



# **The Helsinki Action Plan for Sustainability**

***Approved by the City Council  
12 June 2002***

AGENDA 21



HELSINKI  
HELSINGFORS

**THE HELSINKI ACTION PLAN FOR SUSTAINABILITY**  
**June 2002**

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# A DESCRIPTION SECTION

## 1 INTRODUCTION

The preparation of the Helsinki Action Plan for Sustainability is part of the global work on programmes, supported by the long-term (the beginning of the 21st Century) plan for sustainability, **Agenda 21**, approved at the United Nations Conference on Environment and Development in 1992. The work of the programme aims for ecological sustainability and for the creation of the economic, social and cultural conditions for its promotion. The objectives and proposals for action at national level were incorporated in the Finnish Government Programme for Sustainable Development, which was published in summer 1998, and which will be revised during 2002.

The City of Helsinki committed to the objectives for sustainable development in February 1995 when the City Board signed the document for the sustainable development of European cities known as the **Aalborg Charter**, which was drawn up and approved at the European Conference on Sustainable Cities and Towns in Aalborg, Denmark in 1994. By signing the charter Helsinki joined the European Sustainable Cities and Towns Campaign, which already has over 900 participating European cities and local authorities.

**The most important decision concerning the starting point for the preparation of the Helsinki programme** was the City Council's decision on 26.3.1997 for launching the Agenda 21 process (LA21 process) based on the principles of the Aalborg Charter. The 5 overall objectives in the preparation of the Helsinki programme for sustainable development, defined in the City Council decision, were as follows:

- 1) Reduction of greenhouse gas emissions
- 2) The protection and fostering of biodiversity
- 3) Increasing citizen interaction and participation
- 4) The development of methods for measuring and evaluating sustainable development
- 5) The implementation of suburban renewal according to the principles of sustainable development

Sustainable development is very complex concept. The different dimensions of sustainability touch upon all areas of societal activity. The Helsinki Action Plan for Sustainability aims to exert an influence on the planning and development of all the city's areas of activity - on work for the master plan and traffic planning, energy production and on the development planning of other socio-technical services, on programmes for housing, the environment, green areas, business, and on social welfare and health care, and on suburban renewal and international cooperation. Saving energy and improving operational

eco-efficiency also present challenges that concern every administrative department.

The city council specified sustainable development as one of the city's common strategies for the first time in 1997. The abovementioned document on sustainable development is the point of departure for the common strategy for sustainable development in the budget and economic plan for 2002 - 2004. Sustainable development is also included in the city's guiding values.

***The common strategy for sustainable development** (City Council 14.11.2001)*

*Helsinki is carrying out the Action Plan for Sustainability as called for by the Aalborg Charter in a way that stands up to international comparison. The main goals of this plan are to adapt the city's long-term development to the ecological boundary conditions set by the global environment. This calls for the sparing use of natural resources in the city's work and projects, the further reduction of emissions to levels that nature can tolerate, the implementation of social equality and taking the ecological perspective into account in all economic planning and decision-making.*

### ***Citizen participation and interaction***

The challenge of sustainable development is not a matter that concerns the city government only. It also concerns all the city's residents, neighbourhood communities and non-governmental organisations, as well as businesses operating in Helsinki, state institutions and regional administration etc. Sustainability goals cannot be achieved by administrative steering and planning alone, but require the cooperation and commitment of all the civic agencies involved.

For this reason the Helsinki Action Plan for Sustainability has been drawn up as an interactive process following the model outlined in the Aalborg Charter and in accordance with its principles of partnership, where the parties involved have been the different municipal organisations and policy decision-makers as well as numerous civic partners.

The important working stages of the process have been the four Citizens' Forums open to all Helsinki residents and the work of the thematic working groups on sustainability. Also of importance was the extensive distribution of the draft of the plan for comments which took place between February and April 2002, and which followed on from the

stage where the city's committees and boards gave their opinions. From the perspective of the development of interactive planning, the Local Agenda 21 work can be regarded as a new long-term participatory and learning process that advances in stages, with the outcome not only of the city's strategic action plan for sustainability, but also in the voluntary development processes aiming towards sustainability that have started up within the different city organisations.

Based on the principles of the Aalborg Charter, the Action Plan for can be regarded not only as an administrative steering tool but also as a sort of joint outline for the city government and other cooperating agencies for the most

## 2 STRUCTURE OF THE PLAN

The Helsinki Action Plan for Sustainability consists of a **description part** (chapters 1 - 7) and the **City Council's draft resolution**, which includes 7 main objectives and 21 decision areas relating to detailed action plans and themes, in which the plan's sectoral objectives and more detailed action plans. The preparation of these decision texts took into consideration previous Council decisions for promoting sustainability, which have been compiled from the current strategy programmes and plans of the city's different administrative departments that have been dealt with by the Council. These decisions, which are listed in appendix 2, are not repeated in this plan.

The overall plan also includes the appendix and background material produced during the drafting process (2 volumes) and 2 separate appendix reports. The so-called **idea-toolbox** in the appended material is a compilation of the material utilised in the department-specific follow-up work. The idea-toolbox includes the point of departure data of the different sectors, descriptions of the current status, problem analyses, statements of reasons and ideas, as well as more detailed objectives outlined according to detailed action plans and subject areas, and descriptions of the means for implementation and proposals for action.

The main function of the idea-toolbox is to present a summary of the material generated during the preparation of the plan and to provide source data, ideas and tools for the follow-up planning within the specific administrative departments. The proposals for action that are listed are in the nature of guidelines and ideas, and should not be interpreted as being binding on the administrative departments and/or the various agencies involved.

important sustainability objectives, and of the means for their implementation.

Alongside the actual preparation of the plan, the Helsinki Local Agenda 21 work also included sustainability projects managed by residents and support for the work of neighbourhood Local Agenda 21 groups. Around 150 projects supported by the city started up during 1998 - 2001. These included 22 neighbourhood cooperation groups for Local Agenda 21 work. These groups discussed the improvement of their own neighbourhoods and prepared sectoral vision outlines or action plans for sustainability.

Applicable parts of the idea-toolbox can also be utilised in the sustainability work of residents' associations and communities.

The outlining and treatment of the items in the idea-toolbox is cross-sectoral in nature and focuses on the more exact action plans. The aim is to add to and update the material at different stages of the implementation process of the Action Plan for Sustainability.

In addition to the idea-toolbox, the appendix and background material of the plan also includes an **Appendix section** (volume 2), which contains the following seven appendix documents: 1) A chronological listing of the stages and important decisions of the Local Agenda 21 process, 2) A listing of the City Council's earlier decisions for promoting sustainable development that were taken into account in the preparation of the plan, 3) Examples of objectives and obligations based on sustainability in Finnish legislation, 4) A listing of the sustainable development projects of Helsinki's different administrative departments, 5) A summary of resident-managed projects for sustainable development, 6) A listing of the starting point material used in the preparation of the plan and 7) Vocabulary

The separate appendix reports relating to the overall plan are the **Core Indicators for Sustainable Development in Helsinki** report (Urban Facts discussion initiatives series publication 2001:1) and the **Report of the Proposals of the Thematic Working Groups on Sustainability** (City Office publication A 13/1998).

## 3 STARTING POINTS FOR THE PREPARATION OF THE PLAN

### 3.1 Definition of sustainable development

Since the 1980s there has been wide international debate on the definition of sustainable development. The concept is complex and in different contexts the definitions have had very different emphasis.

The concept was initially used in the **World Conservation Strategy** drawn up in 1980 by IUCN (World Conservation Union), the WWF (The Worldwide Fund for Nature) and the UN Environmental Programme (UNEP). The principle of sustainable development spread into extensive worldwide use with the publication in 1987 of **Our Common Future**, the report prepared by the United Nations World Commission on Environment and Development, the so-called Brundtland Commission. In this report sustainable development was defined briefly as "development that meets the needs of the present without compromising the ability of the future generations to meet their own needs".

A more exact and succinct sustainability principle was formulated in the revised programme for sustainable lifestyle published by IUCN, UNEP and the WWF in 1991: ***"By sustainable development we understand the quality of life while living within the carrying capacity of the planet."*** The core of the principle is a caring ethic – nature and people must be cared for – and this call for care touches upon individual citizens as well as all levels of administration: local, regional, national and international.

The Rio declaration and Action Plan for Sustainability for the 21<sup>st</sup> century - **Agenda 21** - that were ratified at the United Nations Conference on Environment and Development in 1992, are an attempt to define globally the starting points, boundary conditions and objectives for sustainable development. Since the Rio conference the interpretation of sustainable development was deepened at UN summit conferences and thematic world conferences (Conference on Human Rights, Conference on Population, Summit Conference on Social Development, Conference on Equality and Women, Conference on the Living Society and the Summit Conference on Food) as well as the 1997 UN Special Assembly on Sustainable Development (Rio +5). The next review of the situation of global sustainable development will be at the 2002 UN Special Assembly (Rio + 10), which will be held in Autumn 2002 in Johannesburg, South Africa.

All the abovementioned definitions of sustainable development highlight the extensive nature of the concept, and that sustainability has four inter-connected dimensions: ecological, economic, social and cultural. It is, however, difficult to derive concrete objectives from the definition of sustainability at global level, particularly when the definition of needs in the world's richest and poorest areas is very different.

In 1995 the Finnish National Commission on Sustainable Development established by the Council of State defined the principle of sustainable development as follows: ***"Sustainable development is a continuous, guided process of societal change at global, national, regional and local levels aimed at providing every opportunity to present and future generations to live a good life"***. Sustainable development is therefore:

#### **Ecologically sustainable**

The **precondition** for sustainable development is that biodiversity is preserved and mankind's economic and other activities are adjusted to our global natural resources and nature's carrying capacity.

Sustainable development ensures equal opportunities for people to create their own well-being, to exercise their own fundamental rights, to acquire the basic preconditions for life, and to assume an equal share of responsibility in decision-making in their own country and the world community.

#### **People's intellectual renewable development**

Sustainable development permits free intellectual activity, ethical growth as well as the preservation and development of cultural diversity from one generation to the next.

The core question in terms of the content of the definition of sustainability is the definition of the boundary conditions of ecological sustainability. It is based on the prevailing eco-systems for any time and on the level of knowledge about the way they work. The boundary conditions for defining sustainability also change as theoretical and experiential knowledge increases. Some of the most important criteria and measures for sustainability are presented in the appended report on the Core Indicators for Sustainable Development in Helsinki

### 3.2 International starting points

The implementation of the Helsinki Local Agenda 21 process finds its roots in the **Agenda 21** action plan for long-term sustainable development, which was approved at the 1992 United Nations Conference on Environment and Development. The objectives of this programme include the preparation of local level sustainability action plans worldwide.

The objectives of the United Nations Agenda 21 programme were adapted for the European frame of reference at the European Conference on Sustainable Cities and Towns Conference held in Aalborg in May 1994 where the **Aalborg Charter** was approved and the European Sustainable Cities Campaign was implemented at the same time. Helsinki joined the campaign in February 1995 when the City Council signed the Aalborg Charter.

The Aalborg Accord defines the Local Agenda 21 process as a creative process that progresses by stages, in which the different parties involved (the city government, residents and their associations, and the business sector) commit to the objectives of sustainability and, on the principle of partnership, together develop operational models and an interactive plan.

The local authorities that have signed the Charter are committed to preparing a local action plan for promoting sustainability. The number of authorities that have signed the Charter, i.e. therefore the number of participants in the European Sustainable Cities Campaign, is already over 900.

The **Lisbon Action Plan**, which augments the Aalborg Charter, was approved at the second European Conference on Sustainable Cities and Towns held in Lisbon in 1996. The Aalborg Charter as well as, for example, the Local Agenda 21 planning guide prepared by ICLEI, the International Council for Local Environmental Initiatives, were utilised in the preparation of this plan. The execution of the **Habitat II Agenda** approved by the UN in 1996 was also stressed in the implementation of the second stage of the European Sustainable Cities Campaign.

In conjunction with the Rio conference and the preparation of the UN Agenda 21 programme, the preparation of the principles of sustainable development also commenced within the European Union. The **Union's fifth environmental programme "Towards Sustainable Development"** came into effect in 1992, and an interim evaluation report on the programme was published in

1997. The main objective of the programme was the integration of environmental perspectives in all EU decision-making. The evaluation report stated that commitment to the objectives of sustainable development and environmental protection had to be ratified in all administrative sectors in order for the objectives to be fulfilled. Traffic and energy questions were seen as particular problem areas.

Preparations for the EU's sixth environmental programme commenced in 1998. The final evaluation report, the so-called Global Assessment Report, was prepared as one part of this. Helsinki participated in the preparation of this report and on the comments through the Eurocities organisation as well as through the European Union Committee of the Regions. Lord Mayor Eva-Riitta Siitonen was one of the presenters of the statement by the Committee of the Regions. Among other things, the statement called for the rapid preparation of a comprehensive and integrated thematic strategy for sustainable development for EU urban areas. The EU Commission published its proposal for a sixth environmental programme (the Sixth Environment Action Programme of the European Community 2001 - 2010) in January 2001. The European Parliament gave its statement on the proposal for the programme in June 2001, and the Commission published a revised proposal in November 2001. The European Parliament and the Council of Europe reached unanimity on the content of the programme in spring 2002.

The **EU strategy on sustainable development** was prepared simultaneously with the sixth environment programme. The EU Commission published the proposal for the strategy in spring 2001, and the document was approved as part of the Chairman's conclusions at the Gothenburg summit meeting.

During the 1990s the preparation of the sustainability action plans was also an important work area for international cooperation in the Baltic region. The ministerial meeting of the Council of the Baltic Sea States held in Nyborg in June 1998 approved the programme for sustainable development of the Baltic region, **Baltic 21**, with a time-scale extending to 2010. The short-term (2000 - 2002) sustainability action plan of the Union of Baltic Cities, UBC, was approved in September 1999. One of its objectives is to increase cooperation between cities in the preparation of sustainability programmes and in the development of the Local Agenda 21 process.

### 3.3 The Finnish Government Programme for Sustainable Development

National platforms for sustainable development have been produced from 1990 onwards. The first paper of the programme was the Government report to Parliament **Sustainable Development and Finland** (1990). In 1993 the Council of State established the Finnish Commission on Sustainable Development under the leadership of the Prime Minister, which published the paper **Actions in the next few years in Finland and in Finnish International Cooperation** in 1995. The Finnish Government programme for sustainable development was approved in June 1998 (**The Council of State's Decision-in-Principle on the Promotion of Ecological Sustainability**). The aim of the programme being to steer sustainability-related planning, decision-making and actions in national administration.

The programme includes the strategy lines for ecological, economic and social sustainability. It deals with international cooperation, production methods and consumption patterns, energy economics, communities and traffic. It also includes rural development, the use of renewable natural resources as well as goals for research and training. The programme will probably be revised before the Rio +10 special assembly being held in September, 2002.

National indicators for sustainable development have been prepared and economic bookkeeping methods have been developed for assessing the progress of sustainable development. The Finnish report on sustainable development indicators **The Measure of Sustainability** was published in April 2002 on behalf of the Ministry of the Environment. The revised collection of indicators is published in 2002.

### 3.4 Sustainable development and Finnish law

The objectives and obligations of sustainability have been incorporated in Finnish law throughout the 1990s. The requirement for sustainability with all its elements is the target of legislators up to constitutional level. The aim for sustainability and for increasing the opportunities for citizen participation is becoming established in all working sectors of Finnish society.

The term sustainable development was used for the first time in Finnish legislation in 1990, when the Building Act (696/1990) 1§ subsection 2 was revised in the form: The planning of an area or of its use must be carried out in a manner supporting the sustainability of natural resources and the environment to the extent prescribed in this law.

During the period 1992 – 2000 the term sustainable development was incorporated in a total of more than 20 Acts and Decrees. The most important of these being the

Waste Act (1072/1993), Regional Development Act (1135/1993), Youth Work Act (235/1995), Local Governance Act (621/1995), Air Protection Act (1711/1995), Land Materials Act (463/1997), Sports Act (1054/1998), Land Use and Building (132/1999) and the Environmental Protection Act (86/2000).

Furthermore, many of the laws introduced since 1990 imply that the intention and target of the legislators includes the promotion of environmental protection; to protect nature and its diversity; to secure the health, living conditions and the well-being of the citizens and to maintain the communal structures, buildings, landscape, townscape, and cultural heritage (e.g. Nature Conservation Act 1096/1996, Health Protection Act 763/1994 and the Act on Assessment Methods for Environmental Impact). The laws relating to sustainability are described in more detail in appendix 3.

### 3.5 Regional starting points

During the 1990s several long-term future scenario assessments were prepared at rural and regional level, as well as reports and positions or programmes in principle concerning sustainable development. In 1998 the Uusimaa Environment Centre published the **Uusimaa Environment Programme** describing the target situation up to 2005. In 1995 YTV, the Helsinki Metropolitan Area Council, published a report entitled **Cooperating Towards Sustainable Development**, and in February 1996 the YTV Commission approved the **YTV Action Plan for Sustainable Development**, which provides

guidelines for the planning of the work of different departments. YTV has also drawn up the so-called KeKe (Sustainable Development) Compass for promoting workplace ecology.

PLJ 1994, the traffic plan for the metropolitan area until 2020, was approved by the YTV Commission in September 1994, and its revised version **PLJ 1998** by the YTV executive in February 1999. The next review of the plan will take place during 2002. The most important regional traffic projects incorporated in the plan include

the western metro to Espoo, city railway lines for local transport on the north/west main railway line, the extension of the Martinlaakso line to Kivistö and further to the main line via the airport, the Vuosaari harbour line to Kerava, the Keha II (Ring-road II) between the Länsiväylä and Turuntie thoroughfares, improvement of Keha III (Ring-road III), and the so-called Bus-joker from Itäkeskus to Leppävaara.

In conjunction with the preparation of the traffic plan, YTV prepared the long-term future scenario for land use in the metropolitan area, **PKS 2020**. The aim of this future scenario vision is an ecologically, economically and socially sustainable urban area. The basis for this vision was the YTV and Uusimaa Regional Council report **Uusimaa 2020 - looking ahead to the future**, which was completed in March 1997. The report examined four alternative future scenarios, which were also dealt with in a series of three open Future Scenario Workshops organised by YTV in spring 1997, which were attended by over 100 metropolitan area residents. The work of the Future Scenario Workshops was also supplemented by the **Signs of the Times** Internet-based discussion.

In October 1997 the YTV executive dealt with the Metropolitan Area Future Scenario report and approved the following planning starting points for the preparation of a land use evaluation: 1) The estimated population of the metropolitan area in 2020 will be 1.1 million, 2) the living space per person will be 40 square metres of dwelling premises per resident and 3) new construction

will be located in areas with a good level of public transport.

The PKS 2020 report on the future scenario of the metropolitan area was published in February 1999. The preparation of the new future scenario extending to 2025, commenced in spring 2000 with thematic seminars organised by YTV. PKS 2025 will be prepared in conjunction with the PLJ 2002 plan. The background for the PKS 2025 work is the YTV report **The Future of Living, Work and Movement** published in spring 2001.

Strengthening the expertise of the metropolitan area, developing the innovative ability as well as increasing participation and safeguarding social unity are the main goals in the joint Helsinki, Espoo, Kaunianen and Vantaa **Urban Policy Programme** currently under preparation, the proposals of which will be dealt with by the City Managers Group in spring 2002.

The Uusimaa Regional Council commenced preparation of the **provincial scheme** and **provincial plan** in 1999. The draft for the provincial scheme was circulated for comments in January 2002, and the circulation for comments of the provincial plan started in spring 2002. The provincial scheme is an overall, long-term strategic plan for the development of the province. It defines the province's aims for long-term independent targeted development and working policy. The provincial scheme will be implemented by the provincial plan (formerly regional plan) and the area development agreement. The time span for the scheme is 25 years and for the plan 20 - 30 years.

### 3.6 The City of Helsinki's own decisions, strategies, programmes and plans

#### *Strategy documents*

**Common strategies** as part of the budget and economic plan have been prepared for the Council's term of office. Their purpose is to express the city's common operational lines towards the most important challenges and to increase the City Board's joint liability in the implementation of the strategies. Strategies have been specified for five areas, of which sustainable development is one. The City Council decided on common strategies and sustainable development for the first time in 1997, and lastly in 2001 in the budget and economic plan for 2002 - 2004 (see the introductory chapter on page 1).

The important areas of action stated in the joint strategy for sustainable development are:

- *The areas of emphasis are specified in the Action Plan for Sustainability, which will be dealt with by the City Council during the budget year.*
- *Citizen participation and interaction will be increased and channelled into practical work for implementing sustainable development in residential areas.*

- *Greenhouse gas emissions in energy production, land use and traffic will be reduced, and energy savings will be improved.*

In November 2000 the City Board approved the common starting points of the Helsinki plan for 2001 - 2003. According to these the starting point for the development of the city is *Helsinki - a vigorous capital*, and sustainability is one of the guiding values in the city's work. The other values are customer-orientation, justice, economy, safety and enterprise-mindedness.

On 7.4.1997 the City Board issued the communication and marketing guidelines for the City of Helsinki, the starting point for which is the communication of the provisions of the Municipality Act. The guidelines state that civic communication must be open, fast and impartial. Communication of decision-making must be truthful, good as well as unpleasant matters must be published uncompromisingly.



The city's personnel strategy (Khs 1999), the 1998-2000 and 2001 - 2003 research programmes, and as the programme paper "Opening to everyday life - the new lines for Helsinki's international activity" (Khs 1999) were also taken into account in the preparation of the Action Plan for Sustainability.

### ***Decisions of the City Council for promoting sustainable development***

The City Council has made several decisions concerning goals and actions for promoting sustainability in its dealing with branch-specific and so-called sectoral programmes. These programmes are the Housing Programme 2001 - 2005, Business Policy Programme (1998), Purchasing regulations for the City of Helsinki (1998), the Helsinki Drug Strategy (1997), Public Transport Development Plan 1999 - 2002, The City of Helsinki's Sport Policy Programme for 2001-2010, Child and Family Policy Programme (2000), Helsinki Domestic Violence Programme (1997), Programme to prevent Exclusion and Social Segregation (1998), City of Helsinki Equality Plan (1999), Programme of Services for the Elderly 1998 - 2002 and the Environment Programme 1999 - 2002.

In addition to these programmes dealt with by the City Council, the preparation of the Action Plan for Sustainability also took into account those programmes approved by the City Council that are related to sustainable development, in particular the Helsinki Green Area Programme 1999 - 2008 (Khs 1998) and the Integration Plan for Immigrants (Khs 1998). All the programmes and plans that have been taken into account are listed in appendix 6.

### ***Environmental management and the programmes for sustainable development of the municipal departments and institutions***

Of the City's administrative departments, the Real Estate Department, the Youth Department and the Education Department have prepared their own programme or strategy for sustainable development. Environmental programmes are ready in PWD-Technical Services and the PWD-Environmental Production, in the Rescue Department and in the Finnish language Workers' Institute. Helsinki Energy, the Port of Helsinki, Helsinki Textile Services, Helsinki Water, City Transport, the Education Department and the Public Works Department have prepared environmental reports which also include financial environmental data. A certified environmental system is currently ready for the City Transport Bus Service and is under preparation in many other organisations.

On 15.3.1999 the City Council approved the guidelines for drafting the proposal for the 2000 - 2002 economic plan, in which the administrative departments were required to

set functional environmental goals for 2000, determine the target level and follow-up methods and specify the environmental costs. The business departments were required to prepare environmental financial statements for 1999, and the Environment Centre on behalf of the city for 2000.

In 1999 the Environment Centre commenced the Environmental Financial Statement 2000 project for developing environmental accounting and environmental reporting. The Environmental Report and Environmental Financial Statement for the whole city was published in August 2001. The subjects are dealt with in more detail in the supplementary part chapter 6.2 Development of Environmental Management.

### ***Ongoing planning processes***

The City Council approved the current master plan in 1992 and dealt with the revised Strategic Planning Advice of the master plan in 1995. The preparation of the new master plan (Master Plan 2002) commenced at the beginning of 1998 and in May 1998 the City Planning Board approved the programme for the work on the master plan. In terms of structure, **Master Plan 2002** will be similar to Master Plan 1992, including a Strategic Planning Advice and master plan, i.e. area reservation plan with explanation, and an implementation plan.

Public participation in accordance with the requirements under the new Land Use and Building Act is connected with the initial stages of the work on the master plan. This was accomplished through thematic seminars and in the form of neighbourhood-specific, i.e. local workshops in autumn 1999. In November 1999 the City Planning Board dealt with the draft of Strategic Planning Advice of the master plan and the results of the work of the local workshops. The most important questions arising from the public discussion of the work on the master plan included the future use of waterfront areas, green areas and the archipelago areas, and the proposals for additional constructions for these and sea filling.

The task description for the preparation of the master plan Strategic Planning Advice was changed in December 1999 with the decision made by the city managers of the metropolitan region and the city manager of Sipoo for the preparation of a joint land use Strategic Planning Advice. The Strategic Planning Advice will be prepared as a regional Strategic Planning Advice through the cooperation of Helsinki and its neighbouring local authorities. The work will be directed by a cooperative body made up of the city managers in the region which in 2001 published the so-called discussion document on the Strategic Planning Advice for land use. The City Council dealt with the Strategic Planning Advice in June 2001.

The land use draft of the Master Plan 2002 work was dealt with by the City Planning Board in January 2002, and in

February the draft was circulated for comments and the new interaction process together with the events for local residents commenced.

Alongside the work on the master plan there are currently several important ongoing land use and traffic planning processes. These include the planning work of the Töölönlahti bay area and the planning of the city centre tunnel, the planning of the western metro, the plans for the alteration of the Malmi airport area, the further construction on Vuosaari and the planning of the new goods harbour as well as the plan for the new utilisation of the current port area. The city plan for the new construction area for the Arabiaranta district was approved by the City Council in 1998, and its gradual implementation with the supplementary soil examination has commenced.

The new goods harbour for the eastern part of Vuosaari - the former dock area and surroundings - has been under planning since the 1980s. Provision for the harbour was also included in the 1992 Master Plan. The City Council approved the inclusion of the harbour area in the city plan in December 1999 and the Ministry of the Environment ratified the harbour as well as the regional plan concerning the land traffic connections for the harbour in January 2002. Appeals concerning the plan have been lodged with the Supreme Administrative Court.

The City Council has not yet made a final building decision concerning the harbour and land traffic connections. A condition for this is the resolution of the appeals processes in the Supreme Administrative Court concerning the planning. The land use planning of extensive suburban areas (Jätkäsaari, Sörnäinen-Sompasaari, Hermanni and Keski-Pasila) is also connected with the decision on the harbour project.

## 4 DESCRIPTION OF THE HELSINKI LOCAL AGENDA 21 PROCESS

This chapter sets out the main features of the Local Agenda 21 process and describes the different stages of

the preparation. Appendix 1 has a chronological listing of the most important stages and decisions of the process

### 4.1 The previous stages of promoting sustainable development in the 1990s

Goals for sustainable development first started coming under discussion within the Helsinki city administration in 1988 when, at the request of the Ministry of the Environment, the municipal departments drew up statements on the United Nations World Commission on Environment and Development (the so-called Brundtland Commission) report *Our Common Future*.

The Local Authorities Project on Sustainable Development coordinated by the Federation of Local Authorities, in which Helsinki participated in 1992 - 1993, commenced following the 1992 United Nations Conference on Environment and Development (the Rio Conference). The outcome of the work was a report with over 200 proposals covering, for example, energy saving, the use of public transport, saving paper and the recycling of materials etc. It also included proposals relating to social sustainability such as increasing cooperation and improving the quality of life.

The preparation of sectoral and workplace-specific environmental programmes also started in different municipal departments and institutions, and matters such as the measures and possibilities for saving energy were examined in more detail. In 1994 the City Planning Department published the report of the Working Group on Sustainable Development *Towards Sustainability in Helsinki*. Sustainability goals were also included in the goals and actions of the Helsinki Environmental Protection

Programme for 1994 - 1998, which was approved by the City Council in May 1994. Sustainable development has been specified as one of the city's joint strategies since 1997.

The City of Helsinki committed itself in terms of policy to sustainability objectives in February 1995 when the City Board signed the **Aalborg Charter** (see page 5).

At the same time the City Board gave the Environmental Committee the task of preparing a proposal for drafting the Action Plan for Sustainability.

During the period 1992 - 1995 the emphasis of the work promoting sustainable development was on workplace-specific and sectoral sustainability campaigns which focused on examining the environmental impact of the work of different organisations and on the small-scale "ecologicalisation work" in workplaces. This included, for example, environmental education, energy saving, reducing waste and the environmental burden, reuse, recycling and the improvement of waste management.

After the signing of the Aalborg Charter a new item on the agenda was the preparation of the long-term Action Plan for Sustainability, the Local Agenda 21 (LA 21) programme.

## 4.2 The City Council's decision to begin the Local Agenda 21 process

In April 1996 the Helsinki Environment Committee approved the proposal for drafting the Helsinki Action Plan for Sustainability. In summer 1996 the City Board called on the municipal departments and institutions, committees and executive boards to give their comments on the Environment Committee's proposal. After the comments the matter came before the City Council and on 26.3.1997 the City Council made a unanimous decision to start the preparation of the Helsinki Action Plan for Sustainability, the Local Agenda 21 work. The decision defined the following 5 overall goals for the preparation of the plan:

- 1 The reduction of greenhouse gas emissions
- 2 The protection and fostering of biodiversity
- 3 To increase citizen interaction and participation
- 4 To develop means to measure and evaluate sustainable development
- 5 The implementation of suburban renewal according to the principles of sustainable development

The decision also stated that the Environment Centre would take responsibility for the practical coordination and implementation of the preparation of the action plan in cooperation with all the administrative departments, and for organising information for the residents and their participation.

The City Board was charged with appointing the Local Agenda 21 Steering Committee, under the chairmanship of the Lord Mayor, for steering and supervising the Local Agenda 21 work. It was proposed that the members of the group would be the city managers and the directors of the municipal departments and institutions that were most important in terms of the action plan.

The Council also decided to call on the committees and executive boards as well as the municipal departments and institutions to implement the abovementioned goals applicable

to their sector and to develop suitable means for measuring the work in their own area, to enable the progress of sustainable development to be monitored on a sectoral basis. The Council also requested the Energy Savings Board to pay particular attention, in addition to energy saving, to the practical possibilities for reducing carbon dioxide emissions.

The City Council also approved five petitionary resolutions, according to which:

1. The City Council would examine what has been carried out in the different administrative departments and what is being planned for activating public participation for implementing the principles of sustainable development. On the basis of this examination the City Board would be required to assess the necessary means for promoting public participation.
2. Foundations and communities supported by the city would be required to uphold the principles of sustainable development in their activity.
3. Sufficient funds would be allocated in the 1998 budget for the implementation of the Action Plan for Sustainability.
4. The City Board would urge the municipal departments to favour environmentally-friendly products, even though they might be slightly more expensive, in the purchase of supplies - ranging from environmentally-friendly batteries and fluorescent lights to detergents and various items of equipment.
5. The City Council would require the City Board to take action so that the sorting of waste would lead to the genuine utilisation, for example, of paper, cardboard, glass and building waste, and that residents would be able to sort their problem waste and take it to the designated places easily.

## 4.3 The commencement stage of the Local Agenda 21 work

In autumn 1997 a **steering committee** under the chairmanship of the Lord Mayor was established for the Local Agenda 21 work. The members include all the Deputy Mayors and 10 representatives from municipal departments and institutions. At its first meeting in December 1997 the LA 21 Steering Committee approved the preliminary working programme and organisation model for the Local Agenda 21 work.

In February 1998 the **Local Agenda 21 Project** was established within the Environment Centre to coordinate

the drafting of the Action Plan for Sustainability and to organize the related participation of the residents. Inside the municipal administration the Local Agenda work was implemented in accordance with common strategy principles and in cooperation with the Local Agenda 21 Project and with the different municipal departments and institutions. In February 1998 all the offices and departments appointed a contact person for the Local Agenda 21 work. During the period 1998 – 2001 the network of contact persons included 60 – 70 representatives from municipal departments and

institutions. It has met for discussions at approximately three-monthly intervals.

The tasks of the Local Agenda contact persons from the municipal departments and institutions has also included

the collection of the department-specific starting point material needed for the work of the programme and the preparation of various draft versions of the plan for comments and suggestions.

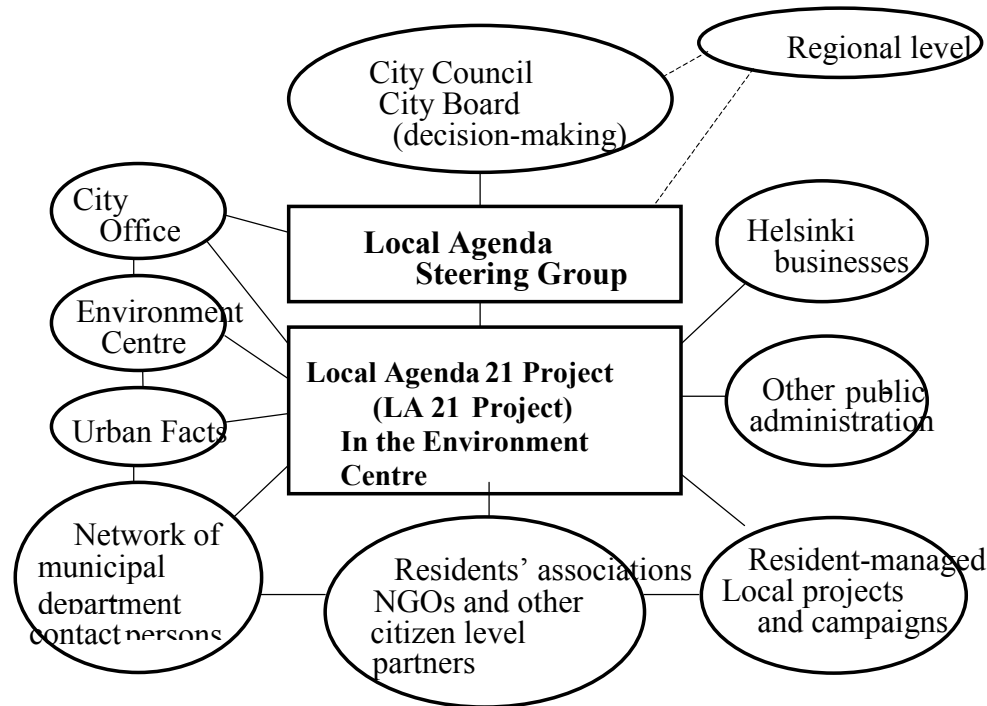


Figure 4.3 Organisation model for the preparation of Helsinki Local Agenda 21

#### 4.4 The nature of the Local Agenda 21 process and the roles of the different actors

The Helsinki Local Agenda 21 work is a multi-dimensional process and is joint strategy work that involves all administrative departments, and which is implemented according to a strategy of partnership in cooperation with the city's residents and their associations and communities. Consequently the Local Agenda 21 work concerns not only the City Board, but also numerous other cooperating agencies such as NGOs, local associations, residents' associations, professional associations, religious communities, organisations for culture, sport and interests, Helsinki businesses and business organisations, national and regional government organisations etc. as well as residents generally who are interested in sustainability issues. The process includes both internal administrative research, development and planning work as well as the voluntary projects and campaigns of residents and their associations.

The Local Agenda 21 work can be seen as a new kind of long-term learning and participation process that advances in stages during which the long-term strategic

sustainability goals and the detailed sustainability goals for different sectors are determined, ideas are generated for ways to achieve the objectives, and more detailed proposals for activity and action plans are produced.

Consequently the work progresses as a continuous dialogue between the administration, residents and different cooperating partners in such a way that methods and procedures for participation and interaction are developed simultaneously and a new planning culture is created.

The LA 21 process can be divided operationally into two main categories or work entities that progress in parallel:

**1) The municipal administration's internal planning and discussion process**, during which the strengths and weaknesses are analysed and the obstacles and threats to sustainability are identified and also the department-specific and sectoral sustainability goals are more precisely defined on the basis of the overall goals

determined by the City Council. The action plans that become the responsibility of the different organisations are outlined at the same time.

**2) Neighbourhood level LA 21 processes and campaigns**, which are managed by the residents and take shape on the basis of the starting points and distinctive characteristics of each neighbourhood. The city's role in these processes is to support the work financially and with professional help and training.

Within the city government's internal LA 21 work the preparation of the Action Plan for Sustainability has connections with many different sectoral programmes of the different municipal departments, particularly with the work on the Master Plan and with the preparation of the long-term goals and action plans of the environment programme, housing programme, green area programme as well as social and health care work and education. The contributory mechanisms between the Action Plan for Sustainability and other programmes are two-directional.

## The Helsinki Action Plan for Sustainability

### *The dimensions of sustainability*

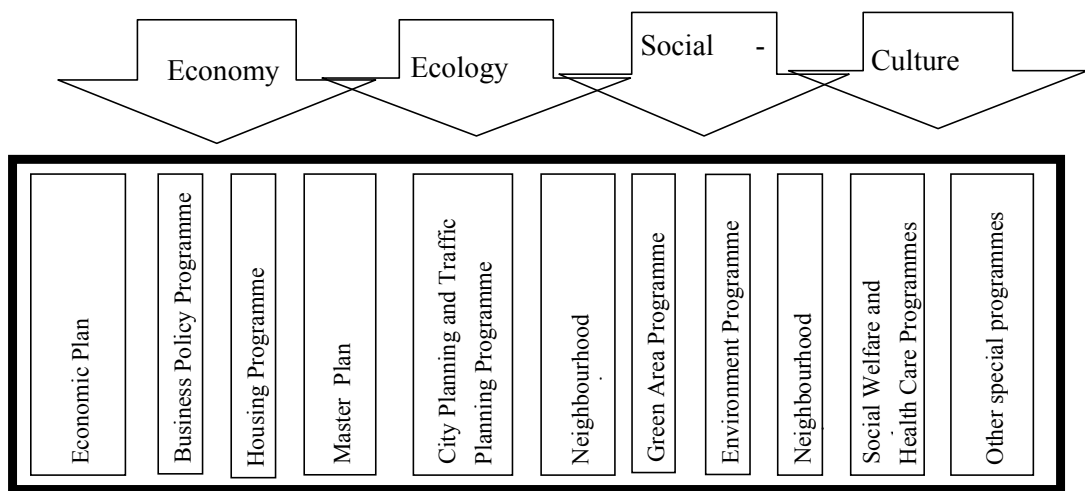


Figure 4.4 Diagram of guiding influences

## 4.5 Citizen participation and interaction in the Local Agenda 21 process

Increasing interaction and citizen participation is one of the five overall goals of the Local Agenda project that were determined by the City Council on 26.3.1997.

The preparation of a local authority action plan for sustainability is a voluntary process for which no statutory operating models and procedures have been defined, so that different types of participation models have been implemented in different local authorities. Because of Helsinki's large size the implementation of extensive citizen participation and interaction in the preparation of the plan is a particularly demanding task requiring adequate funding and personnel in order for it to succeed.

The participation of residents and residents' associations in the preparation of Helsinki Local Agenda 21 has taken place on two levels: a) as part of the preparation concerning the whole city and b) the activity of neighbourhood-specific Local Agenda 21 working groups

and within the framework of sustainability projects managed by residents.

The preparation of the draft plan is based on continuous dialogue with the various agencies involved. These parties are the different municipal departments and institutions as well as citizen-level partners such as neighbourhood and residents' associations, neighbourhood Local Agenda 21 groups, various NGOs, organisations from the scientific community, professional associations, culture and interest societies, political associations, religious communities and other residents concerned about sustainability issues.

Methods and procedures for participation have been developed simultaneously with the preparation of the plan. The process also includes the voluntary projects and campaigns of the residents and their associations, which the city has supported financially and with professional assistance. These projects are explained in greater detail in appendix 5.

### ***The work of the thematic working groups on sustainability LA 21 Forums 1 and 2***

Citizen participation commenced actively with the first citizens' forum for the preparation of the Local Agenda 21 programme held at Finlandia Hall in April 1998 (LA 21 Forum 1). 17 thematic working groups on sustainability open to all concerned Helsinki residents were established at the forum.

The main purpose of the work of the thematic working groups was to consider sustainability issues in different areas and to outline the future scenario of Helsinki for the 21st century and to produce ideas, objectives and proposals for action for drafting the Action Plan for Sustainability.

### **The subject areas of the thematic working groups on sustainability**

- Traffic arrangements and land use
- Green areas and the process of urban compaction
- Protection of nature and safeguarding biodiversity
- Housing and the quality and amenity of the residential environment
- Improving ecological sustainability in construction
- Employment and the structural change in the economy
- Energy issues and the reduction of greenhouse gases
- Reduction of waste, recycling and reuse
- Application of life-cycle analysis in purchasing
- The role of the consumer and the promotion of a sustainable lifestyle
- Enhancement of food self-sufficiency
- Environmental education and cultural aspects of sustainability
- Sustainability in sports and recreational activities and the sustainability perspective in the Helsinki Winter Olympics projects
- Neighbourhood communities and social networking
- Youth promoting sustainable development
- Helsinki in the world in the 21st century and international cooperation
- The Helsinki resident and the sea

The thematic working groups worked from April to September 1998. Each group met 6 – 9 times. There were approximately 250 participants and they represented a wide range of different professions and different neighbourhoods. City officials, city councillors and committee members were also present.

In September 1998 the proposals of the thematic working groups were presented at the second forum (LA 21 Forum

2), and interested partners and residents had the opportunity to comment on these until the end of October through, for example, the Internet. The proposals of the thematic working groups and the comments received were compiled in the report on the thematic working groups published in January 1999: Helsinki Local Agenda 21 Project, report 1, the Proposals of the Thematic Working Groups on Sustainability. Helsinki City Office publication series A 13/1998. The report has also been published on the websites of the Local Agenda Project and the Environment Centre.

### ***The opinions of the municipal departments and institutions on the proposals of the thematic working groups and LA 21 Forum 3***

The report containing the proposals of the thematic working groups was circulated in February/March 1999 to all administrative bodies and to all city councillors and members of the City Board, committees and executive boards.

During spring 1999 all the municipal departments and institutions prepared their opinions and comments on the proposals of the thematic working groups. These comments and views were dealt with and compared in April and May in three thematic workshops on sustainability issues that were specific to the various spheres of assignment, under the leadership of the Mayor and deputy mayors.

The comments and opinions of the municipal departments and institutions were presented to residents and organisations at the third open LA 21 Forum in June 1999. The proposals of the thematic working groups were grouped into three categories: a) Projects and actions already being implemented or planned by the departments, b) proposals that were feasible but required further clarification and c) those that were assessed as being unfeasible or unnecessary. In addition to the spoken addresses, a compilation of the written answers from the administrative offices and departments was on show in Finlandia Hall.

### ***The actual working phase for the draft of the plan, circulation for comments and LA 21 Forum 4***

The municipal administration's internal working phase commenced after the third LA 21 forum. During this phase the LA 21 Project and the contact persons from the municipal departments and institutions collaborated to produce the draft versions of the Action Plan for Sustainability, using the material gathered during the idea generation stage as well as earlier strategy level decisions and plans as the basis for this work.

The LA 21 Steering Group dealt with the principles, goals, structure and content drafts of the plan in November 1999 and again in May and October 2000. In May 2001 all the

municipal committees and executive boards were asked to comment on the draft plan. The draft plan was revised and supplemented in the light of the comments received and was then dealt with by the Steering Group in November 2001 and January 2002.

The draft of the Action Plan for Sustainability, revised in accordance with the decisions of the Steering Group on 23.1.2002, was widely distributed for opinions and comments to partners from outside the municipal administration in February 2002. All the civic partners that had participated in the process of drawing up the plan (neighbourhood communities, local associations and NGOs, as well as professional, scientific and business organisations, religious communities etc.) were asked to

give opinions and comments. Comments were also requested from neighbouring municipalities and from concerned regional administration organisations. Interested municipal residents also had the opportunity to comment on the draft plan.

In March 2002, in the final phase of the round of opinions and comments, the fourth open LA 21 Forum on sustainability was held at Finlandia Hall, where comments from various partners were heard and were used as the basis for public debate. The round of opinions and comments will be followed by the finalisation phase, when the plan will be dealt with by the Steering Group, City Board and City Council.

### ***Experiences gathered from the interaction***

Researchers have also been interested in the citizen participation and involvement in the preparation of Local Agenda 21. Research carried out by the City of Helsinki Urban Facts office and the University of Vaasa concerning the Local Agenda process was completed in autumn 1999 (Anita Niemi-Iilahti: Interaction between citizens and the administration. An evaluation of the Helsinki Local Agenda 21 process. City of Helsinki Urban Facts office. Researches 199:11)

The results of the research show that Helsinki achieved good results regarding citizens' desire to contribute to solutions concerning the environment, citizens have become involved in a new way. However, the number of citizens participating was small. The participants were mainly "organised citizens" involved with different organisations. However, interaction between the administration and the citizens did commence, and it created the foundation for a continuous discussion process for the citizens and the administration.

The problems experienced in the Helsinki Local Agenda 21 process are similar to those elsewhere in Finland and in Europe: the multi-dimensionality of sustainability brings difficulties to the work, as does the structure of public administration and the ways of working (above all the hierarchy and sectoral structure). A large organisation makes managing a large process difficult. The problem has also been seen in the fact that the city's most important actors – the City Council, the City Board and the senior officials – have different attitudes towards the process.

Research has shown that it is important for the continuation of the LA 21 process that the different administrative sectors as well as the citizens and politicians continue to meet each other on platforms such as citizens' forums

Conclusions of the research:

- Citizens' direct contributory participation is arising alongside traditional representative democracy.
- The contribution of citizens in the planning of their residential area and in the fine-tuning of its implementation is crucial for the continuation of the process of interaction between the administration and the citizens.
- Sustainability is a laborious process, but the model can be used more widely as a good example for improving public work.

The preparation of Helsinki Local Agenda 21 and the related interaction was also examined in an analysis made in the University of Tampere in 1999-2000 (Liisa Häikiö: The Local Agendas and sustainability plans of local authorities. Ministry of the Environment, Finland's environment No. 449. Helsinki 2000), and in course work prepared in the Department of Geography of the University of Helsinki in 2001 (Vivi Niemenmaa, editor: The challenge of sustainability for local government. University of Helsinki, Department of Geography. Helsinki 2001).

## 4.6 Sustainability projects managed by residents

### *The Helsinki 21 campaign and the Helsinki 21 network*

The Helsinki 21 campaign, which started in autumn 1995, was a cooperative campaign involving around 40 civic organisations and local associations, which actively contributed to the start of the preparation of Local Agenda 21 in Helsinki. The campaign started its work when the City Council signed the Aalborg Charter in 1995. During the initial stage the aim of the work was to speed up the commencement of the Helsinki Local Agenda 21 process and to make the principles of sustainability and the Aalborg Charter well-known both to civic organisations as well as to the city executives and elected officials. The development of citizens' participation as part of the Local Agenda 21 process was also debated at campaign seminars.

The Helsinki 21 campaign later focused on supporting the work and arranging training in Local Agenda 21 groups in residential areas, and monitoring the municipal LA 21 process. In January 2000 the campaign became the Helsinki 21 network, which worked as a cooperation forum, information channel and organiser of training for Local Agenda 21 groups in residential areas.

### *The Local Agenda 21 processes in residential areas*

During the 1998 – 2001 period 22 resident-managed Local Agenda 21 cooperation groups were established in different parts of Helsinki. These groups aimed to activate residents in the preparation of Local Agenda 21 and they analysed the views and wishes of the residents for the development of their own neighbourhoods. They also prepared neighbourhood-specific sustainability plans or vision outlines.

The work of the neighbourhood Local Agenda 21 groups involved residents and neighbourhood associations, residential buildings, nature clubs and environmental societies, sports and recreational clubs, pensioners' associations, parishes, schools and youth centres etc., as well as private individuals interested in promoting sustainability and local firms. The various city neighbourhoods differed from each other and consequently the Local Agenda 21 work differed from one neighbourhood to another. The areas emphasised were improving the amenity of the residential environment, the impact of new construction, shorelines and green areas, traffic issues, safeguarding services, the well-being of

children and youth and the development of recreational activities, food groups, sustainable lifestyle and recycling, as well as increasing the independent initiative of residents and small-scale employment.

The materials, feedback and suggestions received from neighbourhood Local Agenda 21 groups were taken into consideration in the preparation of the sustainability action plan covering the whole city. The first draft of an action plan for sustainability concerning an extensive residential area was completed in Vuosaari in January 2001.

The LA 21 Project has distributed material about sustainability to neighbourhood LA 21 groups, drawn up a guide to LA 21 and participated in education sessions, residents' evenings and other related events. The municipal Urban Project, residential building network, schools, youth centres and community workers from the Social Services Department etc. have also had an important role in initiating neighbourhood LA 21 work. LA 21 groups received municipal sustainability project support during the period 1998 – 2001.

### ***Other sustainability projects and campaigns of residents' communities***

During the period 1998 – 2001 the city provided financial support of FIM 3.5 million for sustainability projects managed by residents. The grants were provided in 1998 by the Board for a Healthy and Safe City, and in 1999-2001 by the Environment Centre/LA 21 project.

As well as the neighbourhood Local Agenda 21 groups, support was also given for: the environmental training and education projects of neighbourhood communities and associations; projects for studying nature and mapping local architecture; community hall activity; eco-team work; recycling projects; various care and remediation projects for local surroundings; projects for developing participation and interaction for city planning; projects for promoting the participation of children, youth and immigrants; small-scale projects for employment and the prevention of exclusion, etc. During the period 1998 – 2001 approximately 150 resident-run sustainability projects receiving Local Agenda 21 support were initiated. More detailed project explanations and listings are in appendix 5.



## 5 THE LONG-TERM GOALS AND VISIONS FOR THE SUSTAINABLE DEVELOPMENT OF HELSINKI

The long term sustainability goals and possible development paths were also debated during the time the Helsinki Action Plan for Sustainability was being prepared. The aim of outlining the vision was to bring to light such long-term goals that would have been unrealistic to include in the goals of the actual 10 – 15 year plan.

In January 2000 an expert seminar dealing with the preliminary vision outline for 2040 for the sustainable development of Helsinki was held. No attempt was made to use the outline of the vision to create alternative or “probable” future scenarios based on different starting point suppositions, but rather such kind of descriptions of the future that can be applied to the known ecological and social boundary conditions of sustainability. The vision descriptions were used to try to outline what a sustainable Helsinki could be like around 2040, providing that the political will and broad civic commitment required for the sustainability process had been accomplished and that the necessary decisions had been made at the beginning of the 2000s.

### *The criteria for sustainability*

The vision outlines of sustainable Helsinki refer to the metropolitan area, where the principles of sustainability are observed in the planning and decision-making and whose residents have gradually adopted a lifestyle in accordance with the criteria of sustainability. The most important boundary conditions are connected with ecological sustainability, which is measured by the overall biophysical burden generated by the municipal organisation, the enterprises and institutions operating in Helsinki, and the residents.

This overall burden includes both the energy consumption in its different forms as well as the material flows generated by society, which include renewable and non-renewable natural resources and the production of waste and emissions that are detrimental to the environment.

According to the vision outline sustainable Helsinki is a city-wide entity in which the biophysical loading caused by the residents and the city’s economic organisations does not exceed the known average limits for global sustainability calculated on a per person basis. In the 1990s these ecological sustainability limits were determined on the basis of calculations prepared by, amongst others, the German Wuppertal Institute.

Another viable tool for assessing ecological sustainability at local level is the ecological footprint concept developed by Dutch and Canadian researchers. Helsinki’s ecological footprint was calculated in 1998 as part of the development work on indicators for sustainable

development. A more detailed footprint calculation was performed in 2001

In the light of currently known sustainability criteria, the overall biophysical burden caused by the average Helsinki resident should be decreased by at least 60 – 80% from current levels before we can say that Helsinki is a sustainable city. In the current situation this can be regarded as a practically monumental task, and it seems clear that the achievement of the sustainability goals will require a development process of at least ten years. The vision outline defines a reduction by 2040 of the overall burden per person to half the 2000 level as the general boundary condition for ecological sustainability.

A precondition for the achievement of this goal is a significant increase in the eco-efficiency of the production of both goods and services in order to decrease consumption of materials change the pattern of consumption. These processes require a significant shift in culture, values and lifestyle and a strengthening of the social dimension of sustainability.

Defining the criteria for social sustainability is more difficult than defining the ecological criteria related to consumption and environmental loading, as the concept of social sustainability is firmly associated with questions of values and with concepts of social justice. According to the definition of the Finnish National Commission on Sustainable Development social sustainability refers to the development of social justice that ensures people equal opportunities to create their own well-being, to exercise their own fundamental rights, to acquire the basic preconditions for life, and to assume an equal share and responsibility in decision-making in their local communities, in their own countries and the world community.

Intellectual renewal is also an important component of social sustainability. According to the abovementioned definition sustainability permits free intellectual activity, ethical growth and also the preservation and development of cultural diversity from one generation to the next. An extensive shift in the lifestyle of wide circles of the population being a prerequisite for the achievement of ecological sustainability can hardly be achieved without a profound change in culture and beliefs – i.e. intellectual renewal.

### *Other defining criteria*

Because sustainability in the vision outline describes the target situation in terms of sustainability criteria, we also have to make definitions for many external factors and conditions. The basic supposition is that societal

development in the Baltic region and also worldwide will progress peacefully in the main and that large-scale conflicts between nations and civilizations can be prevented.

The basic supposition is also that large-scale global eco-catastrophes - particularly the rapid acceleration of climatic change and the increasing size of the ozone gap in the upper atmosphere – can be prevented by means of global environmental agreements and international cooperation and joint responsibility. Nuclear power disasters and similar technological catastrophes occurring in Finland and its neighbouring areas have also been excluded from the vision outline.

Many experts may regard the abovementioned basic suppositions in terms of the external and global threats as unrealistic wishful thinking, as an increasing picture of threats is clearly visible at this point in time. This criticism can be answered by stating that when major global threats become realized, not even the sustainability programme has any significance as in such a situation all resources would need to be directed in the short term to survival efforts.

#### *The process of drawing up the vision outline*

The preliminary long-term sustainability vision outline drawn up in autumn 1999 was dealt with at an expert

seminar held in Helsinki in January 2000, attended by over 70 experts and researchers from different branches from municipal organisations, regional administration, the scientific community, NGOs and from consultant planning offices.

The preparation of the outline utilised previous future reports and scenario studies that were available (including the reports for 1995-99 of the Helsinki Metropolitan Area Council and the Uusimaa Regional Council) and the reports of the thematic working groups on sustainability, as well as the latest Finnish and foreign publications relating to research into the future and long-term vision outlining. However, the present scenario material contained scant references to the outlining of a long-term (2040 – 2050) development vision. Most of the previous future outlines, forecasts and visions for the metropolitan area concerned 2020 – 2030.

The themes dealt with in the vision work were: 1) Helsinki in the Baltic region, 2) Regional examination, 3) The civil society, 4) Energy use and production, 5) Sustainable material economy and consumption, 6) Eco-social and individual living, 7) The change in values of working life, 8) Movement and traffic, 9) Nature and recreation, 10) Education and culture. The Helsinki long-term sustainability vision outline will continue to be the subject of work, assessment and comments during 2002.

## 6 DECISION-MAKING AND THE MECHANISMS FOR CONTRIBUTION

The Helsinki Action Plan for Sustainability will be dealt with in the City Council during 2002. The actual decision text is the **Decision of the City Council** which includes the seven main goals of the plan and 21 other decision areas.

The Action Plan for Sustainability will be implemented through the established municipal planning system using the planning instruments of the central administration and administrative departments as well as the instruments for steering land use. City-wide steering will be through budgeting and planning, which will allocate the development objectives and funding (economic plan) and the sectoral resources required (budget) for the implementation of the goals. The resources required for the implementation of the sustainability objectives will be decided in conjunction with the annual budget and economic plan.

The City Council can give up to date instructions for the implementation of the goals/action plan concerning the entire municipal administration in the guidelines for preparing the economic plan and budget and in the common starting points in the plan drawn up biannually. The monitoring and assessment of the implementation of

the goals are included in the financial statements and reports, environmental reports and assessment reports that the review committee presents to the Council.

With regard to the steering of land use, the master plan, city plans and traffic plans are the planning instruments used for implementing the sustainability goals and action plan. The drawing up of these is guided by the planning and traffic planning programme, in which the municipal administration can emphasise current views on the implementation of sustainability.

New tools for the implementation of the Action Plan for Sustainability are the development programmes and/or environmental programmes of the municipal departments and institutions. These can deal with issues of two kinds: 1) reduction of the direct environmental impact arising from the organisation's physical work – i.e. traffic, the consumption of energy and water, paper and other materials, and the improvement of recycling and waste management, and 2) issues relating to the content and goal, values, procedures and operational culture of the organisation's work.

Departmental and sectoral programmes for the promotion of sustainability and the reduction of environmental loading are currently ready or under preparation in, for example, PWD-Technical Services and PWD-Environmental Production, the Real Estate Department, the Youth Department, the Education Department, the Rescue Department, the Social Services Department, Finnish language Workers' Institute and the Environment Centre.

In organisations that have production operations the environment programme can form part of the certified environmental management system. A certified system of this kind is so far only in operation in the City Transport bus system and in the Helsinki Metropolitan Area

Council's waste management unit. It is in the preparation stage in Helsinki Energy, the Port of Helsinki and in the Public Works Department. Helsinki Energy has a power plant-specific certified environmental management system (ISO 14001) operating at the Salmisaari power plant, and the development of systems in other plants has started.

The Public Works Department and the Environment Centre participated in the EURO-EMAS joint project carried out in 1999-2001. This project was an initiative of the Eurocities Organisation's Environmental Committee and the purpose was to develop, through the cooperation of the participating cities, environmental management system models based on the EMAS system suitable for municipal utilities.

## 7 FOLLOW UP AND REPORTING ON THE IMPLEMENTATION

The most important tool for monitoring the Helsinki Action Plan for Sustainability is the collection of core indicators i.e. macro-level general indicators of sustainability, that has been developed through the cooperation of the LA 21 project, the City of Helsinki Urban Facts office and the Environment Centre from 1997 onwards. The collection of indicators is presented in the publication **The Core Indicators for Sustainable Development in Helsinki**. City of Helsinki Urban Facts office, Discussion initiatives 2000:1.

The collection deals with a total of 23 indicator themes, which are grouped into five subject areas: 1) Global sustainability perspectives, 2) The state of and pressure on the local environment 3) Socio-economic factors, 4) The amenity and service level of the neighbourhood and 5) Participation and civic responsibility.

The further development of the core indicator system will utilise the current development work coordinated by the Eurocities organisation on European Common Indicators for Sustainability, in which Helsinki is participating.

Cooperation on indicator work is also being carried out with cities in the Baltic area (incl. Riga).

A follow-up report utilising the core indicators is prepared for the City Council during each Council term of office. To supplement the core Indicators the municipal departments develop more precise sector-specific means for measuring sustainability, i.e. the so-called B Indicators for monitoring the organisations' own sustainability. The development of these can be connected with the development work on environmental reporting and accounting.

In the monitoring of the implementation of the Action Plan for Sustainability the public participation and interaction developed in the work on the plan will continue, for example, by holding open forums for residents, by utilising the Internet for interaction, and by establishing thematic working groups for follow-up. The follow-up will also utilise the extensive urban research programme of the City of Helsinki, the Ministry of Education, the University of Helsinki and the Helsinki University of Technology.

## ***B***      ***DECISION SECTION***

### **THE DECISION OF THE CITY COUNCIL, 12 JUNE 2002**

#### **INTRODUCTION**

The decision section of Helsinki Action Plan for Sustainability contains seven overall goals and 21 other decision areas. It describes the areas for action, covering the entire municipal administration, that will promote the achievement of the main goals. The decision section of the plan is a strategy level programme-in-principle which does not give a viewpoint on individual projects.

The overall goals 1,2 and 5 were included in the decision of the City Council on 26.3.1997 to initiate work on the Helsinki Action Plan for Sustainability (preparation of Local Agenda 21). The other four overall goals (3,4,6 and 7) have arisen during the different work phases of the Local Agenda 21 process as proposals of the open thematic working groups on sustainability and/or various administrative departments.

The overall goals will determine the most important task areas of the work for sustainability in Helsinki in the next few years. Together they encompass the four operational dimensions of sustainable development: ecological, economic, social and cultural. In terms of the dimension of economic sustainability, safeguarding the city's viability and strengthening of the city's competitiveness are important factors and prerequisites for the implementation of the plan.

The time frame set for the goals mentioned in the decision text is 2010 unless otherwise stated. The city's previous decisions for promoting sustainability were taken into

consideration in formulating the decision. These have been compiled from the strategic programmes and plans of the various municipal departments that have been dealt with by the City Council and are currently in force. These decisions, which are separately listed in appendix 2 of the draft action plan, are not repeated in this decision proposal. Appendix 6 gives a list of the programmes and plans dealt with by the City Council that belong to the starting point material for the preparation of the sustainability action plan.

The Action Plan for Sustainability is supplemented by the appendices and background material. The so-called idea-toolbox in the background material includes more detailed descriptions of the current state of various sectors, problem analyses, foundation texts and ideas and also the more detailed goals and descriptions of the means and proposals for action for their implementation that arose during the preparation process. These descriptions are compiled from the proposals prepared by the municipal departments and institutions, committees and various interest groups.

The main task of the idea-toolbox is to present the material generated during the preparation of the plan in a summarised form, and to provide source data and tools for further planning in the administrative departments. Some of the proposals for action contained in the idea-toolbox are already being implemented or are in the planning stage. Some are not up to the city to implement or have not been approved.

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# ***I THE OVERALL GOALS OF THE ACTION PLAN FOR SUSTAINABILITY***

## **1 REDUCTION OF GREENHOUSE GAS EMISSIONS**

Reduction of the greenhouse gas emissions that are speeding up global climate change, in accordance with the UN climate agreement observing the national targets set by the government.

## **2 PROTECTING AND FOSTERING BIODIVERSITY IN HELSINKI**

Preserving the biodiversity of Helsinki in accordance with the principles of the UN agreement on the protection of biological diversity.

## **3 STRENGTHENING THE CITY'S COMPETITIVENESS AND BUSINESS STRUCTURE IN ORDER TO SAFEGUARD STABLE ECONOMIC DEVELOPMENT**

## **4 THE INCLUSION OF LIFE-CYCLE THINKING IN THE CITY'S PHYSICAL PLANNING, PURCHASING PRACTICES AND CONSTRUCTION**

One special task area is the implementation of the neighbourhood rehabilitation projects in accordance with sustainability objectives by supporting the participation of the residents and by developing ecologically sustainable construction methods.

## **5 INCREASING INTERACTION AND CITIZENS' PARTICIPATION AND TRENGTHENING PARTNERSHIP**

## **5 THE PREVENTION OF EXCLUSION AND SOCIAL SEGREGATION**

One special task area is the safeguarding of the participation and healthy development of children and youth.

## **7 FOSTERING CULTURAL DIVERSITY AND THE BUILT-UP ENVIRONMENT**

## ***II THE SECTORAL GOALS OF THE PLAN AND THE MORE EXACT ACTION PLANS***

### **1 LAND USE AND THE URBAN STRUCTURE**

*Actions relate to the following overall goals:*

*1. Reducing greenhouse gas emissions, 2. Biodiversity, 3. Competitiveness of the city, 4. Life-cycle thinking, 5. Interaction and citizens' participation, 6. Exclusion and segregation and 7. Cultural diversity*

- (a) Land use and urban structure planning measures promote the reduction of greenhouse gas emissions and safeguard biodiversity. The more detailed objectives, guidelines and area reservations concerning the development of land use and traffic arrangements are determined within the framework of the ongoing preparation of the 2002 Master Plan and the more detailed regional planning.
- (b) The societal structure of Helsinki and the metropolitan region being developed in cooperation with neighbouring local authorities and regional cooperative organisations, harmonized to create stable regional centres as well as a system of residential and workplace areas supported by the public transport network. The aim is to steer the location of dwellings, workplaces and services to provide a wider range of services and diminish the need for movement.
- (b) The growth of the Helsinki population and number of workplaces will be prepared for by controlled compaction of the urban structure especially in areas with good public transport. The compaction of the urban structure will be planned in cooperation with

the residents with the aim of improving the pleasantness and service level of neighbourhoods. Particular attention will be paid to a sufficiently extensive and well-working green area network, to landscape and nature values and to the preservation of buildings of historic and cultural value and the townscape. The unspoilt shores and the archipelago are to be fostered as a unique feature of Helsinki.

- (d) The primary areas for compaction are little-used areas and areas of land use change, where the use for industrial production, storage or traffic requirements is coming to an end. In transforming landfills and areas used for other purposes into residential areas steps must be taken to ensure that no environmental-health or ecological risks or detriments are generated in the new residential surroundings. The aim in changing land use is to respect the stock of old buildings by improving the reuse and renovation of buildings.

- (e) In line with the Master Plan, the operation of the Helsinki goods port will be concentrated to the harbour to be built in the eastern side of Vuosaari, whereby the current port area in the downtown area can be used for the construction of housing, services and business premises. This will also bring about a decrease in heavy goods vehicles and the transportation of dangerous substances in the downtown area.

### **2 TRANSPORT AND MOBILITY**

*Actions relate to the following overall goals:*

*1. Reducing greenhouse gas emissions, 2. Biodiversity, 3. Competitiveness of the city, 4. Life-cycle thinking, 5. Interaction and citizens' participation and 6. Exclusion and segregation*

- (a) In the development of the Helsinki and metropolitan area traffic system investments will be made to reduce carbon dioxide emissions and other environmental detriments, to achieve more effective space utilisation and to improve traffic operation and safety. The regional service level and competitiveness of public transport will be improved and the main line network – especially transverse connections – will be

developed on the basis of the traffic plan for the metropolitan region.

- (b) For its own part Helsinki is aiming for a reduction in the dependence on private cars and the amount of vehicular traffic and to increase the share of public transport. This requires the use of effective regional steering means and also heavy investment in increasing the competitiveness of public transport and the improvement of conditions for cyclists and pedestrians. The position of public transport will be strengthened by increasing the flexibility of journey chains where different parts of the journey are made using different modes of transport.

- (c) Rail transport will be developed as the backbone of public transport. Extension of the city tracks, the metro network and the tramway network will continue and improvements will be made for park-and-ride parking at stations. Public transport services for leisure travel will be improved and the accessibility of the most important outdoor recreational areas – including the archipelago – by public transport will be improved.
- (d) In order to make the space utilization for traffic more efficient, research will be carried out into covering or making tunnels for thoroughfares according to the possibilities afforded by the terrain and urban structure. In cooperation with the Finnish Road Administration motorways will be developed as general roads so that the new land use connections can be flexibly connected to them and the conditions for bus traffic improved. The logistics for personal and goods traffic will be developed to make cooperation between different modes of transport and transportation more efficient and to reduce environmental impact.
- (e) Vehicles used in bus transport and the city's stock of other vehicles and vehicular machinery will be replaced with vehicles that use less fuel and produce less emissions.
- (f) In developing the traffic system and the street environment far more emphasis than previously will be placed on creating the possibilities for the unhindered and safe movement of children, youth, the mobility impaired and the elderly. An integrated and comprehensive network of services and connections for pedestrians, cyclists and public transport covering the entire city area will be created. Extension of the cycle-path network will continue and steps will be taken to promote the safety, ease and pleasantness of walking and cycling.
- (g) In order to improve road traffic behaviour, driving instruction and attitude training will be improved in cooperation with traffic sector NGOs, the Ministry of Transport, the police and neighbourhood communities.

### 3 GREEN AREAS AND NATURE PROTECTION

*Actions relate to the following overall goals:*

*2. Biodiversity, 3. Competitiveness of the city, 5. Interaction and citizens' participation and 7. Cultural diversity*

- (a) The biodiversity of Helsinki will be fostered. The city's ecological and scenic areas, and the connections between them, will be improved to form a vibrant, ecologically sound, pleasant and diverse whole which includes the waterfront areas, islands and water systems. This requires the preservation of enough unspoilt areas for recreational use and nature conservancy.
- (b) The care of green areas will be enhanced, taking into consideration their ecological sustainability, scenic and cultural features and also the views and local knowledge of the residents. Where necessary measures will be taken to restore and return nature.
- (c) Defects in nature protection and the green area network will be analysed and the green areas and green connections that are of ecological and recreational importance will be safeguarded by means of land use planning and nature protection. Comprehensive regional plans for the care and use of the landscape will be drawn up for guiding the use and care of water systems.

### 4 THE TOWNSCAPE AND THE PLEASANTNESS AND SAFETY OF THE RESIDENTIAL ENVIRONMENT

*Actions relate to the following overall goals:*

*2. Biodiversity, 3. Competitiveness of the city, 4. Life-cycle thinking, 5. Interaction and citizens' participation, 6. Exclusion and segregation and 7. Cultural diversity*

- (a) The Helsinki townscape, in terms of its diversity, architectural pluralism, historical stratification and maritime nature, the scenic value in particular, will be fostered. Taking care of the cleanliness of the city and of other factors connected with the pleasantness of the immediate surroundings will be improved through the cooperation of the residents and enterprises.
- (b) The individuality and identity of the different city neighbourhoods will be strengthened by means of city planning and by supporting the residents' own initiatives for fostering historic, architectural and scenic values and for the protection of locally significant sites. The participation of children and youth in the planning of their own neighbourhood will be increased.

- (c) Factors affecting the pleasantness of the residential environment will be examined from the perspective of the residents, and the results gained will be taken into consideration in the planning of the neighbourhood and the buildings, in connection with both new construction as well as renovation work.
- (d) Cooperation will be undertaken with residents, organisations and the police to generate ideas for ways to improve safety and to prevent crime and vandalism.
- (e) The amount of research into the quality of the environment will be increased, also in terms of environmental risks connected with chemicalization and soil contamination. Furthermore, improvements will be made concerning information and guidance about environmental detriments that affect the health of the residents, and of ways of preventing these. There will also be improved cooperation between the environmental authorities and the residents.

## 5 SUBURBAN REHABILITATION AND ECOLOGICAL SUSTAINABILITY IN CONSTRUCTION

*Actions relate to the following overall goals:*

*4. Life-cycle thinking, 5. Interaction and citizens' participation and 6. Exclusion and segregation*

- (a) Suburban rehabilitation projects and renovation of buildings will continue, fostering the special historical and scenic features of each area. Methods and steering means for interactive planning and for ecologically sustainable repair construction will be developed.
- (b) The inclusion of life-cycle thinking in the city's construction work and estate management will be developed in cooperation with research institutes in the construction sector, educational institutes and enterprises. Furthermore, studies will be made into economic and other means whereby in the planning, in the construction permit procedure and in defining the conditions for assigning plots, improvements can be made to the ecological sustainability of construction and repair work.
- (c) Improving eco-efficiency in construction and the promotion of ecological sustainability and healthy new construction also by means of research and experimental building projects both in housing production as well as in the construction of service and office premises. An eco-construction advisory service will be organised in collaboration with organisations operating in the sector.
- (d) In the vocational basic and further training for the construction sector more stress will be given to eco-efficiency and life-cycle thinking and also to the subject areas of natural and traditional construction.

## 6 GREENHOUSE GAS EMISSIONS AND ENERGY PRODUCTION

*Actions relate to the following overall goals:*

*1. Reducing greenhouse gas emissions, 3. Competitiveness of the city and 4. Life-cycle thinking*

- (a) The aim is to reduce the total emissions of greenhouse gases generated in the City of Helsinki to half the 1990 level by 2010. Emissions from energy production will be included in the emission calculations only to the amount corresponding to the energy consumption in the municipal area.
- (b) Actions aiming at reducing emissions are mainly connected with the production and consumption of electricity and heat, vehicular traffic, waste management and other socio-technical services, and construction.
- (c) Helsinki will mainly develop the co-generation of electricity and heat in its own energy production. The aim is to utilise the unusable heat generated in the production of energy during the warmer seasons in district cooling. This will improve energy production efficiency and reduce building-specific consumption of electricity for cooling.
- (d) Steps will be taken to reduce the dependence on imported fossil fuels for energy production in the Helsinki region by increasing the use of renewable energy sources in such a way, however, that it remains possible to use coal in the Helsinki Energy co-generation plants until the end of their functional technical/economic life.
- (e) The use of solar and wind energy, biofuels and waste-derived fuels, as well as the possibilities for



using new energy production technologies will be investigated by the cooperation of the administrative departments and the municipalities of the region.

- (f) In energy production, emissions of sulphur dioxide, nitrogen oxide and particles should be kept under the emission limits.

## 7 ENERGY CONSUMPTION AND SAVING

*Actions relate to the following main objectives:*

*1. Reducing greenhouse gas emissions, 3. Competitiveness of the city and 4. Life-cycle thinking*

- (a) The consumption of electricity and heat in the city's real estate will be decreased in accordance with the cooperation agreement between the Ministry of Trade and Industry and the city. The aim is to reduce the daily per capita consumption, by the reduction of hot water consumption in particular.
- (b) There will be an increase in activities to improve energy economy in buildings. The connection between the quality of inside air and energy consumption will be investigated in order to achieve the correct level of heat energy consumption.

- (c) Energy saving activities for residential dwellings will be intensified through the extension of the application of inspection work. Agreement will be made with the Ministry of Trade and Industry to also include dwellings in the scope of the cooperation agreement. Rents of premises will also be determined in a way to motivate energy saving by separating the charges for electricity and water from the rent.
- (d) Improvements will be made in the guidance given to municipal employees, maintenance staff for residential and service buildings, occupants and householders concerning energy consumption habits. The consumption of electricity will be reduced by promoting the use of electrical equipment control systems.

## 8 WATER SUPPLY

*Actions relate to the following overall objectives:*

*2. Biodiversity and 4. Life-cycle thinking*

- (a) The supply of household water fulfilling health, aesthetic and technical requirements will be safeguarded. Waste-water purification will be developed to reduce eutrophication in the Gulf of Finland and to improve the situation of coastal waters.
- (b) Emissions causing eutrophication will be reduced more efficiently than at present so that by 2010 80% of nitrogen and 95% of phosphorus will be removed on average from waste-water. Purification capacity

and technology will be improved in order to prevent overflow discharges caused by exceptional flow rate peaks.

- (c) The discharge of hazardous chemicals into the sewage system, water systems and soil will be prevented by increasing the guidance and supervision for enterprises and households. Snow clearance and handling will be improved in order to reduce the environmental detriment it causes. The utilisation and product development of sewage sludge will be promoted.

## 9 WASTE MANAGEMENT AND RECYCLING

*Actions relate to the following overall goals:*

*1. Reducing greenhouse gas emissions and 4. Life-cycle thinking*

- (a) The basic strategy for Helsinki waste management is the effective prevention of waste production and to reduce the amount of waste and hazardous waste for final placement at refuse tips. Helsinki works in cooperation with YTV, the Helsinki Metropolitan Area Council, which is charged with waste

management in the metropolitan area, in all the different stages of the recycling of material in order to strengthen this principle. In accordance with the national waste plan the aim is to increase the degree of utilisation of household and building waste to 70% by 2005. Ways for making the reuse of construction components and materials more efficient will be investigated in cooperation with firms and organisations in the construction and waste management sector.

- (b) The network of local collection points will be gradually augmented and extended to provide a sufficiently inclusive collection service for all categories of waste. Furthermore, improvements will be made to the visual aspects and user-convenience of the collection points. Fees and regulations concerning waste will be developed to make sorting and sending for utilization cheaper than for mixed waste.
- (c) The impact of waste and waste management on health and the environment will be reduced through more

## 10 PORT OPERATIONS

*Actions relate to the following main objectives:*

*1. Reducing greenhouse gas emissions, 2. Biodiversity, 3. Competitiveness of the city and 4. Life-cycle thinking*

Helsinki port operations will be developed in order to reduce the environmental impacts. The port will improve controls for environmental protection and also improve information and instructions for port users.

The waste management and sorting of shipping-generated waste will be improved at the ports, including the boat harbours, and steps will be taken to prevent the discharge of waste, sewage, oil and other hazardous chemicals into the sea and soil. Similarly, the readiness to deal with accidents will be

effective transportation and supervision. Guidance to enterprises, housing companies and households concerning waste will be developed in conjunction with other environmental and consumer guidance. The city and YTV will intensify cooperation with retailers on the organisation of recycling. Producers will be persuaded to make packaging and material markings clearer.

improved. The payment system for waste management and for the handling of sewage and oily bilge water etc. done in accordance with the recommendations of HELCOM, the Baltic Sea protection commission, will be actively implemented and monitored to prevent illegal discharges at sea.

In order to reduce exhaust emissions from vessels, electricity connection points will be provided at goods and passenger harbours as the capability of vessels to utilise externally provided electricity' and the environmental management systems of shipping companies improves. Vessels will be encouraged to use mains electricity by, for example, the pricing strategy for the services.

## 11 PARTICIPATION, INTERACTION AND PARTNERSHIP

*Actions relate to the following overall goals:*

*5. Interaction and citizens' participation, 6. Exclusion and segregation and 7. Cultural diversity*

- (a) The goal of increasing participation and interaction, and of strengthening partnership applies to all the city's administrative departments and operational sectors.
- (b) The interaction and partnership between residents, NGOs, regional administration and enterprises and also between the different administrative departments

will be developed. The possibilities for the participation and involvement of residents in planning and decision-making will be improved. Communications in this respect will be increased and the aim is to involve new citizen groups, including immigrants.

- (c) Local and sectoral cooperation groups and forums as well as joint planning methods will be developed through the use of networks and other means. Administrative departments will arrange training sessions in interaction for their personnel.

## 12 PARTICIPATION AND WELL-BEING OF CHILDREN AND YOUTH

*Actions relate to the following main objectives:*

*5. Interaction and citizens' participation and 6. Exclusion and segregation*

- (a) The well-being of children, youth and families will be promoted by the measures included in the Programme for Child and Family Policy approved by the City Council. The safeguarding of favourable conditions for the upbringing of children also calls for the provision of support for parenthood.

- (b) Particular attention will be paid to the activation of children and youth at risk of exclusion, and to providing the children and youth of Helsinki with the opportunity for participation and contribution in the issues that are important to them, such as in the

improvement of their neighbourhood, play and school environment. The conditions for independent recreational activities for youth will be improved in residential areas, school communities and in the sphere of cultural activities.

### 13 SCHOOLING AND ENVIRONMENTAL EDUCATION

*Actions relate to the following overall goals:*

*1. Reducing greenhouse gas emissions, 2. Biodiversity, 5. Interaction and citizens' participation, and 7. Cultural diversity*

- (a) Operational models in accordance with sustainable development both internally and in terms of teaching methods, practices and premises will be reinforced in the work of polytechnics, vocational education institutes, the teaching in schools and kindergartens, courses at workers' institutes and in other municipal education as well as in the work of youth centres.
- (b) The educational goal is to increase the Helsinki residents' responsibility for and capability of identifying environmental issues and the connections between global and local development.

- (c) The environmental education provided will be wide-ranging and will permeate through all levels of education. Personnel training will be improved to enable teachers and trainers to provide participative and experiential education in environmental responsibility and have better readiness to themselves set an example. There will be more nature-oriented schools and information about them.
- (d) The coordination and cooperation on environmental education and guidance between the different actors will be improved. An overall plan will be drawn up for improving cooperation. Continued improvements will be made concerning guidance in sustainability issues. There will be an increase in e-advisory services and in interactive guidance. Training and materials on workplace environmental issues will be arranged for municipal employees.

### 14 SPORT AND A HEALTHY LIFESTYLE

*Actions relate to the following overall goals:*

*5. Interaction and citizens' participation and 6. Exclusion and segregation*

- (a) The city will improve information and guidance for promoting healthy eating and lifestyle habits and for preventing lifestyle-related illnesses. Preventive public health work will be stressed and a broader range of tools will be made available. The importance of sport in maintaining well-being will be stressed, new means for activating citizens will be developed, and assistance will be provided for the

voluntary sports activities and the everyday voluntary physical activity of residents.

- (b) The aim is to safeguard the wide-ranging and enjoyable possibilities for outdoor and sporting recreational activities for all user groups, and for children and youth in particular. The provision and opportunities to use the extensive range of outdoor activities, hiking, boating and fishing in the region will be improved through cooperation with neighbouring municipalities.

### 15 PROJECTS AND NETWORKS MANAGED BY THE RESIDENTS

*Actions relate to the following overall goals:*

*5. Interaction and citizens' participation, 6. Exclusion and segregation and 7. Cultural diversity*

- (a) The sustainability projects, voluntary work and cooperation networks of residents, neighbourhood communities and NGOs will be supported by means

of professional assistance and guidance. The coordination and follow-up of the support for resident' projects will be improved through cooperation between administrative departments.

- (b) The support of the community hall network activity will continue.

## 16 COOPERATION WITH BUSINESS

*Actions relate to the following overall goals:*

*3. Competitiveness of the city, 4. Life-cycle thinking, 5. Interaction and citizens' participation and 6. Exclusion and segregation*

- (a) The diversity of business activity in Helsinki will be increased by developing advisory and other services and by improving the operational conditions for enterprises using the means stated in the Business Policy Programme. This will also improve employment for Helsinki residents.

- (b) In collaboration with the Environment Centre, the Helsinki Business Development Unit will also advise enterprises on issues relating to environmental protection and eco-efficiency. Enterprises will be encouraged to adopt environment saving technologies and methods in their operations as well as in transportation and logistics. Residents, enterprises and communities will be encouraged in the development of inventions and innovations that promote sustainable development and eco-efficiency.

## 17 MUNICIPAL PROJECTS

*Actions relate to the following overall goals:*

*1. Reducing greenhouse gas emissions and, 4. Life-cycle thinking*

- (a) Helsinki purchasing work will improve communication and instructions to city organisations for taking the environmental impact of products and services during their entire life-cycle into consideration in the planning of purchases, requesting for tenders and dealing with tenders. Environmental criteria will be drawn up regarding the city's purchases for all the most important product groups.

- (b) The alternatives that cause least environmental load will be sought for the city's range of products. Information concerning the suppliers' environmental management systems and the environmental markings, serviceability and reuse of products will be added to the lists of suppliers and products. The circulation and shared use of products between different departments will be increased. The city will participate in research into the life-cycle of products and services.

## 18 ENVIRONMENTAL MANAGEMENT

*Actions relate to the following overall goals:*

*1. Reducing greenhouse gas emissions, 3. Competitiveness of the city and 4. Life-cycle thinking*

- (a) The municipal departments and institutions will include environmental management as part of their management systems. Environmental management will be developed using environmental management systems (e.g. EMAS or ISO 14001) and utilising

international cooperation and cooperation between organisations, as well as the experience of other cities.

- (b) The taking of environmental aspects into account will permeate throughout the municipal planning and decision-making with the aim of preventing detrimental impact. Comprehensive assessments of environmental impact and social impacts will be made in conjunction with large plans and projects.

## 19 REGIONAL COOPERATION

*Actions relate to the following main objectives:*

*1. Reducing greenhouse gas emissions, 2. Biodiversity, 3. Competitiveness of the city, 4. Life-cycle thinking and 5. Interaction and citizens' participation*

- (a) Helsinki intends to strengthen cooperation with local authorities in the metropolitan area and with other local authorities in the Helsinki region, particularly concerning land use and traffic planning, housing

policy, the organisation of public transport, the supply of water and energy, waste management and environmental protection, and in the development of outdoor and recreational area services.

- (b) Furthermore, Helsinki aims to reinforce the emphasis on sustainability in the long-term development plans and programmes for the metropolitan area and for the Province of Uusimaa, such as the Future Scenario for the Metropolitan Area (PKS) and the Metropolitan

Area Traffic Plan (PLJ), and in the inspection and drafting processes for the Uusimaa regional

development programme, provincial plan and provincial master plan.

## 20 HELSINKI'S INTERNATIONAL COOPERATION

*Actions relate to the following main objectives:*

*1. Reducing greenhouse gas emissions, 2. Biodiversity, 3. Competitiveness of the city, 4. Life-cycle thinking*

- (a) Helsinki will continue to develop cooperation in the Baltic area for promoting environmental protection and sustainable development, especially with the cities of St. Petersburg, Tallinn, Riga and Stockholm and with cooperating organisations in the area. Furthermore, Helsinki is an active participant in cooperation for reducing the detrimental environmental impact and environmental risks of shipping and port activity. A particular area of emphasis in local area cooperation is the improvement of the condition of the Gulf of Finland.
- (b) Helsinki provides initiatives to the European Union for promoting environmental protection and

sustainable development and will increase its cooperation concerning projects and expertise with the Eurocities, Access and Energie Cités organisations as well as within the framework of the European Sustainable Cities and Towns Campaign. For its own part Helsinki will also promote the European and local area cooperation work of NGOs and neighbourhood communities in the aforementioned sectors.

- (c) Helsinki is also an active participant in ICLE, the International Council for Local Environmental Initiatives, and in IULA, the International Union of Local Authorities, and also tries to find partners for sustainability in cities outside Europe. Helsinki also participates in the local programmes and projects for promoting sustainability of the United Nations.

## 21 FOLLOW UP OF THE ACTION PLAN FOR SUSTAINABILITY

*Actions relate to the following overall goals:*

*4. Life-cycle thinking and 5. Interaction and citizens' participation*

- (a) The city monitors the implementation of the Action Plan for Sustainability with Core Indicators and environmental reports. A follow up report is prepared for the City Council for each term of office. National and regional indicators are also utilised in the monitoring and also in the cooperation of European cities in the development of sustainability indicators.

- (b) The progress of sustainability and the care of environmental matters are assessed and monitored with the aid of sectoral environmental reports and more detailed sustainability indicators (B group).
- (c) In monitoring sustainability the aim is to achieve an overall perspective through research in cooperation with the scientific community. The extensive urban research programmes of the University of Helsinki, the Helsinki School of Economics, the Helsinki University of Technology, and other cooperating organisations are utilised in the monitoring work.