Visioonikonverents
Omavalitsus 2035
7. november 2023 | Tallinn

Venla Bernelius
Soome Haridus- ja Kultuuriministeerium

**Kas eraldiseisvad reaalsused või kaasav tulevik?
Nägemus kaasamisest ühiskondlikku sillana**

SEPARATE REALITIES OR AN INCLUSIVE FUTURE?
A VISION FOR INCLUSION BRIDGING SOCIETAL SEGREGATION

Local Government 2035, Tallinn

Venla Bernelius

7.11.2023
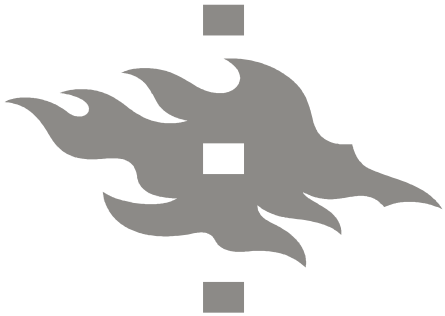
Diversity and inclusion in local governance?

- Local government and neighbourhoods as interfaces to society
- Uneven participation: social and spatial divisions
- Socio-spatial and language segregation in Finnish cities: urban (social) peripheries
  - Helsinki region as an urban laboratory – similar dynamic across Finnish and European cities
  - Domains of segregation
- Closing the gap?
  - Counteracting segregation
  - Open local government as a sensitive mediator
  - Convivência-mindset

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Vuoden 2023 eduskuntavaalit Helsingissä

Jenni Erjansola & Venla Bernelius & Vesa Keskinen & Pasi Saukkonen
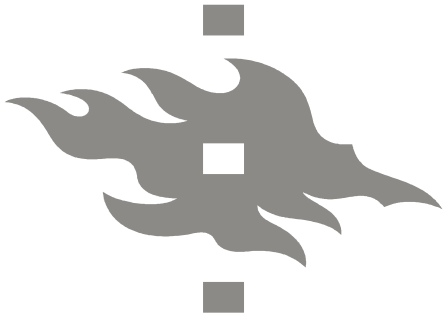
Tilastoja 2023:4

Martin Thrupp
Piia Seppänen
Jaakko Kauko
Sonja Kosunen *Editors*

Finland's Famous Education System

Unvarnished Insights into Finnish Schooling
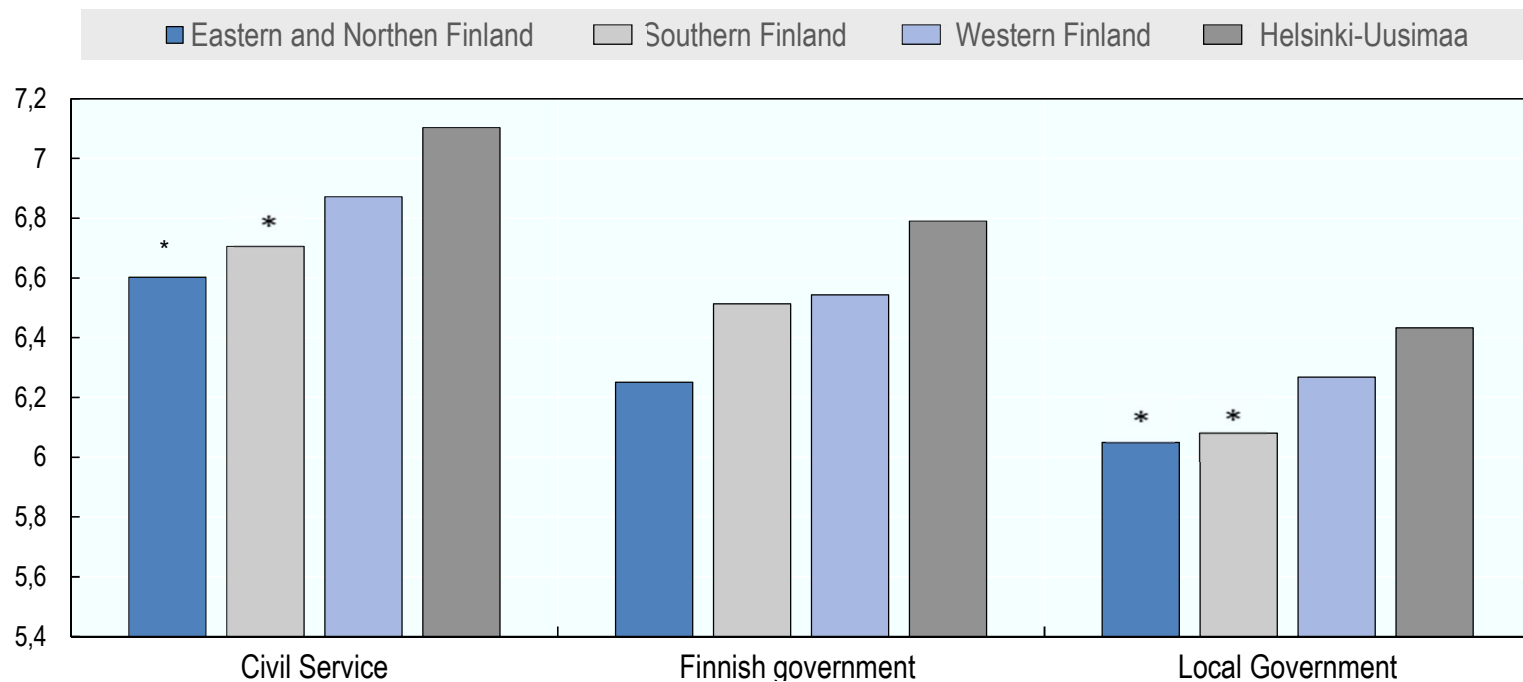
OPEN ACCESS

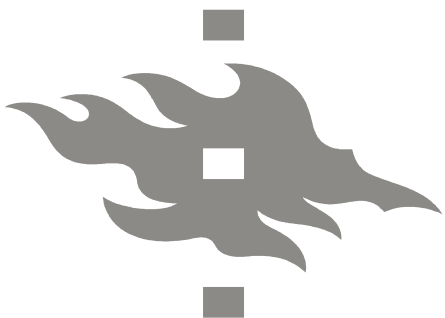Springer

The new locally global government

- The importance of local government is increasing

  - Global challenges solved locally, e.g. climate change

  - Knowledge economy and growth concentrating in cities → growing "weight" of local government

  - Shared social and structural dynamics of local questions, e.g. Helsinki and Tallinn vs. rural municipalities Finland & Estonia

  - Networks of cities vs. nation states, e.g. see C40

- Neighbourhoods are the most important interface to the whole society: services, social life, schools etc.

  - Particularly the young, elderly and socio-economically vulnerable spend time very locally (see. e.g. Rein Ahas, Siiri Silm, Tiit Tammaru for Estonian research)

There are trust divides, region, education, income

Average trust is higher in Helsinki-Uusimaa than in other Finnish regions, 2020 – Katju Holkeri

Legend: ■ Eastern and Northen Finland □ Southern Finland □ Western Finland ■ Helsinki-Uusimaa
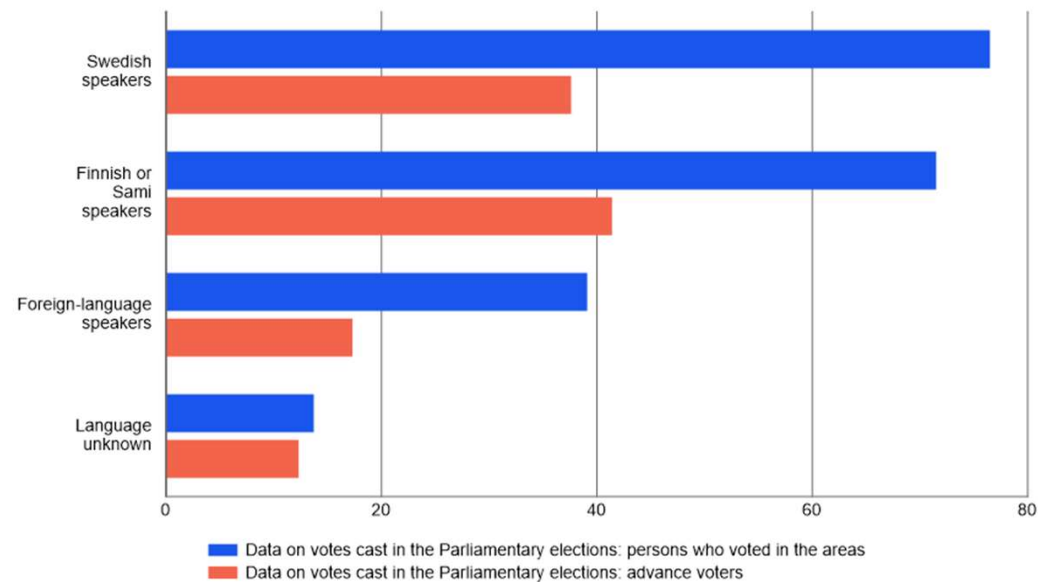
MINISTRY OF FINANCE
FINLAND

Social gaps in democratic participation

Persons who voted in the areas and advance voters by level of education in the Parliamentary elections 2023
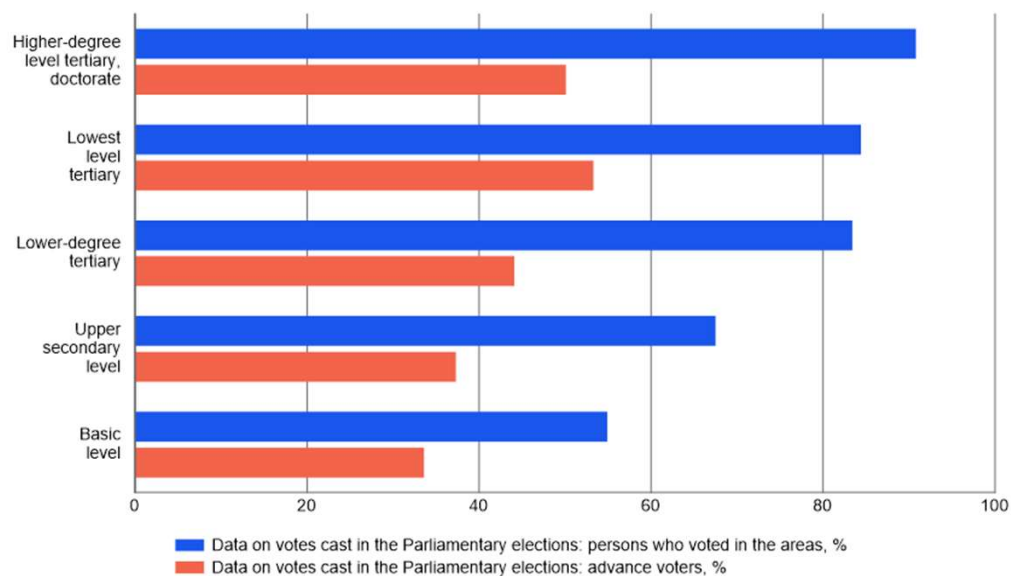
- Data on votes cast in the Parliamentary elections: persons who voted in the areas, %
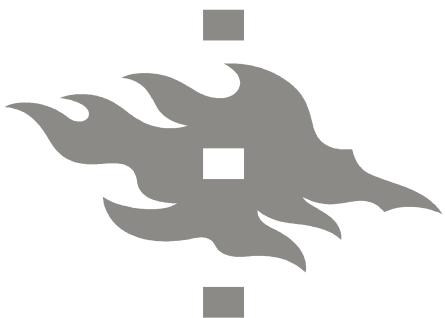- Data on votes cast in the Parliamentary elections: advance voters, %

Source: Statistics Finland, parliamentary elections

Persons who voted in the areas and advance voters by language in the Parliamentary elections 2023

- Data on votes cast in the Parliamentary elections: persons who voted in the areas
- Data on votes cast in the Parliamentary elections: advance voters

Source: Statistics Finland, parliamentary elections

https://www.stat.fi/en/publication/cl8mvt1xt143o0cvzel1m7esx

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HELSINGIN YLIOPISTO
HELSINGFORS UNIVERSITET
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Adults with tertiary education in Finnish municipalities

Where are the peripheries of trust and participation?
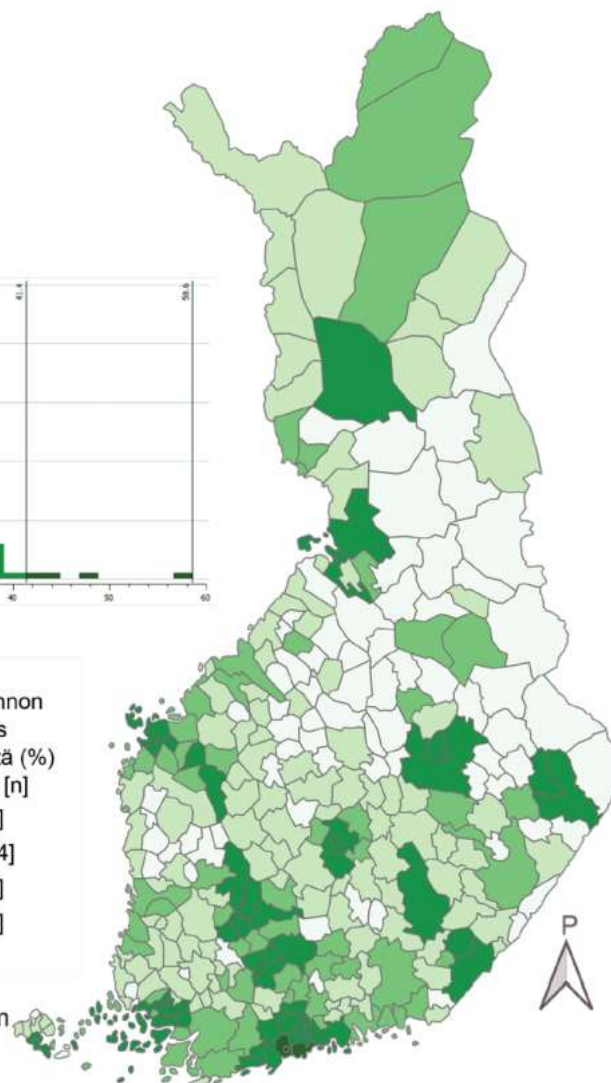

Havaintojen jakautuminen
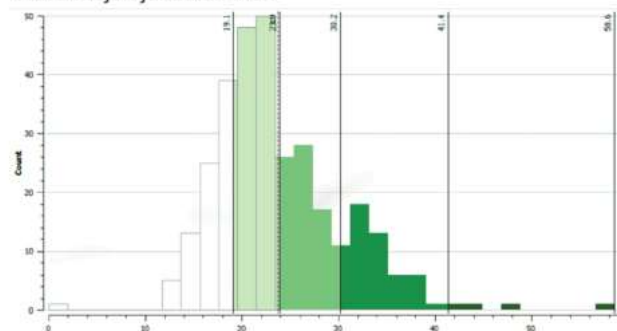
Korkea-asteen tutkinnon
suorittaneiden osuus
15 vuotta täyttäneistä (%)
Tilastokeskus, 2019 [n]

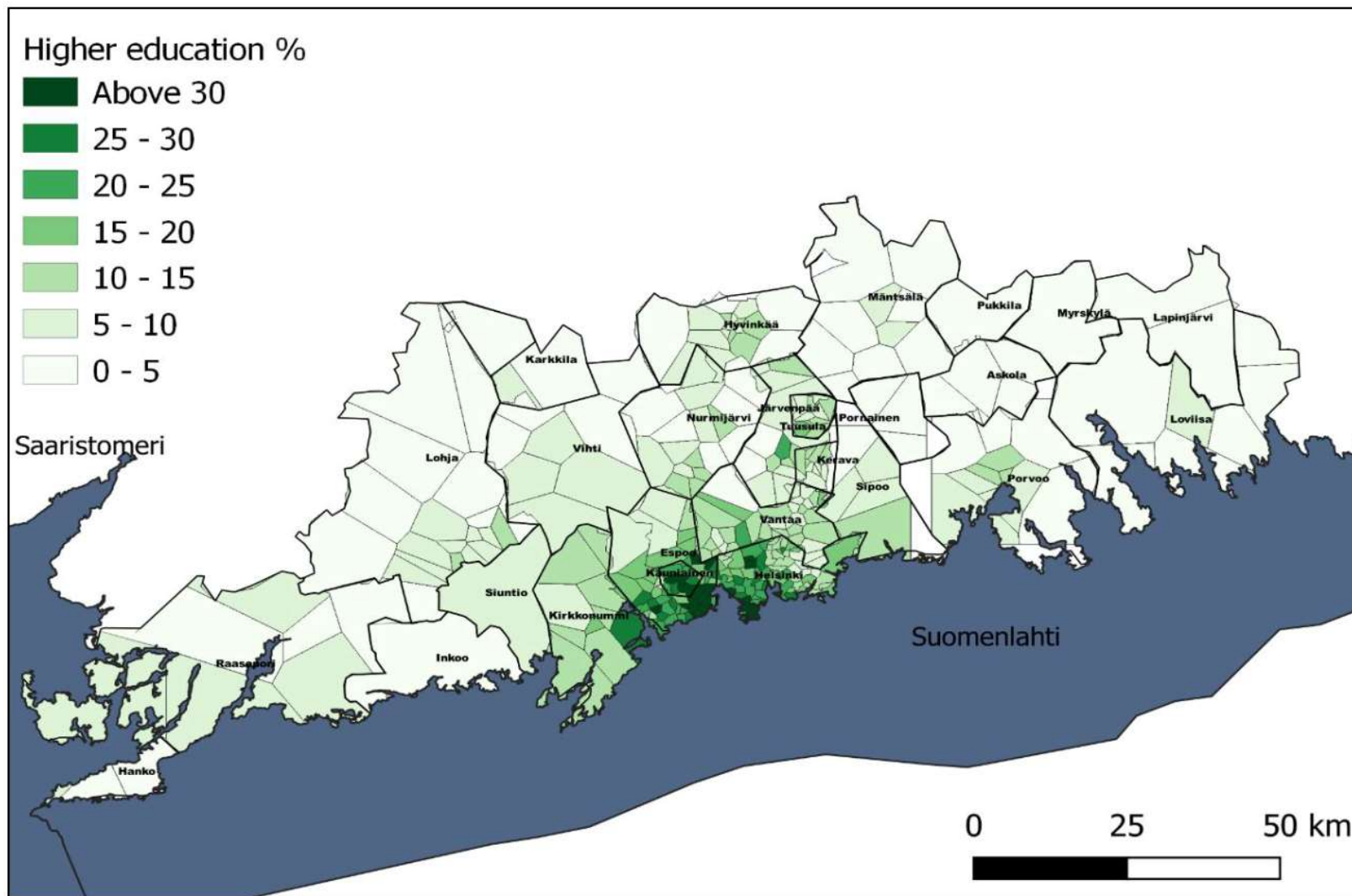|		
	0–19,1	[76]
	19,1–23,9	[114]
	23,9–30,2	[68]
	30,2–41,4	[50]
	41,4–58,6	[3]

0   150 km

Figure 5. Level of higher education percentage in the Uusimaa region.
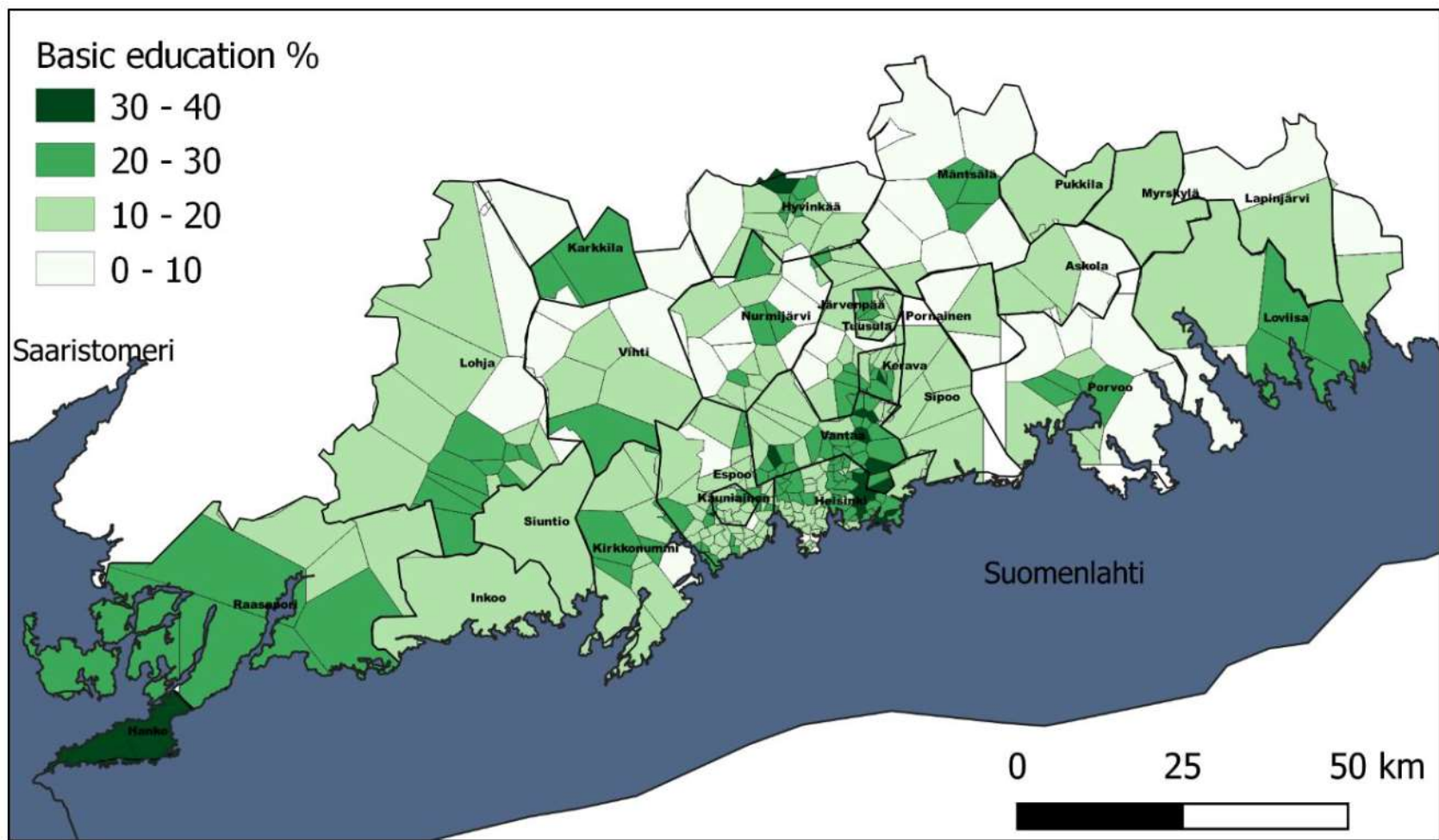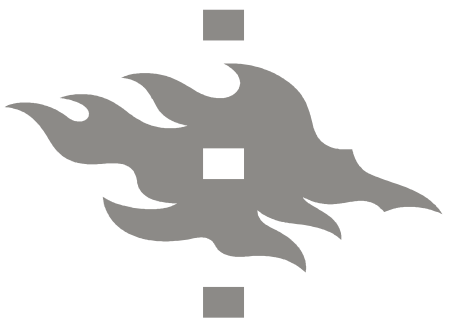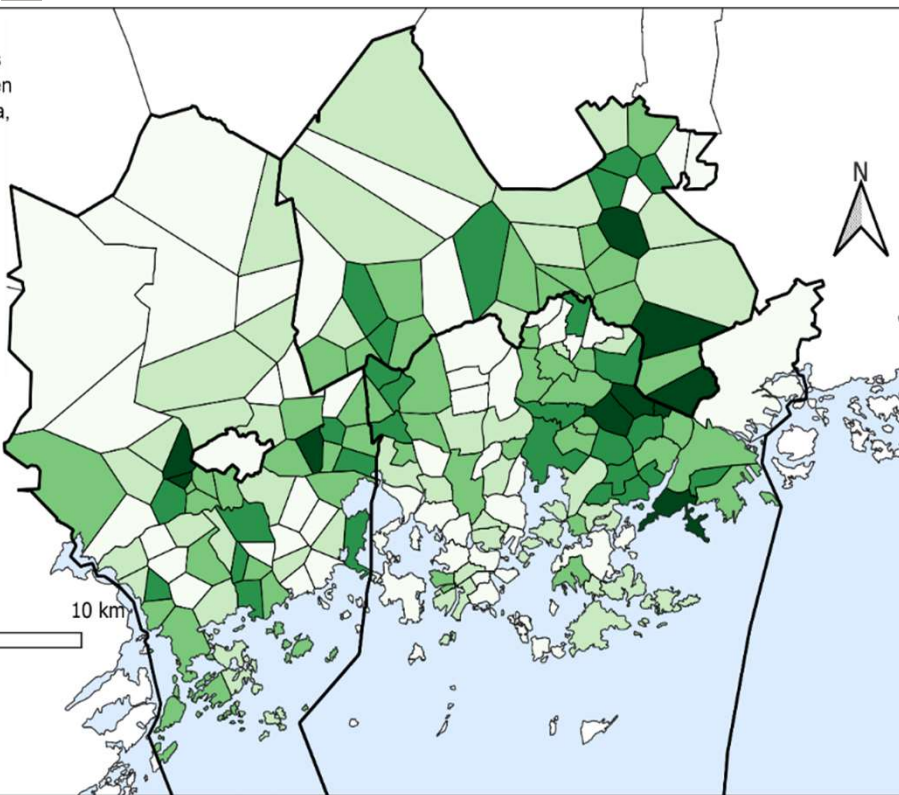
Pontus Edvinsson 2020

Figure 4. Percentage of people with only a basic level education in Uusimaa.   *Pontus Edvinsson 2020*
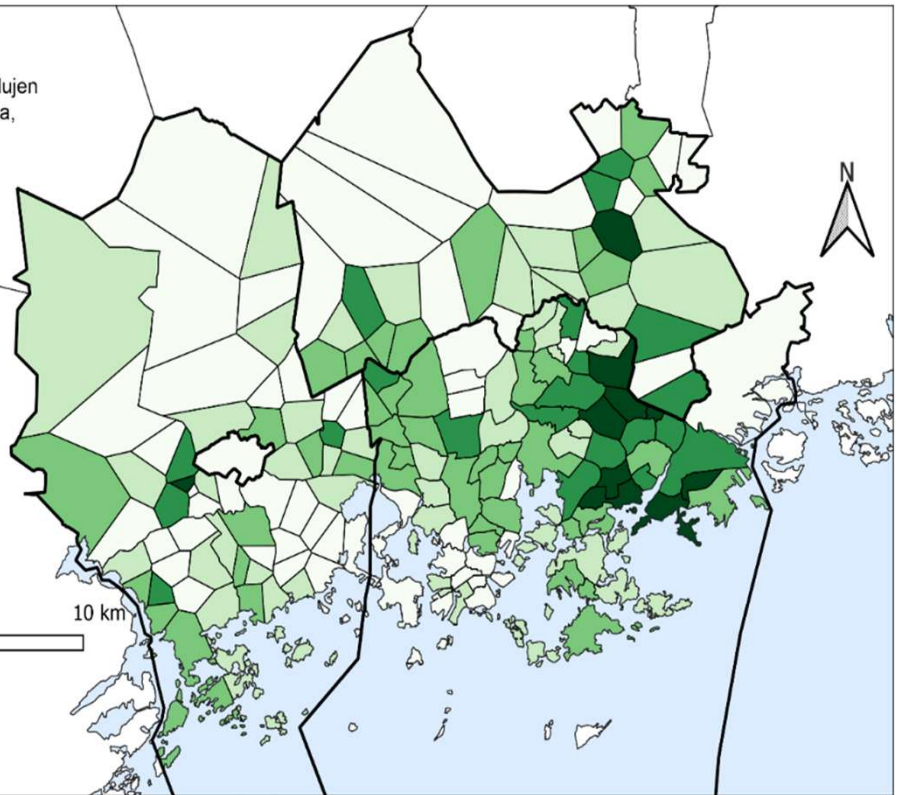
Muunkielisten osuus
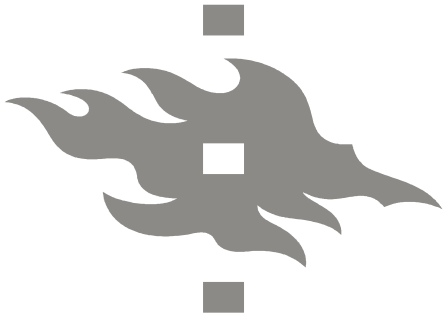väestöstä alakoulujen
oppilaaksiottoalueilla,
%, vuonna 2018

- 2,4 – 9,1
- 9,1– 14,4
- 14,4 – 21,2
- 21,2 – 30,7
- 30,7 – 52,2
- Kuntaraja

Työttömien osuus
työvoimasta alakoulujen
oppilaaksiottoalueilla,
%, vuonna 2019

- 2,7 – 6,9
- 6,9 – 9,3
- 9,3 – 12,0
- 12,0 – 15,5
- 15,5 – 20,7
- Kuntaraja

0   5   10 km

0   5   10 km

N

New urban peripheries

- Traditionally, we have looked at averages of larger areas like regions, provinces or municipalities and located peripheries into more distant *geographical peripheries*

- Nowadays, we can see growing differentiation within municipalities and within cities, between neighbourhoods; neighbourhood differences in education and income within Helsinki *exceed* the differences between Finnish municipalities (see e.g. Bernelius & Huilla 2021) → *urban social peripheries*

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Segregation in Finnish cities

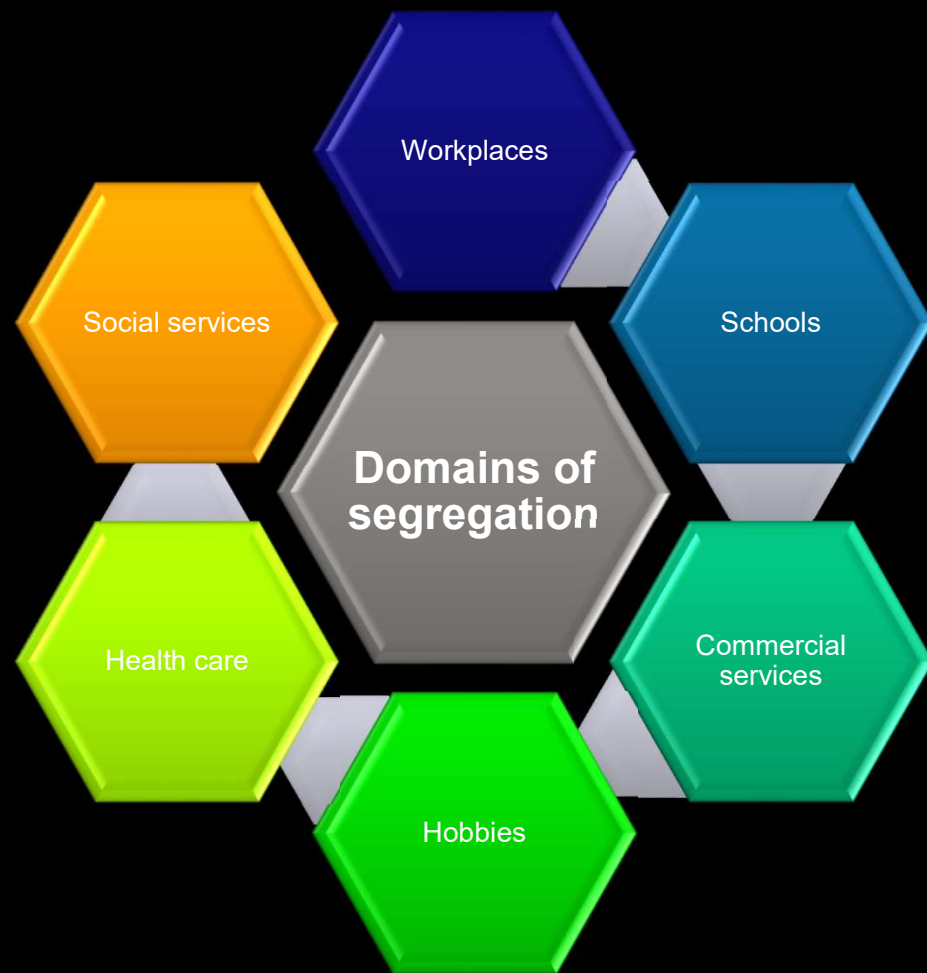- "Socio-economic spatial segregation: a situation where people of a similar background − in terms of income, culture, country of origin, etc.− live concentrated in certain parts of a city and clearly separated from other groups. Segregation can have both positive and negative sides, but it is deemed to be especially problematic when it is involuntary and when it leads to few interactions among the resident groups and less access to opportunities (van Ham et al. 2018: OECD: Divided Cities)"

- Nordic cities tend to have strong overlapping socio-economic and ethnic/language segregation patterns (see. e.g. Andersson et al. 2010: Immigration, Housing and Segregation in the Nordic Welfare States)

- Residential segregation is related to other forms of segregation, e.g. school segregation (see e.g. Bernelius & Vilkama 2019)

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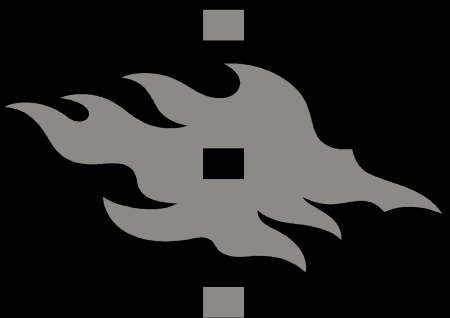
INSTITUTIONS
(e.g. school quality, teaching resources)

COMMUNITIES
(e.g. peer groups, available role models)

Workplaces

Social services

Schools

Domains of segregation

Health care

Commercial services

Hobbies

see e.g. MAARTEN VAN HAM & TIIT TAMMARU 2016; (ks esim. OECD Divided Cities, 2018)

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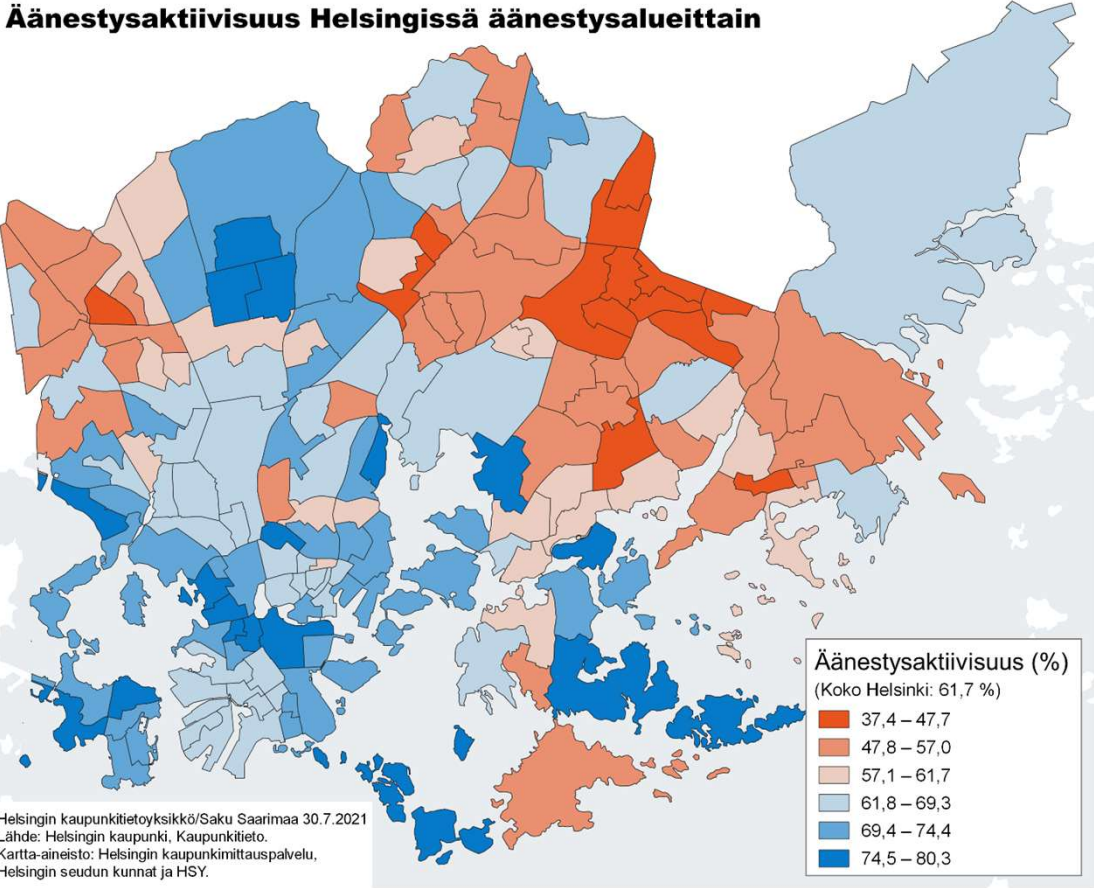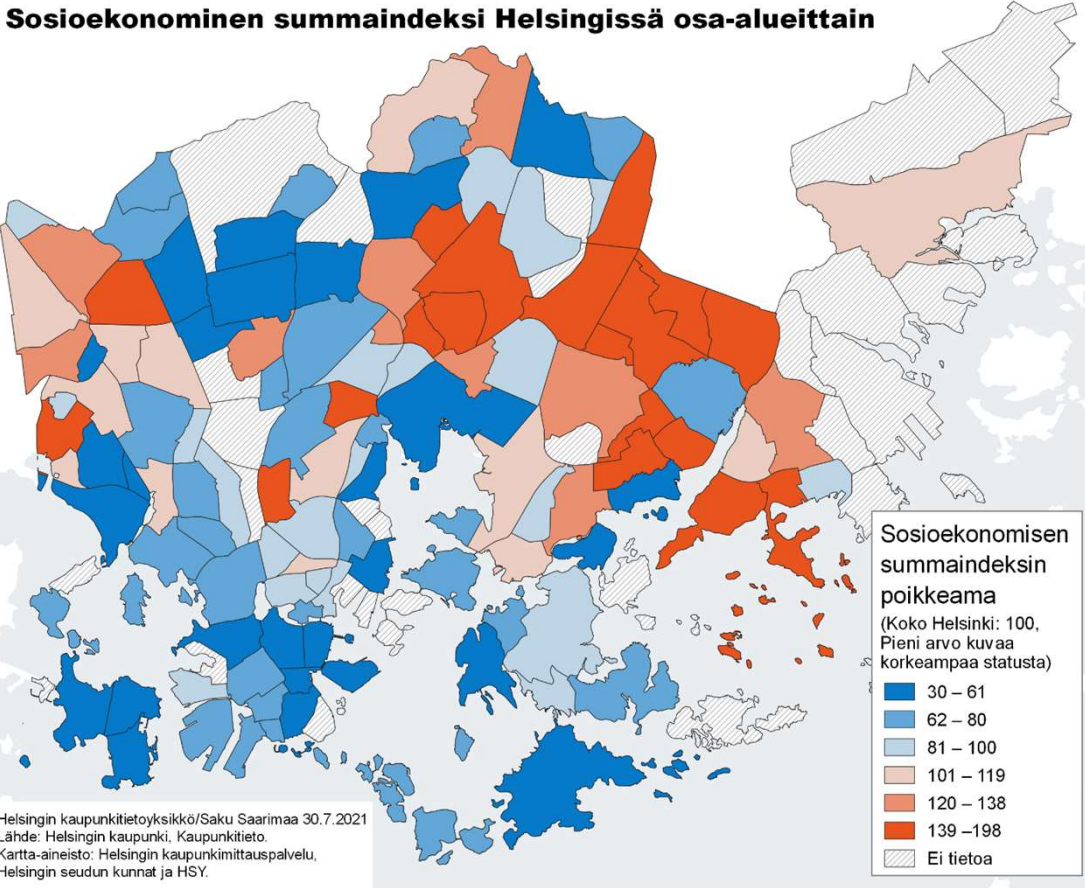
Participation in local elections (voter turnout) and socio-economic risk index (higher values mean lower socio-economic status) by neighbourhood in Helsinki, 2021 — Saku Saarimaa, Venla Bernelius

7.11.2023

Is the "tail dropping" – hints of negative neighbourhood effects in the places "left behind" (see. e.g. Rodríguez-Pose)?

Erjansola, Bernelius, Keskinen, Saukkonen, 2023
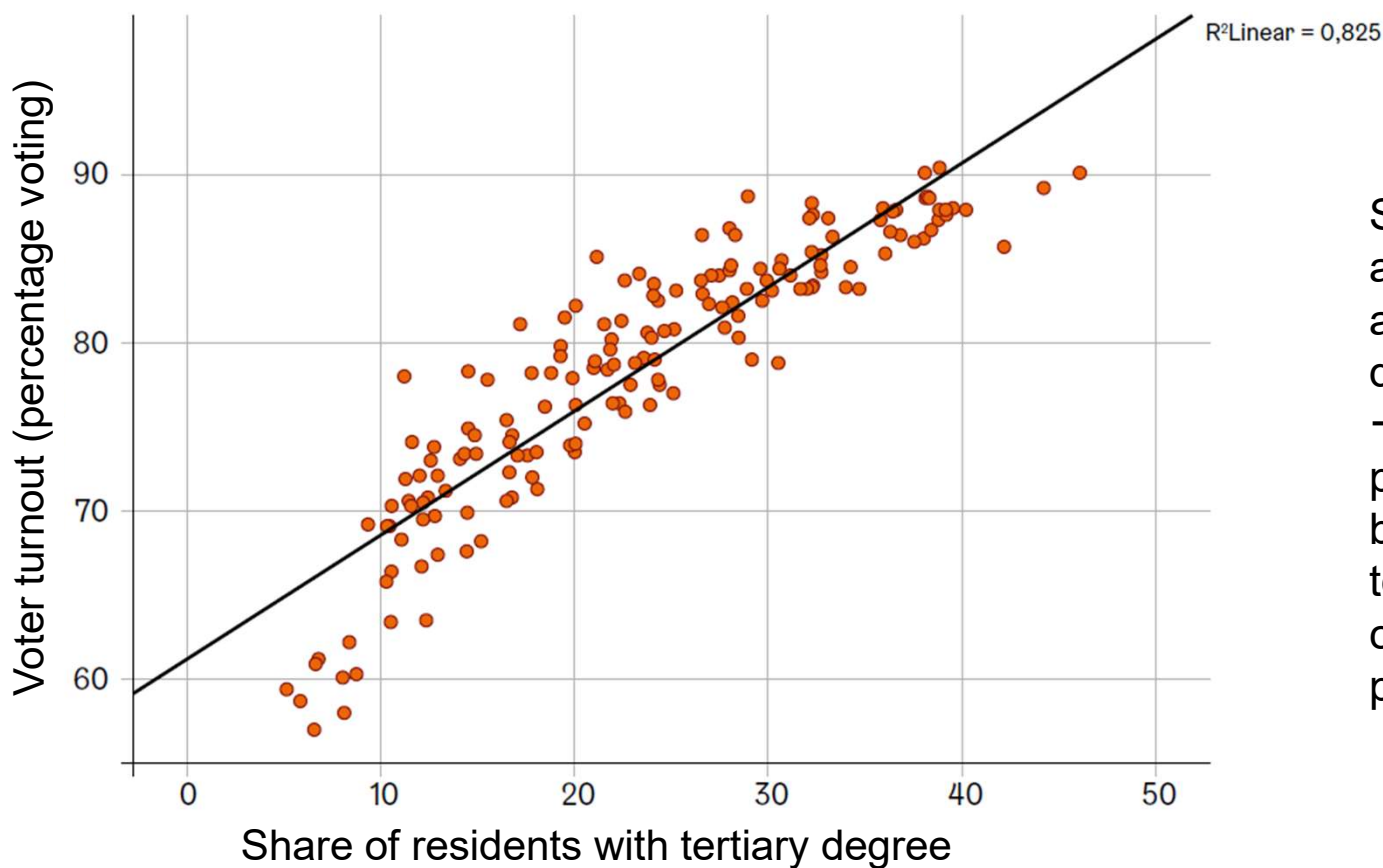
Similar patterns in all participation: also visible in digital participation → ease of participation helps, but is not enough to bridge the gaps created by social peripherisation

7.11.2023

Counteracting segregation and supporting participation

- Socio-spatial segregation is typically *a reflection of social inequalities in the wider society*: e.g. income, education. Changes in the social structure often affect the socio-spatial segregation with a delay – but spatial segregation is also partly an independent phenomenon, and theoretically *spatial segregation can grow even if social differentiation in the society diminishes* (see e.g. Sako Musterd: Handbook of Urban Segregation): social (e.g. employment) and spatial (e.g. housing) policies
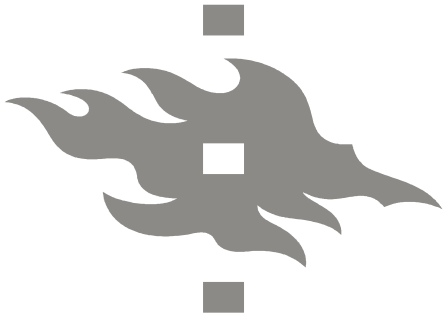
- Segregation is driven largely by the unseen forces outside the disadvantaged neighbourhoods or other domains*: the ones feeding into segregation are the ones who can afford to and know how to choose where to live or what services to use:* need to recognise the role of preventing "middle-class flight"

- Efforts into reducing segregation vs. supporting vulnerable neighbourhoods or communities

- Collaboration (information exchange and action) between ministries, other national actors and municipalities and collaboration between different sectors of the city governance & practitioners

Open Government Finland — STRATEGY 2030

Open government is a key resource in Finnish society.

Open government builds trust, security and confidence in the future among citizens.

PRIORITY 1
Open government reinforces dialogue in society.

PRIORITY 2
Open government promotes everyone's right to understand and be understood.

PRIORITY 3
Leadership and competence ensure that everyone has the opportunity to participate.

PRIORITY 4
Finland actively promotes open government on the international level.

ACCESS TO INFORMATION
Access to information principle means the right to obtain information about the activity of authorities.

EASY TO UNDERSTAND
Government texts, services and reforms are clear and understandable.

TRUST
Trust is a central goal of open government. It is also an area where the aim is to increase the knowledge base on how trust can be strengthened and assessed.

PARTICIPATION
All those interested have a possibility to participate in preparatory work and development. Government is responsive to new ideas, requirements and needs.

Open Government Finland

COMMUNICATION
Communication is two-way and is a key part of all open government work.

OPEN PROCEDURES
Government develops its procedures into more open in all of its areas.

OPEN DATA
Data can be used in open and machine-readable format.

GOVERNMENT AS AN ENABLER
Government supports civil society's possibilities and tears down barriers to its activity.

MINISTRY OF FINANCE
FINLAND

7.11.2023

Katju Holkeri

EASY TO UNDERSTAND

Government texts, services and reforms are clear and understandable.

Concrete actions

Improving clear administrative language skills in government

- Open courses on clear language available in eOppiva - eOppiva is a digital learning platform for government.

Improving easy language skills in government

- Open training course in eOppiva.

Visualisation training in eOppiva

Annual Award for the use of clear administrative language and easy language isualisation training

7.11.2023

Katju Holkeri

PARTICIPATION

**All of those interested have a possibility to
participate in preparatory work and development.**

Government is responsive to new ideas, requirements and needs.

Concrete actions

National dialogues & Annual Events
- The day of the Elderly Citizens Councils
- The day of Children's Rights
- The day for the Councils for People with Disabilities

Local level
- E.g. participatory budgeting in neighbourhoods and schools in several cities → allocated human resources for supporting participation

7.11.2023   Katju Holkeri & Venla Bernelius

Tommi Laitio: Convivência

**Open Conflict:** fighting that consumes all energy and prevents from moving towards pragmatic solutions.

Convivência: Shared life with others as constant practice, effort, negotiation and joint achievement, while recognizing friction.

Harmony: working only with those that agree with you or trust you leads by definition to exclusion and limits the imagination of the possible.

"Too much friction leads to undemocratic dominance or open conflict. But striving for harmony is as risky. Harmony is usually achieved at the cost of exclusion. We see convivencia as a tactical strategy to build our confidence and resilience to engage in public life."

Tommi Laitio & Sebastián Cortesi 2023

See for instance
Barker et al. 2019; Illich 1974; Maununaho 2021; Páramo 2013; Páramo et al. 2019; Rishbeth & Rogaly 2018; Sennett 2012; Wise & Noble 2016
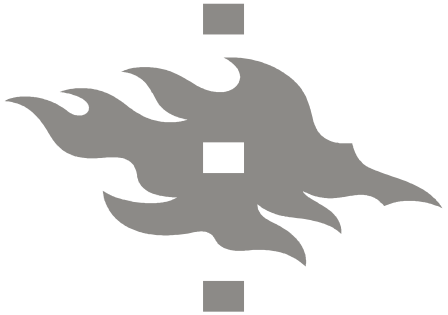
Convivência: Navigating paradoxes

- Mindset in responsible, open government is often tuned to serving everyone in the best possible way, in the hopes of creating optimized harmonies and measuring success or failure against that idea (e.g. no conflict in urban planning)

- However, expecting discord leaves space for better processes and inclusion: holding tunes through discord (expecting friction) and letting people know that you do not need to be "the right kind" to participate

Venla Bernelius

Rather than "solving this problem" – mindset, in a diverse society, the new vision for local government 2035 may be "navigating paradoxes" into the future?

Koulutuksellinen tasa-arvo, alueellinen ja sosiaalinen eriytyminen ja myönteisen erityiskohtelun mahdollisuudet

Venla Bernelius, Heidi Huilla

Thank you!

Choice and segregation in the 'most egalitarian' schools: Cumulative decline in urban schools and neighbourhoods of Helsinki, Finland

Venla Bernelius
University of Helsinki, Finland

Mari Vaattovaara
University of Helsinki, Finland

Abstract
Finland has been known for its excellent PISA results in educational outcomes throughout the last decade. The country has boasted a rare combination of high overall level, as well as uniquely good outcomes of the bottom performers. However, the latest PISA results and the recent socio-spatial developments within the Finnish cities challenge this nationally celebrated balance in schools and urban social structure. Until now, research evidence has demonstrated that in the Finnish context with a powerful, universalist welfare state and a highly educated, homogenous population, differentiation increases mainly by the growth of an elite. Our analysis of large data-sets from schools and neighbourhoods in Helsinki suggests that this development has been over-turned in the local level: segregation has begun to increase and appears to operate through the trends of middle-class avoidance and the decline of the underprivileged groups in urban schools and neighbourhoods.

Pupils on the move: School catchment area segregation and residential mobility of urban families

Venla Bernelius
University of Helsinki, Finland

Katja Vilkama
City of Helsinki, Finland

Abstract
Socio-spatial segregation has been recognised as an important factor affecting school segregation and educational attainment in urban schools. As urban populations grow and socio-spatial segre-gation has become a pressing issue in many contexts, a more sophisticated understanding of the interconnections between spatial and school segregation is needed, including the role of school catchment areas as a possible mediating factor. In our article, we focus on the two-way relation-ship between urban residential mobility and catchment area segregation in Helsinki, Finland. Using fine-grain statistical data we analyse how the long-term changes in spatial segregation have changed catchment area populations and how residential mobility of families with children is, in turn, related to catchment area composition. The analysis focuses on the majority population whose residential choices typically have the strongest impact on segregation patterns in cities. Our main finding is that there is a systematic relationship between socio-spatial segregation and catchment area differentiation, where the disadvantaged areas are consistently left behind in the general socio-economic development. Even though the institutional school quality is high through-out the city, the residential choices of families with children feed into the self-perpetuating cycles of segregation, as the most disadvantaged areas are rejected and privileged areas favoured in mobility patterns. The results highlight the need for urban educational policies with a high sensi-tivity to the persistent socio-spatial inequalities shaping educational opportunities.

Keywords
families with children, residential mobility, school catchment areas, school segregation, urban segregation

Vuoden 2023 eduskuntavaalit Helsingissä

Jenni Erjansola & Venla Bernelius & Vesa Keskinen & Pasi Saukkonen

VENLA BERNELIUS

ERIYTYVÄT KAUPUNKIKOULUT

Helsingin peruskoulujen oppilaspohjan erot, perheiden kouluvalinnat ja oppimistuloksiin liittyvät aluevaikutukset osana kaupungin eriytymiskehitystä

1

TUTKIMUKSIA 2013

Helsingin kaupunki
Tietokeskus

Tilastoja 2023:4

Helsinki

'Notorious Schools' in 'Notorious Places'? Exploring the Connectedness of Urban and Educational Segregation

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[2] Department of Educational Sciences, University of Helsinki, 00014 Helsinki, Finland; E-Mail: heidi.huilla@helsinki.fi

* Corresponding author

Abstract
While the statistical link between residential and school segregation is well-demonstrated, in-depth knowledge of the pro-cesses or mediating mechanisms which affect the interconnectedness of the two phenomena is still limited. By focusing on well-functioning schools in disadvantaged neighbourhoods, our article seeks to scrutinise whether reputation can be one of the key mediators of the connection between residential and school segregation. Our study combines qualitative ethno-graphic interviews from four (pre-)primary schools with quantitative segregation measures in four urban neighbourhoods in the Finnish capital city of Helsinki to understand the connections between lived experiences and socio-spatial segre-gation. The results show that there appears to be a clear link between neighbourhood and school reputation, as schools in disadvantaged neighbourhoods are strongly viewed through the perceptions attached to the place. Despite the case schools' excellent institutional quality and high overall performance in educational outcomes, there is a consistent pattern of the schools struggling with negative views about the neighbourhoods, which seep into the schools' reputation. Since school reputation is one of the central drivers of school choices and is also linked to residential choices, the close connec-tion between neighbourhood and school reputation may feed into vicious circles of segregation operating through schools. The results highlight the need for integrated urban policies that are sensitive to issues concerning school reputation and support the confidence and identity of pupils, reaching beyond simply ensuring the institutional quality of schools.

Keywords
educational inequality; Helsinki; image; reputation; residential segregation; school segregation; stigmatisation