanslia/yhdenvertainenhelsinki-en/>  
Council on Disability <https://www.hel.fi/kanslia/yhdenvertainenhelsinki-en/sitearea-2/>  
Elderly Citizens Council <https://www.hel.fi/kanslia/yhdenvertainenhelsinki-en/sitearea-1/>  
Non-discrimination <https://www.hel.fi/kanslia/yhdenvertainenhelsinki-en/non-discrimination-commission/>

### Tools for promoting gender equality

European Centre for Gender Equality's information package about gender-sensitive budgeting <https://eige.europa.eu/gender-mainstreaming/methods-tools/gender-budgeting>  
Gender mainstreaming and gender impact assessment <https://thl.fi/en/web/gender-equality/promoting-gender-equality/gender-mainstreaming>  
Gender-sensitive budgeting <https://tasaarvoatalousarvioon.wordpress.com/gender-budgeting-jamstalldhettsintegrerad-budgetering/>  
Tasa-arvoa talousarvioon – talousarvion sukupuolivaikutusten arviointi ja sukupuolittietoinen budjetointi (Gender equality for budgeting – gender impact assessment of budgeting and gender-sensitive budgeting) <http://julkaisut.valtioneuvosto.fi/handle/10024/161000>  
Centre for Gender Equality Information's list of various guides and instructions (in Finnish) <https://thl.fi/fi/web/sukupuolten-tasa-arvo/ajankohtaista/hankkeet-ja-julkaisut/oppaita-ja-ohjeita>

**Gender equality is a fundamental value for Helsinki, a significant factor in increasing well-being and fairness and part of the realisation of citizens' human rights.**