

PRE_SUD.

Performance Assessment

City of Tampere 2003



PEER REVIEW FOR EUROPEAN
SUSTAINABLE URBAN DEVELOPMENT



Partner cities: Birmingham, Den Haag, Leipzig, Malmo, Newcastle, Nottingham, Tampere, Venice, Vienna.

Technical Partners: Eurocities, Improvement and Development Agency, University of West of England

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December 2001 – November 2004

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Amendment schedule:

Description of change	Author of change	Date of change
Report completed for circulation to Tampere team for initial comment on 27/02/2004 Note: revision may be required to meet the SMART action plan reporting requirements of the Life desk		
Revision made to take account of views of the city and to amend the reporting of the smart action plan following the guidance from the consultants to the commission.	Allen Creedy	21.04.04

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Towards European Sustainable Urban Development

Performance Assessment by Peer Review

1.0 Introduction

The performance assessment methodology has been developed through the presud project (www.presud.org) funded by the European commission and nine European cities. The project is grateful for the support of the city of Tampere. The City of Tampere was not one of the original 8 partner cities but has joined as a full member subsequently. As it is not bound by the original contract with the commission its second review has been tailored slightly to meet its particular requirements. In this sense the Water theme has not been assessed.

The peer review tool synthesises and adapts extensively tested peer review methodologies of the OECD (concerning national government environmental sustainability reviews) and the Improvement and Development Agency (concerning UK local municipality management reviews). The resulting adapted process and guidance have been tested as a methodology in nine cities in Europe.

1.1 Performance assessment.

The first performance assessment of the sustainable development progress being made by the city of Tampere represents a pilot of the initial methodology. The assessment is available at www.presud.org.

The second performance assessment of the sustainable development progress being made by the city of Tampere was conducted between the 2 – 6 December 2003. It represents a full assessment using a fully evaluated methodology. The team undertaking the assessment was:

Mr. Allen Creedy, Newcastle City Council (Manager)
Mr David Agnew, Improvement and Development Agency (Assistant Manager)
Mr Alphons Finkers, the Hague
Mr Andreas Romer, Vienna
Mr Frank Trepte, Leipzig
Mr John Connelly, Nottingham

2. Smart Action plan

2.1 Introduction.

The presud project required Tampere to decide a series of actions that it would take that would improve and accelerate its progress towards sustainable development. These actions were to be contained within a SMART action plan and to be derived from the first performance assessment. (SMART: Specific, measurable, achievable, realistic and time-limited). The smart action plan can be found on the web site of the project.

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Recommendation 1

"Improve public participation"

The city administration identified the following **objectives** of the action;

- Increase the use of participatory planning by departments;
- better integration of youth and children to planning decision making
- involving citizens in strategic planning of the city
- support neighbourhood associations to become active in their own areas.

The **purpose** behind the action is to increase the levels of citizen participation in decision making, the expected **results** are an increase in the levels of participation and the **means of verification** is through monitoring reports of the participation processes in the departments.

It emphasized that effective participation was a matter of all boards, city council and departments. This action set qualitative targets for the extension of the principle and practice of public participation into all policy areas and that reports would be required on progress. (See chapter 4)

Assessment (smart action plan target achieved)

The team was impressed by the significant political commitment made by the city administration and all boards to involve citizens in decisions making since the last peer review. Detailed reference to these additional measures is found in the relevant sections of this report. There was evidence in the form of verbal accounts from officers and politicians, references in reports across all themes and for some cross cutting projects that new processes and procedures are in place and are more effectively involving stakeholders. This was corroborated through discussions with some stakeholders who had been involved in these new processes. The city has recognised that more resources are required it is the first Finnish city to appoint a dedicated officer to address these issues. This will assist it in bringing the city up to a European benchmark. The city has in place a biennial survey of residents that provides it with a benchmark of resident's satisfaction. At this early stage in developing the policy area the city is concerned to learn about best practice, train staff and politicians and to embed public participation into the day to day working of the city.

Recommendation 2

Develop a strategy to reduce unemployment, Develop a strategy and programmes to directly address unemployment of older people.

The **objective** of the action was to prepare an effective strategy, the **purpose** of the strategy is to reduce unemployment, with particular reference to older people, and the expected **results** are for a reduction in the levels of unemployed people. The **means of verification** are the existence of the strategy and the extent to which it is reducing unemployment.

The strategy to reduce unemployment to be prepared by the city administration would be part of the city strategy and include targets to reduce unemployment levels overall and to focus on the needs of the different age groups represented in the unemployment figures.

Assessment (smart action plan target achieved)

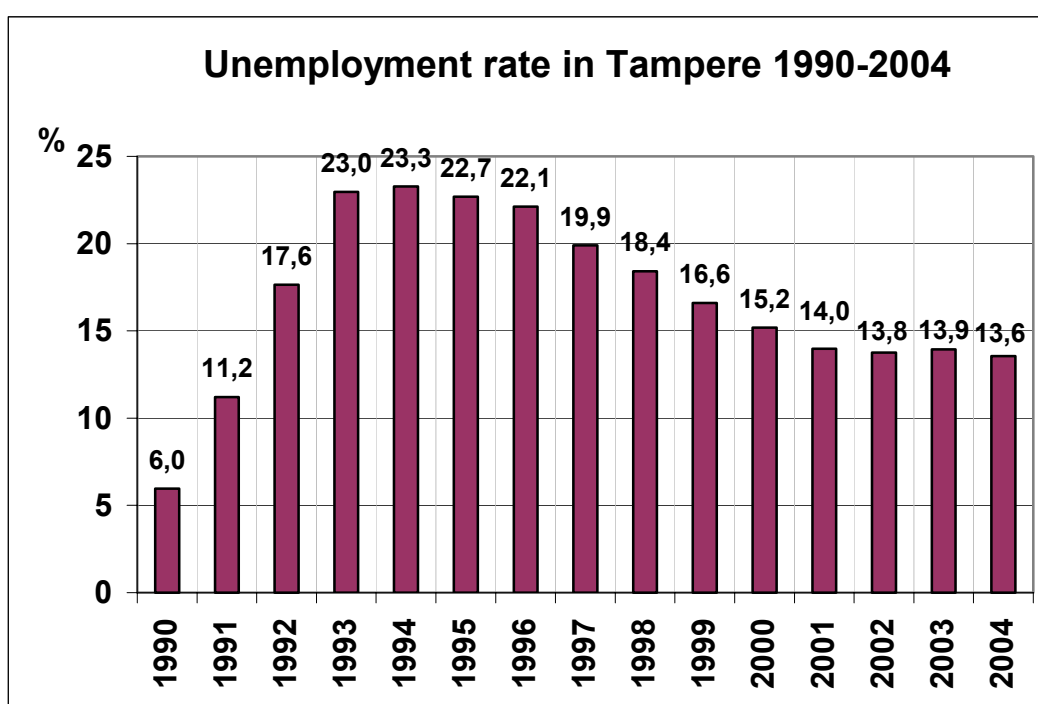
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The city strategy has been developed, politically approved and the organisational arrangements have started to be put in place to deliver it. Part of this work has involved reconsidering the responsibilities for reducing unemployment within the administration and its partners. The present division of responsibilities for increasing employment in the city administration are shared between the Business Development Centre and Senior Advisor for Employment Affairs who works in the personnel unit. The reorganization of the city administration to deliver the City strategy involves changes in the responsibilities of officers and politicians (detailed in the sections on leadership and performance monitoring). It also involves new programmes and new initiatives, these are detailed in the integration themes of the report. Interviews were held with political and officers from the administration and representatives from the business community. Discussions were held with samples of residents who verified their knowledge of the new initiatives and in particular those for older people.



Recommendation 3

Deliver "the city strategy"

The **objective** of the action was to modernise the service delivery and decision making of the administration and the council, the **purpose** was to improve the cost efficiency and effectiveness in meeting the service needs of the city. The **results** expected within the timescale of the project were for the change process to be evident in a selected number of departments with new organisational structures in place and new reporting methods. **The means of verification** was the reports and the existence of the new structures including progress reports to the management group and city council.

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In establishing this action the city recognised the need to ensure that sectoral interests of committees did not undermine the principles in the strategy, the need to develop and publish medium and long-term targets or that short-term gains did not take precedence over longer-term objectives. The city recognised that the delivery of the strategy was central to making progress toward sustainable development. The strategy has a timeline and performance indicators against which its delivery being monitored and assessed. Within the context of the project the smart actions related to those within the timeframe

Assessment (smart action plan target achieved)

City has started the implementation of the city strategy in many ways and so the progress is excellent. It is on schedule and those actions programmed have been completed by the due dates. Reference was made by the mayor and other interviewees and evidence was seen of the four working groups set up by the Mayor to make this progress. They have reported on the current position and recommended policy changes for the first priority themes: service production, management of the city, political structure and citizen's participation. These reports were debated by the council during the spring and summer of 2003. Further reference is made to this progress in the relevant sections of this report.

The structure of the city administration and council is now being reorganized to effectively deliver the city strategy. This new organisational structure will be in use from the beginning of 2005. Within it strategic management is more concentrated with the establishment of common departmental targets as part of a performance management system. The city recognises that the role of the cross-sectoral strategies has yet to be fully clarified in the organisational reform and now needs to be done.

Recommendation 4

Develop and implement an integrated transport strategy

The **objective** of the action was to ensure that the city has an integrated transport strategy. The **purpose** of the actions was to ensure that the various initiatives were assisting in the process of more closely linking the transport strategy to land use planning and other decisions. It recognised the need to make long-term policy changes and investment based on the results of pilot projects and to actively discourage the use of cars. The smart actions were to make progress through a selected number of policy areas and priority projects within a set timeframe. The **results** were the completed studies. The **means of verification** would be the reports from the pilot projects and their incorporation into new policy commitments.

Assessment (Smart action plan target partially achieved)

The assessment team recognised that it would not be possible to develop such a strategy in the time available between the first and second reviews and that the proposed actions were appropriate. And so the team looked for evidence of progress towards the strategy through assessing the achievement of the three pilot projects.

1. Developing a train tram system in Tampere Region

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A report commissioned by the city of Tampere, 'The utilisation of the rail network in public transportation in the Tampere Region', was completed in January 2003. This report was the subject of wide consultation and debate. It also contains technical and financial assessments. Some environmental assessments have been carried out. The working group preparing the report was unanimous in recommending the construction of a train/tram system for the Tampere Region. The city council has endorsed the findings of the report and is now using it as the basis for its investment plans for the city. Considerable further work is recognised as now required in the preparation of the business plan and all the necessary regulatory approvals to be prepared and secured.

The team endorses this report and its findings and support the view that a train tram system would support a sustainable responsible mobility system, providing a basis for land use and for the balanced development of the city. According to the report, a train tram system using the existing heavy rail network would suit the city region and would strengthen the accessibility of the city centre as well as the development potential of the regional centres located along the network. A traffic system based on the heavy rail network would also improve the potential for mobility of the area residents/inhabitants, increase the use of public transportation and promote the environmental protection aims of Tampere.

2. New regional plan

The Council of Tampere Region is contributing to a new regional plan. The new regional plan will be based on third regional physical plan, approved by the Ministry of the Environment in 1997. The traffic system in the third regional physical plan is required to render possible the transportation and mobility of business life and communities in an efficient and economical manner. It is to be economically competitive, regionally unbiased, environment friendly and safe.

Tampere and five surrounding municipalities are implementing together a regional traffic system, which has been planned up till year 2010. This includes also aims connected to land use. Regional traffic system in Co-operation between municipalities is trying to obtain sustainable urban structure, diminish the harmful impacts of traffic and improve the economy of traffic system and also improve the equality in mobility and connections between different transport modes. There is active involvement of the City of Tampere in the third regional plan.

3. Traffic in the city centre

The city recognized the need to prepare a master plan for the traffic in the city. The preparation of the plan is good case study of the way in which the commitment to public participation is being rolled out into the policy development work of the city administration. It is equally one which illustrates the difficulty the city is having in reconciling the demands of the city centre traders for more and freer access for private transport and the demands of the cycling and pedestrian lobby to restrict further the access of cars. The opinions of residents were obtained using a questionnaire study based on random sampling. The draft plan was completed in 2003.

The aims of the master plan is: to support business activities in the centre, to develop attractiveness and accessibility of the centre, to improve safety, to pay attention to population growth and to minimize environmental effects of transport.

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Recommendation 5/6

Air Management

The **objective** of the actions was to reduce emissions from selected sources and in selected places in the short and long term, the **purpose** was to improve air quality of the city and the **results** were an improvement in air quality and a commitment to invest in buses with reduced emissions. Specifically the actions to be taken included

- make additional efforts to encourage people to use public transport,
- to invest in new buses with reduced emissions /alternative fuels
- and to enforce temporary car bans in the worst effected areas

The means of verification were the reports on the efforts to increase public transport use, the air quality records.

Assessment (smart action plan target not achieved)

Tampere City Transport has put in place an environmental management system (EMS) and expects to secure external verification to ISO 14001 during 2004. Within this system is a management commitment (Management Programme 2003-2006) to a bus fleet replacement programme that will provide a bus fleet using alternative fuels that reduce emissions and are more environmentally sustainable to maintain.

Significant efforts have been made to increase the use of public transport by the staff of the administration. Evidence was provided of the efforts taken to increase the use of public transport by residents in the form of publicity campaigns and price incentives for multiple tickets.

The assessment team recognises that there is a significant investment required to replace such buses and to adopt these measures. Having regard to the severity of the problems the measures taken so far seem to be reasonable.

There are some notified exceedencies in the quality limits of the air in the city at present. The monitoring carried out cannot distinguish whether the initiatives taken by the administration are yet having an effect. The investment in the buses will certainly have a significant effect on particulate emissions in the long term.

However the City of Tampere still does not have action plan for certain periods of high concentration of air pollutants and it still does not seem that the City has recognised a need for a plan to ensure that EU levels are not exceeded.

Recommendation 7/8

Water management

1. Objectively verifiable indicators: A summary of the objective(s) of the action, the purpose(s) behind the action, the intended qualitative and/or quantitative result(s) of the action.
2. Means of verification: A summary of the sources and nature of information and data that have been used by the peer review team to verify the achievement of the objectives, the purpose and the results.

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3. Conclusions of the verification: In the form of a judgement that refers to full achievement, partial achievement, no achievement of quantitative and qualitative results.

The **objectives** of the action were to provide advice and encouragement to customers, the **purpose** was to reduce their water consumption and the **results** a reduction in consumption.

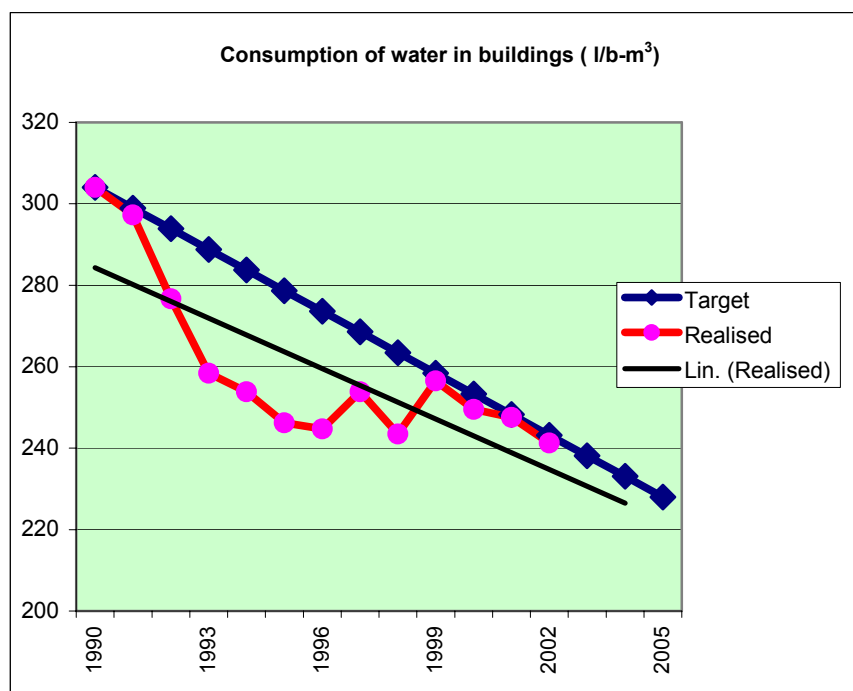
In parallel the city administration was to review its own current usage of water and explore what opportunities there may be to minimise water use within the city's own buildings.

The **means of verification** was to be the reports, brochures and material used to advise and encourage, the reports on the consumption of the administration, the water consumption figures for the city and for buildings and initiatives taken by the administration to reduce its own consumption.

Assessment (smart action plan target achieved)

The Public utility companies of Tampere including the Tampere Water management company (The Water and Sewerage Works) have established since the first review a company called Ecopartners, which is maintaining together with the city of Tampere an urban environmental center, called Moreenia. The assessment team visited Moreenia and observed the displays and literature now available about economical use of water in everyday life. In addition the team viewed an environmental guidebook for residents of Tampere published in May 2003 and distributed to all residents providing advice and encouragement on reducing water consumption. Water consumption figures are not available covering the period May – December and so it is not possible to assess the impact of this work yet.

Water consumption within the city's own buildings is now monitored by the Property Department. Activities for saving water have been undertaken in sanitary system where old equipments (like water taps, toilet seats) have been renewed which has created significant savings.



Recommendation 9

Recording and cleaning the contaminated land areas.

The **objective** of the action was to develop a comprehensive database of the contaminated land in the city, the **purpose** was to use the database to improve the rate at which contaminated land is remediated and the **results** expected was to have the data base which was being actively used in the remediation of contaminated land. The **means of verification** was the existence of the database and the progress in remediating contaminated land.

Assessment. (Smart action plan target achieved)

The assessment team discussed with representatives of the Environmental department and regional environmental centre (governmental body) the new database for contaminated land areas in the city. The assessment team undertook a tour of the city and viewed a series of recently decontaminated sites and the evidence of the recycling of Brownfield land. Clear evidence was provided of the polluter pays principle being followed where the contaminated sites are remediated when the landowner comes forward with new development proposals. The assessment team confirms that given that remediating the land is not the city's responsibility unless it is the owner, it making good progress within the legislative framework. The assessment team consider that the city council be more proactive but recognises that this is outside of its legal requirements and for which work there is no specific political or legal priority or finance.

Recommendation 10

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Carry out an environmental audit of the fuel used to generate energy to ensure the continued wise use of fuels.

The **objective** of this action was to carry out an audit of the fuels used to generate energy, the **purpose** was to make sure that these fuels used represented a wise choice; the **results** expected would be the audit together with decisions on the fuels to be used. The **means of verification** would be the audit conclusions and the political and management decisions arising from the audit.

Assessment (smart action plan target achieved)

The Power utility company of Tampere decided to carry out the audit within the framework of installing an environmental management system (EMS) for all of its plants. This includes also Naistenlahti power plant, which is using peat as its main energy source. The assessment team discussed the audit with representatives from the energy company. The audit (environmental review) has been completed and there is full understanding of the environmental impacts of energy production. From this the energy company has developed a management programme for the sustainable use of energy. The management programme is exploring the sustainable use of ash residue that addresses the disposal problems. The management programme has already had the effect of reduced the volume of peat used. The Amount of the peat as an energy source has been reduced from providing 18% of energy in 2001 to 15% in 2003)

Recommendation 11

The city recognised the need to implement and monitor environmental sustainable development programs in the schools.

The **objective** of this action was to understand the current provision in schools and based on this to put in place a programme of environmental and sustainable development education. The **purpose** of the action was to make sure that all children and young people had access to this education and information. The **results** expected were for there to be such provision in the schools and for its effectiveness to be monitored. The **means of verification** were to be an assessment of the current provision in the form of a document, proposals for additional provision and a system put in place for monitoring the achievements of the programme.

In order to understand the current position the city administration worked with the Tampere polytechnic (year 2003) to assess the sustainable development programmes in comprehensive schools and high schools. Curricula were analysed and personnel were interviewed. The conclusion was that sustainable development has been well integrated into the curricula of comprehensive and high schools. With all schools having a person or a team responsible for environmental issues at school, all teaching plans include environmental considerations and environmental education is part of every school's action. Also social and cultural aspects of sustainable development can be found from the basic principles of each school.

This work identified further improvements that were required and the assessment team endorses these findings. In particular that student participation in sustainable development programmes should be emphasized to a greater extent. All schools are

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now reporting on their progress in these programmes but it is not clear if these reports are being brought together or if any process is in place to bring together their conclusions.

Recommendation 12

Encourage greater use of public transport among the staff.

The **objectives** of the actions were to increase the use of public transport by staff. The **purpose** was to reduce the environmental impact of staff journeys. The **results** were to be measured in terms of change in staff travel mode and the commitment. The means of verification was the results of staff surveys and performance in travel use.

Assessment (smart action plan target partially achieved)

The sustainable development working group for the Environmental and Technical Department made a survey in June, 2002 on staff mobility. Some encouragement was made to diminish the use of private car among the staff, for example by suggesting bicycle parks and supporting distance work. One of the goals in the Environmental Strategy in 2003 was to promote public transport, bicycling and walking among city employees. This was done for example by making more parking space for bicycles in front of the offices, buying bus tickets to be used for journeys during working hours, promoting telecommuting, and by organizing small competitions.

A survey about environmental attitudes among city employees was conducted in June, 2003. The mode of transport to and from work was one of the themes in the survey. The sample was 1000 employees and of these 462 answered to the questionnaire. During wintertime 40% of women and 14% of men used public transport. 48% of men and 23% of women went to work alone by their own car. There was not a significant difference between sexes in the other modes of transport. During summertime 47% of women and 39% of men walked or bicycled to work. Public transport was used by 1/4 of women and only by 4% of men in summertime. 42% of men and 20% of women went to work alone by their own car.

One of the goals in the Environmental Strategy in 2004 is to find out the possibility to take into use a public transport employment ticket for city employees.

Recommendation 13

Consider more fully as part of the development of all policies the social impact of an increasing population (e.g. the planning of the school places)

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The **objective** of the action was to make sure that service and policy planning takes account of planned (e.g. Vuores) and projected demographic changes in the population of the city. The **purpose** is to make sure that services are delivered cost effectively and in ways that meet the needs of service users. The **results** of the actions in the short term (i.e. within the timescale between peer reviews) will be that services plans are prepared with reference to demographic changes and in particular the consequences of Vuores are explicitly considered. The expected **means of verification** include the background documents for Vuores and references in service plans to having been developed in the light of expected demographic changes.

Assessment

The assessment team was impressed by the way that there is now close integration between the development of various aspects social and economic policy in the city. The close working of demographic and statistical officers and service delivery officers demonstrates that the implications of the changing structure of the city population are now well understood. The adoption of the city strategy with a whole variety of new policy initiatives demonstrates that social needs of the residents of the city are being fully considered. The estimations of future service needs are now based on statistical scenarios: population growth/ population structure with implications for all service providers (from the care of the elderly to the planning of school placements). Explicit references were found of the extent to which the impacts of Vuores will be managed. Progress is being made in the sub regional planning of services that will overcome some of the problems faced in the planning of school and childcare places. A project is now being run by the University of Tampere to develop a methodology for joint service planning in this area.

Recommendation 14

Find ways to encourage environmental business sector and exploit skill and knowledge in the technology sector to reduce environmental impacts, (for example the energy saving technologies for business)

The **objective** of the actions were to encourage and support the environmental business sector, with the **purpose** of realising their economic and environmental benefit and that this would result in an increase the size of the environmental sector and a reduction in the environmental impact of businesses generally. The **results** indicator was the number of businesses active in the networks and the number of businesses adopting environmental management systems.

Assessment (smart action plan target achieved)

The assessment team explored this recommendation in some detail. The city set up an environmental business group in Tampere to take forward this commitment. This meets regularly in order to develop business activities and a Centre for sustainable energy solutions was established. The Centre makes good use of the technological knowledge of the energy sector in Pirkanmaa region and is reinforcing it further. The Public utility companies of city of Tampere established Ecopartners Ltd to provide a forum:

- for development of sustainable consumption and business activities
- for promoting sustainable product development
- for marketing sustainable products

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It produces also services like information about urban environment; give education in different urban themes and provide expertise and products. Services are mainly for the members of Ecopartners club, which is an association for the citizens, communities and companies that want to promote sustainable lifestyle. Members need to commit to act in a sustainable way. This means:

- Companies: environmental management system
- Communities: report once a year about sustainability in their activities
- Citizens: commitment to sustainable development

By the end of 2003 the members of Ecopartners club were 161 private citizens, 16 companies and three housing companies.

The assessment team was impressed by the new initiatives and feels that the city has fulfilled its commitment. However there remains a significant untapped opportunity to decouple the environmental impacts of the business of the city and there does not seem to be any political commitment to realise this potential. Amount of the companies that has certified environmental management system was 34 in 2002. This is 0,29 percent of all companies in Tampere.

Governance

3. Leadership

3.1 Vision and strategy

Strengths

The city strives and aspires for continued economic growth and seeks to consolidate individual status as the 'third' city in Finland. The political vision and ambition is driving a desire for Tampere to 'look and feel like a city'. We also found strong evidence of local citizens, business, partners and other agencies also wanting Tampere to be the 'best'.

Management and structure reform is underpinning the delivery of this ambition – outlining a clear sense of political vision and purpose to be realised by 2012.

'Tampere will be citizens information society and that a centre of expertise growing in a sustainable manner. Its operations will be based on courageous initiative-taking, good public services, extensive networking and regional co-operation'.

Current economic policies, spatial planning and housing development are geared to support increased population growth, transport and infra-structure and services needed for growth. This policy agenda will deliver what the mayor calls 'economical energy'-considered necessary to create a vibrant, diverse and representative city.

There is cross-party commitment to tackle the issues and challenges faced by the city. These include reducing high unemployment levels, protecting the interests and safety of children, addressing the level of resources needed to deliver increased health and care provision for an ageing population and continuing to support business and enterprise.

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The pace of change in Tampere presents an important political and management challenge and reinforces the need for competitiveness, environmental protection and social concerns to be mutually supportive. Rapid population growth will necessitate a balance between encouraging key drivers for economic growth with minimising environmental concerns, social disadvantage and exclusion—protecting the most vulnerable within society (unemployed, children, and elderly people, ethnic and immigrant groups).

The corporate social responsibility for the 'well-being' and welfare of all groups (including long-term unemployed) will help to maintain and strengthen cohesion in the city and reinforce the role of the municipality to protect the most vulnerable. For example- introducing a voucher system as part of care for the elderly, appointment of the Child Ombudsman.

Balancing economic and population growth of the city in a sustainable way continues to have cross-party commitment. Tampere 21 is becoming part of the city's management process, has been adopted as a management principle but has yet to be fully integrated into all policy work.

Encouraging active citizenship and promoting culture as a 'fourth' driver of sustainable development was evidenced. The Cultural Services department attach importance to art-work, historical value and time-scales of buildings, environmental aesthetics and library and museum services.

The city maintains democratic and financial control over the full range of key environmental utility services and care services. This provides Tampere with a greater opportunity to control the essential aspects of change in comparison to other non Finnish European cities. This provides a unique opportunity to move towards sustainable development and successfully implement the Polluter Pays Principle.

The Vuores housing development continues to be a challenging environmental project to the leadership who must pay attention to environmental issues and controls and concerns raised by the public. Further public discussion and political decisions are still required about the transport infrastructure and traffic issues needed to ensure the satisfactory migration of people within the Vuores area and surrounding regions.

Issues to consider

Tampere's circumstances (Economic, Social and Environmental) 'mirror' the national picture in Finland. This includes problems with long-term unemployed and an ageing. In addition-social insecurity and exclusion (evidenced in Tampere) continue to be reflected at a national level.

The city board has a large amount of projects currently in progress. This is unusual for an old industrial town and the vision and programme for the city is potentially too ambitious. Leadership aspirations are coupled with the need for strong and sustained economic competitiveness taking place within the margins set by the environment.

An excessive per capita consumption of natural resources and raw materials must be checked by the municipality within its agreed land-use policies and development. . If not there is an inherent danger of Tampere utilising a disproportionate amount of resources and therefore disadvantaging the environmental agenda.

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The views shared by citizens highlighted a concern that the social 'values' held by city politicians and decision makers were disadvantaging and excluding individuals and groups from the vision being implemented for the city of Tampere. Politicians were reminded that economic growth and competitiveness should not be at the 'exclusion' of vulnerable groups.

Existing labour policies, initiatives and opportunities to attract external funding should continue to be evaluated and reshaped to concentrate more on the needs of people who have been unable to find employment. The revised employment strategy should link business development with these policies (*See employment*)

The leadership were confident that Sustainable Development is built in from the beginning and runs through all its programmes. However the team considers that environmental sustainability still does not have enough political, policy or financial backing to balance the economic and development policies and aspirations of the city.

We found conflicting views on whether the spatial planned growth of economic and housing development in Vuores was adequately integrated with policy planning for energy, waste, air and noise management and health and social care. This divergence of opinions has arisen from differing perspectives of what Vuores should achieve and against what benchmark it might be compared. The view in the administration is that it is an excellent example of sustainable development with excellent cross service cooperation. Although the assessment team supports this general view, it considers there to be scope for further moves towards sustainable development and greater priority for sustainable development.

Whilst we saw evidence of sustainable development influencing policy areas including education and housing, it was clear that this process could be accelerated to other policy areas.

Equal weighting should be attached within the budget and decision-making process to ensure that policy links and political and officer consideration to environmental sustainability issues is given to all city projects

The municipality must also be more willing to broaden the political and officer awareness of cultural sustainability and reflect this within city strategies. The intrinsic value of protecting historic buildings and architectural heritage in the city should remain a priority. (See culture and social diversity)

We found limited evidence of the progress made by departments in contributing to a more sustainable and cohesive community in line with Tampere 21. The integration of sustainable development principles and targets within key strategies and work programmes is challenged

The post of Sustainable Development Co-ordinator (within City Administration) is now vacant due to internal promotion. We recommend approval is given to fill this position to further demonstrate commitment to SD principles and ensure a continuity and development of SD work in progress

3.2 Managing Needed Changes

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Strengths

The need to change, innovate and challenge traditional methods of service delivery to realise the city vision is clearly supported by the political/officer leadership. Management reform will support improved organisational efficiency and effectiveness. The introduction of a provider-purchaser model for city planning and environmental services offers opportunities for greater efficiency, value for money and improved customer services.

The Group Administration (Finances and Strategy team) is actively supporting the capacity for change, including performance management, organisational improvement and communications. Major efforts have been made to put in place the corporate infrastructure for change. Systems and processes have been introduced in recent years including corporate and financial planning, performance management, relationships with key partners and improved staff and manager training.

It is positive that recognition is given to the fact that not all the city strategy priorities can be internally resourced or are directly responsible for delivering them. We found evidence that many parts of the municipality and with external stakeholders have embraced the need and rationale for change required by the management reform. We found the political/officer relationship(s) to be working well and examples of where their drive, competencies and support had and were resulting in demonstrable change.

Issues to consider

The proposals for management reform appeared to originate from the centre of the administration, to be much 'centralised', and to be understood and controlled by the administration. These key activities for change will evolve over time and we would encourage the municipality to make sure it communicates more effectively the wide range of activities underway and ensure all services are aware of the contribution they have to make. The capacity in the Finances and Strategy team is challenged and will require a continued management focus over the coming months.

The city may wish to ensure that individual directorates increase their own capacity by embracing and embedding these corporate processes within the directorates rather than having an on-going reliance upon the corporate centre.

3.3 Motivation

Strengths

It was clear from many people we spoke to (internally and externally) that the mayor is an influential and motivating individual and a pivotal actor in the vision and change underway in the organisation. We commend the efforts of the city to modernise and reshape its business activities to more closely match increasingly higher public expectations and improve service standards.

The leadership has clearly grasped hold of the opportunities to deliver some key strategies and has put in place a wide variety of corporate building blocks in recent months and years. Underpinning the management reform will be new organisational structures (due to be phased in between January 2004-2006).

Efforts to increase the momentum of corporate change and implement management reform were evident to the review team and have moved well beyond aspirations.

Issues to consider

In order to reap the rewards from this intense level of activity it is important that everybody in the municipality remains motivated to make the corporate building blocks work for the benefit of the organisation and the community it serves.

The responsibility to ensure corporate processes and building blocks continue to be embedded throughout the organisation rests on the shoulders of senior managers and elected members. We would encourage these people to share the best practice that clearly exists around making themselves visible to staff and engaging in dialogue with them.

3.4 Innovations and Creativity

Strengths

There is no doubt that the city has considerable capacity for and experience of innovation and has continued to build upon the reputation it has earned as an 'innovator'. It demonstrates innovative and creative leadership towards business development and enterprise for example through the BioneXt Tampere biotechnical development programme.

. 'Communicators, camera phone, walking forest machinery, automated mine loading, biodegradable implants..... These are examples of product development from the knowledge-intensive companies in the Tampere region –examples of the spirit of innovation. Nordicum Scandinavian business magazine- 5/2003

Innovative and creative leadership continues to support the drive towards increased business research, development and enterprise. The city is keen to ensure that the business community and market leaders remain sufficiently incentivised and confident to remain located within Tampere. A new Business Development Committee in 2004 will reconcile the desire of politicians to compete at a national level and pay attention to education and research in the city.

The benefit of electronic government for citizens is clearly recognised and well advanced. The internationally acclaimed e-Tampere programme is focused on economic development and supporting the city as the leading developer and applier of the information society.

The info-city programme is helping make Tampere a model city of information society providing practical online and accessible services to local people. These initiatives include the E-Tampere card, info city, I-Journal, access to computers in schools and libraries and the Netti-Nyssa bus.

We found social inclusion through ICT clearly evident with the delivery of innovative services and practical community based programmes and projects. In partnership with Tampere University and a variety of public, private and NGO organisations, the city has several e-government projects and activities with close connections.

Issues to consider

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Internally –the municipality should continue to fully embrace the electronic government agenda maximising the internal resources that it already has available. Using these resources to develop and deliver ambitious cultural change and acceptance of new technology amongst members and staff to deliver more efficient services.

The Communications Unit (in co-operation with service departments) should build upon the current arrangements e.g. refine the Intranet system and ensure that identified ICT training, skills and development needs of elected members and staff are met, placing a particular focus on front-line staff.

Support the Sustainable Development Co-ordinator with the continued design and application of computer systems to enable environmental accounting. Support the participation of Tampere in the national work to find a common reporting model for sustainable development at city level. This will allow effective management reporting of profits connected to environmental activities. (*See finance*)

3.5 Alliance-building

Strengths

The long-term vision of the leadership documented within the City Strategy and other municipality projects show a clear understanding of the need to work with other agencies and partners to tackle economic, environmental and social issues that go beyond the municipalities own merit.

Working in partnership and solidarity at both regional and sub-regional level is identified as a corporate and a mayoral priority. Work is in progress to draw up a regional strategy in order to balance regional developments to make the region more competitive, strengthen regional know-how and share good practice and to improve conditions with neighbouring municipalities.

Delivering this agenda is being achieved through a programme of work (supported nationally) around five principles (Welfare Services, Co-operation and Networking, Land use and Residential Matters, Industry Policies, Teaching and Learning). This programme is considered a means in which to balance and deliver a co-ordinated approach to developing a sustainable urban area. Good evidence of this was found where the city provides functional and sub-regional cooperation in relation to joint traffic and bus management and waste management.

Regional development during the last decade has been extremely rapid and has been accelerated by means of various programmes and initiatives including (Centre of Expertise Programme). This work has created growth platforms that expedite the development of new companies and support the creation and commercialisation of new business activities. From 2004 the Business Development Board will be refocused to become a one-stop shop for all business development policy work and co-ordinate the availability of state and structural funds.

New joint working arrangements are planned between the unemployment service and health and social care services for 2004. This arrangement seeks to provide a rehabilitation service for long-term unemployed to meet their individual needs and get them into employment. The business development programme also recognises

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the need to increase supply of low productivity jobs to tackle long-term unemployment in the city.

Issues to consider

For Tampere to deliver in the context of growth pressures that it faces, it needs to be proactive and high profile. The political leadership must remain interested, flexible and willing to compromise on the broader issues that relate to the sub-regional or regional level.

Leading members and officers need to work as a team to negotiate, develop and manage the alliances and partnerships that will deliver the essential infrastructure for this growth and meet future priorities. This includes developing alliances with other regions and ensuring that all relevant services are included in cross-cutting work for example on sustainable development.

Regional 'differences' and political tensions appear to be about local autonomy, power and independence. A proposed joint –administrative and democratically accountable body put forward by the city to neighbouring municipalities was rejected amidst concerns of neighbours about the intentions of the city. Continued progress must be made to develop joint-bodies for administration and joint decision-making.

Any regionally unbalanced economic and spatial development and variation within Tampere and surrounding municipalities (regions) may destroy the foundations for a stable economy.

The management of local and regional sustainable development continues to demand efforts from the city in order to strengthen the welfare, functions and sound ways of life amongst citizens and within communities. From the limited number of people interviewed and material assessed it seems that the separate decision making body established for the development of Vuores is cumbersome and has produced a plan that seems to be a compromise rather than an ideal!

We suggest the municipality needs regular and consistent means of communicating with regional and sub-regional partners. Forming and sustaining alliances with partners and NGOs and joint working between politicians and officers to integrate and drive sustainable development should remain a priority to help the city realise its long-term vision for 2012.

4. Democratic and community engagement

4.1 Governance Arrangements

Strengths

As the only locally elected body, the municipality has used its legitimacy to take the lead in developing and promoting a shared vision for the area. The city strategy has provided the opportunity to facilitate debate about the future with all members, partners and local people and to articulate a clear vision for the area, the municipality's role in delivering this, identify and work with diversity and lobby to promote the interests of the area in national and regional arenas.

The organisation now faces a significant challenge in adapting to new ways of working required by the agreed objectives of the management reform. A traditional model of governance still operates within the city however, the management reform will help to modernise the political system to meet the challenges ahead.

Underpinning the governance review, the municipality has also identified the need to increase the level of citizen's trust with the political leadership and ensure greater transparency within political decision-making. There continues to be a close link in Tampere between elected members and the communities they represent. This is evident at a local constituent level with politicians active in local communities and there continues to be a genuine commitment by politicians and officers to strengthen the level of public consultation, sharing of information and participation. The proposal to introduce a new customer oriented structure of committees is commended.

Since arising from the first review the decision to create and fill a new position to promote participation and local democracy (located in central administration and a part of decision-making process) is a major strength. It is the first such position in Finland.

Issues to consider

The municipality must continue to realise the full potential and value of community involvement 'for the social, economic and environmental well-being' of the city. There exists a real community leadership role for members to play in developing the city strategy and members need to be high profile in working with partners to articulate the vision and longer-term ambitions for the city.

Despite opportunities for local people to engage with political decision-making the level and interest towards participation remains low. Public perceptions still exist of a municipality that does not listen to public views and of leaders who are uncomfortable when their views are challenged.

Comments received from residents and members and officers included:

"Residents have an emotional attitude to what is happening to their city. "Residents are far from objective".

"Planning difficulties are 'always' considered outside of the city administrations responsibility - (planning law, disowning, geographical circumstances, ownership (railway track), regional differences"

Consultation can be seen as being asked about a train that has already left the station i.e. not consulting sufficiently early to allow participation to influence general sustainable development and environmental principles.

These views reinforce the key political challenge to strengthen the strategic governance of municipality functions and ensure that political decision-making processes are 'transparent' with citizens.

4.2 Scrutiny Ethics standards and conduct

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Proposals for strengthening the overview and scrutiny role and making changes to existing committees are included in the management reform. These changes appear to acknowledge the wider role of scrutiny and policy development roles.

The scrutiny board prepares and reports the final accounts and assesses whether the objectives of the municipality have been met. The board provides a good standard of regular performance monitoring and this information is also sent to members. An annual report is produced and widely circulated. The Planning and Financial group produced a sustainable development report for members in autumn 2003. Further reports are planned.

Issues to consider

There did not appear to be a culture of scrutiny or challenge across the municipality and we found little evidence of how existing governance systems support robust, investigative democratic reviews around major projects and programmes.

The scrutiny board did not appear to support the process of constructive criticism around the representational role of politicians either to influence and impact or take into consideration issues beyond statutory requirements. For example -concerns continued to be raised by environmental groups about the housing development project in Vuores.

There is a perception by some of those interviewed that there is not the necessary commitment by the municipality for Vuores to be a sustainable development project. There is a view that economic and residential development have too much policy influence to the detriment of environmental aspects. The team was not able to substantiate this as a widely held view or to look at the detail of the facts but feel it is important to draw the views to the attention of the city council.

Internal systems and processes for elected members to monitor and review the progress of Tampere 21 were not clear and it was not apparent if the recommendations of the Sustainable Development report produced in the autumn had been acted upon.

We would encourage members and officers to seek assurances that sustainability is being taken into account throughout the strategic planning cycle and should ask challenging questions about environmental issues raised by the public

4.3 Citizen and community focus

Strengths

Tampere continues to make good progress in becoming a more 'outward' focused municipality. This is to be commended. We collected a range of public perceptions, views and concerns about the municipality to measure and gauge opinion about opportunities for civic participation, consultation and involvement.

Local residents have a good level of access and information about municipality services and projects through written information and a detailed city web-site. Within individual departments there are also good practical examples of how interest, views and opinions of individuals and groups are sought using a variety of methods and techniques (forums, surveys, meetings).

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We acknowledged the good progress made in realising the value of community opinion and its active on-line civic participation and governance processes through the use of ICT. Residents are encouraged to share their views about services, democracy and financial arrangements. The delivery and availability of electronic services has enabled better public access to council services and provision of web-based information through public access points is made free of charge.

The municipality actively encourages on-line communities, training (Uni-Point) and support to immigrant groups. An Immigration Affairs Co-ordinator is employed to support integration of immigrants and other Finns within the city. Ijournal (online journal of iTampere) is an initiative supported by the University of Tampere. Outputs from this programme include a foreigner's publication and interactive forum for multicultural needs and interests. The aim of the journal is to enhance communication, networking and publicity by using new information technology and has assisted immigrant communities to become involved in decision-making.

We found the main administrative building of the municipality provided a welcoming and friendly environment for customers. We believe the city has sought to ensure that all the services it provides achieve at least the minimum acceptable standard of customer care although no evidence of employee guidance was available to the review team.

Issues to consider

Creating a 'citizen' first approach requires a continued commitment and coordinated approach to bring about the cultural change required to change internal behaviour. More accountability, transparency and ownership amongst elected members and officers will be necessary and an outward focus on meeting and satisfying citizens needs.

We found evidence of progress being stifled in some areas by a level of self-interest and a 'we know best' attitude amongst members and officers. All groups must be prepared to deal with difficult things now in the interests of better things in the future.

We also identified some confusion about how to make a formal complaint to within the municipality. Concerns were raised that letters, petitions and initiations from the public were not answered timely or responded to or consultation events organised to respond to concerns (officers). The availability of customer care protocols, service standards and targets for users was not evident (for example answering the telephone in 6 rings, responding to letters with 20 days). Neither was there a formal system for the management of complaints.

The municipality may wish to consider as a starting point to revise its customer care standards and put suitable corporate monitoring arrangements and training in place, so that it has a clear understanding of the state of customer relationships. The results from which can be used to focus the efforts of the municipality on priority areas, ultimately leading to all services matching the standards currently being set by the best.

The municipality should continue to be committed to promoting race relations, protecting minorities and preventing intolerance and discrimination. Within the

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context of developing its strategic approach to consultation and participation the city should explore additional ways to engage immigrant communities in neighbourhood, area and city-wide policy plans and decision-making.

4.4 Communication with communities and citizens

Strengths

The municipality produces some impressive high quality publications with good branding. In particular the team were impressed by the municipalities marketing and tourism publications, the web-site and the City Strategy.

A magazine is sent out to all city residents. This is both informative, gets across key messages, celebrates success and acts on feedback.

The relationship established with the press was untested, however we found the local media and radio station (consistent with the previous Presud review) were keen to attend and report the findings of the review team.

The Moreenia Environmental Centre is an exciting and innovative project and has helped raise environmental issues and awareness amongst residents and organisations and promote operations that comply with sustainable development. The municipality should continue to raise awareness and publicity with the centre and is currently negotiating to relocate the project to a central location that has greater facilities and capacity.

Issues to consider

Management reform will seek to enhance democracy and citizens opportunities for participation.

Although efforts are made through the biennial survey to consider the public views of services (Municipal Services 2002), full use does not seem to be made of this information to more closely match services to the needs and demands of businesses and residents.

Some services do use opportunities to be proactive about their work (cultural services) but there is no corporate or co-ordinated approach. There is a need for a more strategic approach to communications that everyone in the municipality acts in the role of ambassador and that it reaches different audiences, businesses and young people.

There is only one newspaper in the city and this is considered to have a bias slant towards the city. There appeared little proactive management of external communications to tackle this. Adopting such a low-key approach may mean the municipality is missing opportunities to get good news stories and to promote environmental achievements to local people. The Communications Team may wish to consider this.

4.5 Consultation and participation

Strengths

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The rights of Finnish residents to be consulted and to participate in council affairs are secured through legislation. Local people have many opportunities to have a say in city affairs (beyond voting) by raising and issuing initiatives, contacting members and officials, attending public meetings and participating in opinion polls and general discussion. The city is active in a national program to develop citizen's participation and is using two projects to learn and develop best practice: one about consultation in decision-making and one about monitoring participation.

A broad range of consultation and participation techniques and methods continue to be used within service departments and we identified real benefits that such activities have brought about for local people by, for example.

Municipality funds provide resources for training providers to raise levels of computer literacy targeting hard-to reach and minority groups including elderly and young people, minority groups, tourists, local business, NGO and voluntary agencies.

The city has appointed the first Child Ombudsman recognising that the views and opinions of children must be valued at all levels within the municipality. Children's views about planning parks and neighbourhoods have been adopted. The youth forum and children's parliament allow views to be seriously by politicians with many suggestions and proposals approved and carried out.

Our visit to a central primary school heard details of sustainable development education and environmental awareness adopted by teachers within curriculum activities. This education is part of the national and regional education policy. Pupils (and parents) are encouraged to save energy and natural resources through a variety of interactive and learning activities, research and study visits to the Moreenia Environmental Centre.

A dedicated contact person provides the educational link between local schools and the municipality. A regular review of the environmental programme within schools is made and this report is available on the web-site for parents.

We found evidence of good co-operation between public and private tenant representatives and the municipality. Effective consensus building and agreement had been reached on decisions about local bus stops, speed bumps and day-care facilities. Tenant democracy in public housing demonstrates good practice (see cultural and social diversity).

The Green Area Programme and action plan was prepared in consultation with local citizens. The plan maps out the principles and guidelines for planning, landscaping and caring for green areas across the city over the next ten years.

Culture services department actively engage with local people and interest groups to promote the cultural heritage and industrial background to the city. This is delivered through local events and promotional activities

Issues to consider

The city has not yet developed a corporate, co-ordinated strategy for consulting residents more effectively about its priorities. As a result public participation is not strategically managed and on occasion appears to foster conflict and not collaboration.

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The new position created within the central administration will provide for this work early in 2004 and should draw upon the findings of the 'Improvement of Participation' report. We would encourage this work (to be developed by the previous Sustainable Development coordinator) is adequately funded, monitored and reviewed.

The assessment team was made aware of criticism that parts of the city administration were unclear about why it is using consultation and what the objectives were. Again there was some criticism that there were insufficient "face to face" consultation and an over reliance on net-based consultation.

Within the municipality laws available, it should ensure a continued use of multiple methods to enhance community participation and accountability. Whilst formal and traditional methods are employed –committee meetings and spatial planning workshops-the city may wish to use different levels and variety of techniques to engage with the community. Stakeholders saw more public meetings with key decision-makers as necessary.

5.0 Performance Management.

5.1 Planning monitoring and review

Strengths

The vision and corporate objectives have been in place for two years and this is to be commended. We found levels of staff awareness about the city vision were good.

The corporate strategy and budget planning process is well established and enable key objectives to be reviewed, resourced and monitored. It was evident how much activity the municipality has engaged in over the last 12 months to deliver the Balanced Score Card as a management system.

The continued development of performance management across the municipality has contributed to the achievement of the central goals set in the city strategy (2002). These were reported in the Tampere Annual Report.

The municipality has concluded the second annual cycle of the corporate planning and budget cycle. We found evidence of the performance framework being adopted more widely. This has resulted in more effective scrutiny, better use of performance management information (including environmental targets) both at political and officer level and improved decision making in determining and allocating budget to priorities.

Targeting resources to priority service areas is something elected members are becoming more accustomed to dealing with. A key purpose of the prioritisation element of the PM framework is to demonstrate the municipality can move resources away from areas that are not priorities both within and between services. A continued development of corporate systems, processes and best use of resources both human and financial will focus efforts on the strategic management of performance.

Responsibility for strategic processes and integrating these within service centre operations falls to the group administration. The involvement of frontline staff in developing and monitoring performance is a very positive step ensuring their knowledge and experience is used to the best effect in shaping services and the way they are provided.

Running through the organisation are Ten Critical Success Factors (CSF) and are being used to measure progress in delivering the corporate vision. The CSF has been improved since introduction two years ago and is grouped into four areas using a 'Balanced Score Card' approach-Effectiveness, Renewal, Processes and Structures and Resources.

One corporate (critical success factor) is for a 'Good and Safe Environment' and includes environmental targets set for 2004. Targets set for this CSF are:

- In preparing the invitation of bids for more than 10,000 Euro procurement the environmental impacts are taken into consideration
- The preparation of Tampere Waste Strategy
- The implementation of energy and climate contact made with MTI

The Mayor oversees the corporate performance monitoring system, identifying and liaising with the person(s) responsible for delivering achievement of each objective.

The public water and energy utilities have environmental management systems based on the ISO 14001 standard and Tampere City Transport is currently building an environmental management system. In Tampere group-Regional Solid Waste Management Ltd and Sarkanniemi Adventure Park keep to ISO 14001.

Issue to consider

The corporate cycle is yet to be fully functional as a strategic process and completely bedded into the organisation. The central administration should ensure that the new systems continue to be firmly embedded across the organisation so that they become integral elements of normal practices and procedures.

Planning and resource allocation to individual strategies appeared to be disjointed, opportunistic, reactive (to legislation) and not driven by corporate priorities. There appeared little or no linkage between the roles and responsibilities of officers within departments and overall achievement. The adoption of departmental strategies based around existing preparation guidelines should continue to be developed and involve service managers.

Some managers had not been fully involved in service planning discussions, selecting performance measures or setting targets for their service areas. Our evidence suggested that some managers were unclear about how their performance linked back to the municipalities' key priorities.

Departmental strategies need to become more 'cross-cutting- during the planning, review and implementation stage. This will support the continued raising of awareness of environmental issues and mainstreaming of sustainable development into strategies.

The Environmental targets set within the city strategy seem to be short-term basis (annual). The targets are set by the environmental and technical department. There may be benefits in setting these jointly with relevant departments. The targets could be more precise and use SMART principles.

We found few or no local performance indicators relating to sustainable development, eco-procurement or quality of life. E-technology was not located within the procurement function and there appeared to be no monitoring of procurement practice (covering any of the PRESUD themes) or any evaluation or impact made of procurement decisions.

5.2 People Management

Strengths

It was clear from the managers and staff that we spoke to that Tampere is recognised as a good place to work. Recruitment and retention of employees is not considered a problem with local people wanting to work for the municipality.

Management reform currently underway will result in the biggest re-organisation since 1992 and will be implemented within existing staff resources. This process will not involve redundancies, although some employees will be asked to relocate and undertake new tasks and responsibilities in growth service areas (Health and Social Care).

We welcomed the pro-active rather than reactive approach being taken within the HR strategy to staff development and welfare. The city recognises the HR implications of the workforce issues and has adopted development and training programmes to co-ordinate, plan and accommodate these issues.

The Administrative and Personnel team (central administration) has sought to communicate internal change and reorganisation using a variety of consultative forums and techniques. These include working parties and steering groups (active membership of trades unions), staff newsletters, the intranet and co-determination committee and information meetings.

An appraisal system is established and is serving to identify staff training, welfare and development needs. It was evident that staff are encouraged and enabled to develop within their roles in the municipality. We would encourage the organisation to extend this approach further to enable people to make progress within and across the organisation rather than simply in their existing role.

Following the last Presud review, a dedicated resource (Sustainable Development co-ordinator) has continued to develop and promote the Sustainable development. The work has ensured that Sustainable Development and Environmental issues have benefited from greater corporate support and mainstreamed within departments and work programmes. Sustainable Development action plans are prepared by individual departments. The relationship between and status of "Tampere21" and "sustainable development" needs to be clarified for officers and stakeholders.

Issues to consider

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The new management reform will have significant HR implications and the municipality faces severe retention difficulties and knowledge deficit over the coming years as nearly four thousand employees will retire from service.

The agreed policy to restructure utilising and re-skilling existing staff is likely to bring some resistance and negativity about change in parts of the municipality. Some staff will see external change pressures as positive, others are wary of change and some may even be undermining it. Many people who have worked in the municipality for a long time may be unaccustomed to change.

There is a need to recognise and respond to these different reactions and learn how to manage the tensions they create. There is a need to build up the positive energy for change by encouraging some change champions, while at the same time supporting those who feel threatened by the process and managing those opposed to change

The strategic planning cycle is not yet fully integrated to the performance management framework linking it to departmental, team and individual performance (employee appraisal). Performance management of staff appeared variable and some staff appeared to operate in a vacuum in the absence of clear targets. They did not understand how their work contributes to the overall achievement of corporate priorities.

We found limited evidence of reporting on performance of departments, the environmental strategy, and sustainable development or with the companies' environmental care. Some Reporting is provided through "Balanced Scorecards" although this seems not to be widely known or understood. It is important that Departmental strategies continue to be integrated with corporate objectives and can be measured against individuals.

The SD plans produced by departments did not appear integrated with the corporate planning cycle and the commitment, influence and impact of SD amongst managers was variable. Very few officers were familiar with the content of SD reports and the work in progress as a result of the plans!

We found some inherent tensions in respect of appointments that are made on a 'political' basis rather than based on relevant skills, experience and capabilities. The relaxation of this policy through recent appointments will help support a greater transparency of decision-making within the organisation thus complimenting the change in the culture.

5.3 Project Management and Procurement

Strengths

The importance of embedding new ways of thinking into future service delivery methods and procurement (purchaser-provider) options is recognised by the city.

The city has recently adopted a corporate procurement strategy for services. This provides a key building block towards ensuring a more effective, transparent and co-ordinated approach to be taken to the procurement of services. The city now needs to extend this strategy to cover products and goods in the future. It also demonstrates a political commitment to more 'transparent' competitiveness when

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evaluating tenders and awarding contracts to deliver the economic, social and environmental objectives of the city strategy.

At the 2002 World Summit on Sustainable Development in Johannesburg a plan of implementation was agreed. Paragraph 18c of the plan states that relevant authorities at all levels should "promote public procurement policies that encourage development and diffusion of environmentally sound goods and services". This presents the municipality with legitimacy and opportunities to build this into (purchaser-provider) options being developed.

With significant spending power the municipality has direct influence on the key markets in which it operates. Our discussions with some suppliers and contractors found evidence of the good relationships that exist and where the municipality is attempting to stimulate 'markets' particularly within Health and Social Care provision. The shift towards new models of service provision supported by implementation of new procurement processes will encourage a more active engagement with suppliers in the market.

The municipality recognises the resources, skills and experience gaps to meet increasing demand for services to older people and continues to work towards strategic service delivery partnerships in this sector. Future funding options being considered may include Private Finance Initiative (PFI) as an alternative procurement option for future capital investments.

A central administration team is responsible for increasing organisational capacity and level of procurement skills amongst managers and politicians. A two-year training programme is commissioned to deliver desired procurement competence based on associated training and development for all officers and politicians involved in procurement. Seminars are held with members to raise interest around procurement and a services procurement group has been established.

Ninety staff are employed within procurement and purchasing responsibilities across the city administration. The role and importance of the Resource Centre and the Central Administration in the co-ordination, training and monitoring of environmental procurement efforts and spending activities is critical.

The resource centre has sought to follow the principles of sustainable development within its operations and promote the issue of environmental perspectives in procurement. Policy and training guidelines are produced for the city administration and environmental audits of services provided on behalf of the city have been undertaken (transport, construction contractors, machinery and laundry services).

Issues to consider

The city must continue to be aware of its legal procurement obligations and for the need to be compliant with European Commission public procurement rules and new legislation.

The procurement strategy did not appear to take into account the local context of the municipality and its responsibility to promote social, economic and environmental well-being. No sustainable development principles, evaluation or actions are integrated within the procurement strategy. The municipality may wish to develop a

sustainable procurement policy to formalise the commitment to observing the principles of sustainable development within all operations.

It was not clear if a risk-based approach is in place designed to tackle the categories of spending that have the greatest environmental and social impacts. We recognise that progress in this area continues to be made (environmental accounting) within the financial department.

We found little evidence of how adopted procurement policies and sharing of best practice was being co-ordinated between procurement departments and companies owned by the municipality. The resource centre staff are disconnected from procurement services taking in place in other departments and designated to major council projects

It is important that current and future public procurement by the city and through the production of public services (provider-purchaser) function is made in accordance with sustainable procurement principles. Potential suppliers to the municipality should be made aware of how their activities, and increasingly also their products, influence sustainable development. The municipality should also continue to stimulate markets and use environmental, economic and social considerations when selecting suppliers for internal supply purposes and front-line service delivery.

The contract award criteria within existing procurement decisions are traditional and evaluated on a 'lowest cost' basis. We found little willingness from politicians and officers to accept higher costs for sustainable eco-friendly products. It is likely that the municipality does not support or have sufficient understanding of sustainable procurement construction to deliver 'greener' procurement.

The city may wish to consider enclosing the City Strategy with any invitation to tender/negotiate for major projects in the future e.g. housing estate renewal, transport links or healthy and social care provision. Bidders could be invited to come back with proposals and costs for the delivery of specified elements of the strategy alongside proposals for the execution of specified works and services (method statements).

There appeared to be limited procurement knowledge and awareness about the commitment to purchase fair-trade. There are missed opportunities to stimulate production of eco-friendly products and services within municipality food and catering services for example the council has 160 kitchens –produces 40 million meals -yet has no commitment to organic or local production of food. There are no gas or/electric vehicles used by municipality companies or departments and the state schools have no control over the supply of 'environmentally friendly' stationary and equipment.

The municipality should continue to work in partnership with catering contractors and other suppliers to integrate sustainable development considerations into food and catering procurement. This may include assurance schemes, organic food, fair treatment of suppliers, provide Fair Trade food (for example in Government staff restaurants and more generally) waste minimisation, deliveries to council premises. Opportunities exist to make 'Quick-Wins' in the areas of office supplies, other equipment, larger plant and consumables by buying products that meet standards for energy efficiency, recycled content and biodegradability

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Working relationships, responsibilities and accountability between the central procurement office and the Resource Centre has potential to be more transparent and co-ordinated. This will aid future procurement policies, compliance and decisions made in the future.

The new procurement strategy will need to be used throughout the organisation if it is to be effective. This will require the education and training of members and staff to ensure new evaluation methods, processes and systems are bedded in and used when decisions are taken about options for the commission and delivery of services. The municipality may wish to consider the benefits of strengthening its point of expertise in the central administration to help embed and further develop a corporate approach to procurement.

The municipality may wish to consider a review of corporate procurement capacity-competency, skills and experience needed to deliver the changes it desires. The dedicated officer support to the environment within the procurement department is on a short-term contract (will finish 2004). There is a current (freeze) on recruitment until after the restructure takes place. We suggest that this situation is reviewed and the role and responsibilities refocused on the procurement issues identified in this report.

The Etampere programme provides a good example of project management driving delivery. Progress on individual projects are not monitored or regularly sustained and systematically communicated. No integration of project results (for example employment strategy –no continuation when money runs out.

We would encourage the municipality to adopt corporate project management standards and develop the necessary skills amongst all managers to ensure successful delivery of projects in the future. At the same time the municipality should seek to maximise learning and innovation from projects.

5.4 Financial Management

Strengths

Whilst there is a more pessimistic budget outlook for 2004/05, the city has low levels of debt compared to other cities. It operates efficient and effective budget management in accordance with conventional budget accounting processes.

The municipality is aware of the strategic challenge it faces in containing revenue expenditure within available resources. This position has been caused by uncertainty around the collection and use of local taxes, regional funding subsidies and government grants combined with the in-balance of the taxable population within the city. These financial constraints will impact on funding continued economic and population growth, future service provision, programmes to tackle long-term unemployment and the ability to deliver large projects.

The municipality should consider itself as a pioneer of sustainable procurement and look further at how environmental and social considerations can be taken into account during tender evaluation and contract award.

Environmental accounting and sustainable procurement often demands improved management information systems (environmental audit) and costs need to be transparent before effective measures can be introduced to control them.

The system being developed for environmental accounting will provide management reports that will enhance future decision-making and scrutiny. It will also allow the mapping of profits connected to environmental activities and the achievement of environmental goals to be assessed.

Many organisations report savings in energy management largely because of the improved metering and monitoring systems that have been introduced. Applying the same principle to routine procurement can also reveal huge savings and opportunities.

Issues to consider

The chief finance officer and other financial managers continue have an important role to play in understanding the environmental impact of budgets, controlling costs, managing risk. It is not clear that sufficient resources are available for the speedy implementation and adoption of the eco-accounting system being developed.

We found that fees and charges published in final accounts did not reflect 'polluter pay' principles. The utility companies appeared not to be bearing any costs of potential environmental damage against the profits they returned. Encouraging sustainable development could be made through a greater understanding and application of 'polluter pays' principles.

Such is the pace of development within the region and the (housing, transport infrastructure, shopping malls) –the municipality may wish to ensure that the burden of development does not fall directly on taxpayers but is increasingly placed on the private sector so ensuring that sustainable development issues are taken into account.

Members, senior managers and the Scrutiny Board should receive assurances that sustainability is being taken into account throughout the procurement cycle and should ask challenging questions

Governance Recommendations

Following the Presud Review and in order to assist the municipality to move forward with improving sustainable and urban development a number of 'Governance' recommendations are outlined below. These are separated out under each of the three themes: Leadership, Democratic and Community Engagement and Performance Management. We recommend that Tampere:

Leadership:

Effectively communicate the wide range of activities underway that will support the CSF within the city strategy and how all departments, services utilities and partners have a contribution to make.

Ensure management reform principles are bedded in through corporate systems and processes and become just as much the responsibility of directorates as of the city administration. This will ensure the capacity of the organisation is enhanced.

Continue to pay special attention to tackling long-term unemployed and protecting young people at risk of exclusion. (*See social and economic integration theme*)

Be willing to broaden awareness of cultural sustainability into city strategies to balance the economic drivers in place. Ensure continued attention is given to safeguarding cultural variety and architectural heritage in the city (*see cultural and social diversity theme*)

Encourage members and officers to seek assurances that sustainability is being taken into account throughout the strategic planning cycle.

Continue to ask challenging questions about environmental issues raised by the public

Review and consolidate political and officer commitment, funding and resource(s) allocated to *sustainable development*. The outcomes of any such review should be developed within the role of the Sustainable Development Co-ordinator and integrated into emerging service delivery models for purchaser/provider.

Ensure recommendations of annual sustainable development report are responded to accordingly

Remain interested, flexible and willing to compromise on the broader issues that relate to the sub-regional or regional level.

Community and Democratic Engagement

The strategic working group (participation) identified a range of measures for action and progress. Further work is needed develop and integrate these into a corporate consultation strategy. Best use should be made of the 'Improvement and Participation' report recently commissioned.

Ensure adequate resource(s) and political support is made available to undertake the necessary communication and consultation to the new post holder responsible for this work.

Support the framework and direction of the participation strategy -the central administration may wish to consider hosting a consultation conference. This might involve services, local residents, and representatives of local business, voluntary organisations and other public sector organisations.

Ensure that service departments are supported and monitored in the wider development of consultation and participation techniques

Continue to explore additional ways to engage immigrant communities in neighbourhood, area and city-wide policy plans.

Develop a more strategic approach to customer care and revise customer care standards upwards and put suitable corporate monitoring arrangements in place.

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Provide continued support and commitment to the *Sustainable Development* Co-ordinator to conclude the design of computer systems to enable environmental accounting.

The city may wish to develop a more pro-active approach to external communications and relationships with the local media

Performance Management

Extend identified best practice around performance review across the whole municipality

Review the relationship, integration and impact of departmental Sustainable Development plans within the corporate planning and budget cycle

Ensure that sustainable development targets and indicators are included in key city strategies

Review working relationships, roles and responsibilities and accountability between the central procurement office and the Resource Centre to ensure a transparent, co-ordinated and best-value approach is delivered

Consider the benefits of strengthening its point of expertise in the central administration to help embed and develop a corporate approach to procurement.

Ensure greater awareness, training and application is given to the new procurement strategy across the organisation. Develop corporate project management standards to support key projects

Build on staff welfare programmes to ensure that identified training and development needs of elected members and staff are met. Place particular focus on the continued development of front-line staff and develop the means for staff to make progress within and across the organisation

Place a more significant sustainable development influence on the key markets in which it operates. This may include encouraging suppliers to:

- Invest in new technologies
- Develop new products with higher environmental specifications
- Stimulate markets for recycled products or those with a high recycled material content
- Stimulate markets for services delivering the function of products at lower environmental cost

Seek to make 'Quick-Wins' in the areas of office supplies, other equipment, larger plant and consumables by buying products that meet standards for energy efficiency, recycled content and biodegradability

Integration themes

6. Regional co-operation

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6.1 Introduction

The regional cooperation explores the extent to which the response of the city of Tampere accepts and implements the subsidiarity principle. Comments are provided in each of the other themes and it is in this theme that general assessments are reported.

6.2 Strengths

A degree of regional cooperation is required by law with joint municipal bodies called regional councils responsible for regional physical planning. They operate as the regional development authorities responsible for regional policy. Local authorities are also required by law to belong to a joint municipal authority administering a hospital district. What does not seem to be in place is any mechanism that requires the regional councils to deliver particular services to particular standards. Similarly there seems to be no requirement placed on the regional council by the national government that the member authorities must accept that their own decision making should be subject to approval by the council. The contribution of the council to decision making is modest in practice but potentially much greater.

Tampere plays an active and full role in the council. However, the assessment team is concerned that Tampere (and other municipalities) seem to participate in the regional council but do not accept that the council should have executive decisions making powers, except where all municipalities agree on the issue (hardly ever!) The team is concerned that there are protocols that require municipalities to accept the regional councils to be a "higher" decision making body. Such an acceptance is required together with the need for decisions made by the regional councils to be open, transparent and democratically based.

The **Council of Tampere Region** has the function of a joint municipal authority funded and maintained by the municipalities within the Tampere Region. Its terms of reference include regional development, physical planning and the safeguarding of regional interests. The activities of the Council are based on the legislation which defines the administrative structures, operation legality and forms of decision-making. The legislation on regional development defines as the mission of councils that they are responsible in the capacity of regional development officials for the overall development of their areas. The legislation on land use places regional physical planning under the responsibility of the councils. The assessment team met with a number of regionally active politicians and officers and concluded that its activities needed a comprehensive independent appraisal to explore how it could be more effective in contributing to sustainable regional development.

In addition to the Regional council **Pirkanmaa Regional Environment Centre (REC)** is the Regional environmental authority for the Tampere region. Its area encompasses 33 local communities. It is directed the Ministry of the Environment and partly by the Ministry of Agriculture and Forestry. The relationships between the regional councils and the regional environment centre seem to be very unclear and not agreed by all stakeholders. This lack of clarity is a considerable detraction from the potential contribution of both organisations.

Pirkanmaa Employment and Economic Development Centre (T&E Centre) provides a comprehensive range of advisory and development services for businesses, entrepreneurs, and private individuals within the region. Again, there is

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no clear relationship between the T&E centre the REC and the regional council. This lack of clarity means that the T&E are less effective than would be possible.

6.3 Issues to consider

The team is concerned that the T&E centre does not have any responsibility for meeting any sustainable development objectives nor does it have to demonstrate how its programmes and policies contribute to sustainable development. In this sense the work it does to promote technological development in enterprises, assist in matters associated with export activities and internationalisation seem to be counter too much of the environmental sustainability work set out in the sustainable development strategy documents of the city of Tampere.

One of the particular concerns of the assessment team is the way in which spatial development seems not to be planned at a regional level. The competition between Tampere and neighbouring municipalities to attract particular developments would seem to mean that hidden subsidies are being provided for developments by all the competing municipalities as they allow developers to construct and operate sites in ways that do not reflect the full environmental and social costs associated with the development. The rampant growth of out of town shopping, rapid growth in sub regional transport patterns and the unsustainable intra-regional growth in car travel are all symptoms of this lack of regulated regional spatial development.

It has been difficult for the team to understand the blockages to a successful regional approach to allocating land for development. Some evidence points to an overly politicised agenda, other evidence points to an unwillingness of the city of Tampere to accept the appropriateness of development sites outside of the city boundary. The team is of the firm view that the absence of a successful regional perspective in decision making on spatial development will continue to make development patterns in the city unsustainable.

The regional council may benefit from considering the learning from successful models of regional decision making frameworks elsewhere in Finland (Oulu), and for example the VROM work in the Netherlands. One of the key issues is the way in which national government supports and encourages regional decisions making, the team recognises the staunchly independent nature of municipality councils enshrined in Finnish culture and legislation. However, it seems that unless there are structural changes the competition between municipalities will continue to deliver unsustainable development patterns and services that do not meet the needs of consumers. This will require strong national leadership and recognition by municipalities of the mutual gains that would arise from this change. It seems that in the absence of this fundamental change of attitude the municipalities will continue to resort to "in fighting" and the use of litigation to try to resolve their competing demands.

The excellent work done by the REC is in a number of areas. Crucially it has introduced a new way of working that has pointed towards new models of service delivery and demonstrated the benefits arising from sharing of the costs and functions of service delivery between municipalities. It has also brought forward projects that have advanced the progress of the city and the region towards sustainable development. What is regrettable is that greater finance and support for the REC has not been provided. Its programmes and projects are the very essence of sub regional sustainable development and are an excellent example to other regions. The City of Tampere is encouraged to redouble its political and financial

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support for the REC and use it as an opportunity to explore how services and policies can be further developed to make development in the region more sustainable.

At the centre of the issue of regional subsidiarity are the costs associated with delivering services. The equalising of unit costs of services through agreements is necessary to overcome the unreasonable burden being borne by tamper for certain key services e.g. housing and childcare.

The issue of integrated sub regional transport remains one of the biggest difficulties to resolve. Until there is regional investment plan for transport infrastructure that is integrated with housing provision and economic development the development (patterns) of the city and region will remain unsustainable. The investment plan will need to be supported by other instruments, such as travel to work plans, and the support of localisation rather than globalisation in procurement.

7. Environment and economic integration

7.1 Introduction

Complete information about the levels of assistance and subsidy given by the municipality for economic development has been difficult to establish. This is partly due to the very fragmented nature of economic policies and responsibilities in the city council. The council does not have in place a comprehensive framework for assessing the impacts on the environment of economic activity sponsored or encouraged by the municipality. Similarly there is no accounting or budget system to collate or understand the full costs of environmental goods and services provided by the municipality (car parking, transport, licences, water abstraction etc). There does not seem to be any recognition of the need to decouple economic growth from the consumption of resources and the production of wastes. The economic policies seem rather to be directed towards improving competitiveness and presuming that the regulatory framework within the city will ensure that business complies with environmental regulation

The computer system for the City's environmental accounting is only just beginning to be drawn up and the reports generated cannot yet be used to support decision-making except in an indicative sense. For instance, profits connected to environmental activities cannot be fully mapped out yet. In the future, with the help of the environmental accounting system, issues such as the adequacy and profitability of the resources used to achieve environmental goals can be assessed.

The environmental profits of the city were 17.7 million euros, largely made up (97.8%) of profits yielded from water protection (management of environmental effects). Profits from management of resources were 0.3 million and profits from environmental management (profits from environmental protection services) were 0.1 million euros.

The total environmental operating costs were 14.7 million euros. Management of environmental impacts accounted for 59.5% (8.7 million euros) of expenses. Expenses for environmental management accounted for 39.5% (5.8 million euros) and expenses connected to the management of resources made up about one percent of the total. The largest single proportions were the costs of water protection at 7.2 million euros, taxes and fees based on environmental issues at 3.9 million euros and waste management costs of 1.3 million euros.

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In 2002, environmental investments totalling 7.3 million euros were made. Investments in management of environmental impacts accounted for 6.6 million euros and 0.7 million euros went on management of resources. The largest single amounts were investments in water management at 6.1 million euros, park investments of 1.8 million, energy conservation costs of 0.7 million and soil protection costs of 0.17 million euros.

7.2 Strengths

The first performance assessment confirmed that the city council is aware of the need to balance economic growth within a sustainable environment. There are some policies that translate this recognition into action with a well defined strategy of attracting high-tech and knowledge based businesses to the city and ensuring that they are located on sites and in ways that minimise damage to the environment

The city recognises the potential of its own procurement to start the process of decoupling economic growth from the consumption of resources and the production of wastes. This recognition is demonstrated through a commitment to include environmental impact criteria in procurement over €10000 and to have already established environmental criteria in the contracts for bus shelters and for copier paper.

There is an excellent system for challenging the ways in which each city department is contributing to sustainable development targets. The annual reporting provides an excellent public demonstration of the ways in which each department, board and utility is contributing to the targets. There is some question through about the overall concept of sustainable development and there does not seem to be recognition of the need to decouple economic growth. The city has recognised the relationship between the environmental performance of business in the city and their international competitiveness. It has recognised that existing policies do not exert this influence and that new ways of working with businesses are required. Modest capital investments have been made in establishing Ecofellows Ltd and Moreenia to exert this influence.

There is effective monitoring of the environmental compliance of businesses with relevant environmental legislation, evidenced by effective licensing of food premises and the need for environmental permit before business licences are granted, both good practice examples.

The business development strategies of the city council are exceptionally well researched and provide an effective direction for capitalising on the strengths of the local economy. There are excellent working relationships with all major economic players evaluated. They recognise the inherent strengths of the local economy and the entrepreneurial culture. Independent evaluations and benchmarking against Munich/Barcelona supports the assessment.

The example of Vuores demonstrates that for a specific and large scale project the city has the capacity to adapt its procedures and processes to and seek to balance its economic and environmental policies.

7.3 Issues to consider

According to the current Strategy 2001-2012, based among other things on Tampere 21, the municipal decisions and operations are guided by the goal of ecological, social and economic sustainability. The prerequisite for sustainable development is preserving biodiversity and the functionality of ecosystems as well as adapting people's economic and material activities to nature's load capacity. As regards social sustainability, it is essential to examine how society can create conditions for life management, sustainable personal lifestyles and for learning. Economic sustainability means balanced growth where resources are used in a controlled manner. Besides, in Tampere sustainable development is also conceived as a local, information-based and balance-seeking negotiation process. Based on thorough and open preparation, decisions are made in a democratic way, aware of different alternatives and their consequences.

The strategy's vision to be realised by 2012 is as follows: "Tampere will be citizen's information society and a centre of expertise growing in a sustainable manner. Its operations will be based on courageous initiative-taking, good public services, extensive networking and regional co-operation". One of the ten objectives is: Tampere will be at the cutting edge in environmental protection.

The recognition of the contribution of procurement to reducing the environmental impact of economic policies seems to be only held by relatively (few junior) officers. There is little understanding of the environmental management system or commitment to it by those who are responsible for procurement. The commitment to the EMS needs to be translated into providing information on the environmental impacts of purchasing. There is little recognition of the environmental benefits of a localisation strategy in procurement, particularly one that would reinforce sustainable development. There is little senior recognition of the need and opportunity to use procurement as a major tool to reduce the environmental impact of businesses and improve the environmental credentials of the city. The already modest human resources committed to greening the procurement may in fact be under threat.

There seems to be little recognition of the need to understand in advance the environmental impact of proposed economic development policies and to ensure that no economic development policies or programmes are implemented before their direct and indirect environmental impacts are understood. Here seems to be little joint working between the economic development department and those officers responsible for sustainable development. It would seem that some politicians and officers in the municipality recognise the need to test policy ideas before adoption in accordance with the "precautionary principle". However it is not clear that this is a universally held view. As EMS requires actions to be tested against the precautionary principle, the city council is encouraged to accelerate its implementation of EMS to ensure that appropriate policies are adopted. There seems to be little use of evaluation tools such as environmental and health impact assessments for economic and development policies

The council do not seem to be committed to persuading businesses to become more environmentally sustainable. The investment in Ecofellows and Moreenia is insufficient to make a real impact on the environmental performance of businesses. However there is no evidence of on going evaluation of the success of these campaigns or the cost effectiveness of various different tools. There does not seem to be any encouragement or incentive offered by the municipality for local businesses to invest in manufacturing eco-labelled products.

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The assessment team is not convinced that the city strategy has recognised the need to decouple economic growth, or the need to change the way economic policies are developed and implemented.

The city does not seem to have established a critical carrying capacity beyond which the level of environmental damage would be unacceptable without environmental mitigation or compensation. Encouraging economic growth seems to be the most important policy and increasing levels of environmental damage seem to be accepted as part of the cost of meeting this. The evidence seems to be that the development process is about ensuring new development complies with minimum standards. Again it is only in Vuores that the city seems to be considering issues such as managing storm water and rainwater management.

Elsewhere in the city these issues and those of: green travel to work plans, use of sustainable construction techniques, use of renewable energy, waste minimisation, and the mitigation of environmental impacts associated with developments do not seem to be actively considered or promoted. The planning process seems to consider only the direct environmental impact of developments and not their wider or indirect impacts on the environment. Crucially the process of approving development is not seen as a tool to improve the environmental performance of development.

It is not clear if the incremental environmental impacts of developments are being taken into account in approving developments, this is particularly concerning with the growth of out of town retail development most of which seem to be used predominantly by car shoppers. The city is encouraged to consider how developer obligations or planning conditions could mitigate the impact of these developments and contribute to generating finance for the necessary infrastructure investment and the revenue costs for public transport. In the absence of these additional funds it seems that some developments and in particular "out of town" developments will continue to be subsidised by the city administration (and residents) and not bear the full environmental costs. There seems to be a competition between Tampere and neighbouring municipalities for certain types of developments, this competition seems to indicate an absence of an effective sub regional spatial planning strategy for retail/business and residential development.

The economic development policies seem to be developed without the benefit of environmental NGO's being involved or the policies being benchmarked against best environmentally sustainable policies. There seems to be little opportunity for public debate or influence over the economic development policies decided by the council.

Officers of the consumer's advice office in the administration have recently been asked by the Finnish consumer agency to provide more advice to consumers on purchasing and environmental consequences of purchasing and trading standards the assessment team considers that such advice needs to also be extended to businesses.

An evaluation of the potential of the economic policies to improve the environmental performance of city would assist in moving the city towards sustainable development.

Discussions with representatives confirmed a mismatch between the aspirations of the city council and the ability and resources of schools: and so the commitment to green procurement and to organic food in schools seems empty.

Similarly the aspiration for environmental accounting seems to have little financial base.

8. Environmental and Social Integration

8.1 Health

The city council has responsibility for the health (social services and healthcare) and education of all residents and has a very comprehensive database of information both on the health and demographic characteristics of residents and their (general) views on living in the city. It would seem however that the potential for using this information is not made by all departments.

Within the Department of Social Services and Health Care of Tampere excellent use is made of this data to develop and monitor health and social care policies and its effects on citizens' welfare. At the same time, the impact of decisions and measures implemented earlier is comprehensively assessed. The data provides a basis for decision-making. It also acts as part of the assessment and planning of the City's economy and future operations.

From the most recent surveys the citizens of Tampere are satisfied with general safety in the city. General order and safety were considered to be very good or good by 91.9% of citizens and the safety of their own residential area was considered to be very good or good by 93.9%. They considered the city centre to be the least safe area but, at times, safe or unsafe areas could be found in all areas of the city. People were generally most concerned about traffic safety for children. Similarly, it was considered to be fairly unsafe for senior citizens to spend time in the city centre in the evenings.

Although the majority of young people and children feel happy -, some said they were very unhappy. There is evidence of growing numbers of children showing signs of disruptive behaviour, with the number of custody cases increasing. The Social Services and Health Care recognise the need to provide greater support to children and young people from troubled families. Discussions with members of the public and key officers confirmed that young people who drop out of vocational training are most likely to become socially excluded. Although this was recognised it did not seem from discussions with the employment and Social Services and Health Care officers that any additional resources are being made available to address the situation. Although there seems to be good working relationships between Social Services and Health Care and education departments this seems mostly to be focussed on the excellent integration of health monitoring. Health education is a compulsory aspect of the curriculum and close monitoring seems to take place of children's health.

Municipal Health for All Programmes

Tampere is part of the National Healthy Cities Network started in 1996. Within the programme, the Municipal Health for All programmes develops and evaluates the welfare and health promotion strategies and operations of the municipalities within the network on a local level.

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The Social Services and Health Care do not seem to have a proactive approach to intervening to promote healthy lifestyles. Although some limited information campaigns are made, indicators of good personal health seem to be declining, with obesity, alcohol consumption and drug taking all on the increase and participation by young people in active sport in decline. Although the Social Services and Health Care and education departments are taking some limited initiatives to change attitudes and behaviour these do not seem to have high political priority or to be adequately resourced. Crucially their effectiveness does not seem to be being monitored. There may be merits in considering the way in which the Social Services and Health Care and education departments work actively improves the health of young people.

Safety and security.

The well-being and feeling of security by people of working age was generally good. Discussions with residents and officer supported these findings from the resident's surveys. The citizens of Tampere also expressed concerns about the general safety of elderly people. While the number of elderly people is increasing, the safety aspect becomes more and more important. Supporting the elderly so that they can show their own initiative and ability to care for themselves was considered to be necessary, as was activity in the third sector. Also, a sense of community among people within the region is important as well as helping those who care for their disabled family members to cope.

8.2 Equality of access to environmental resources.

Perhaps one of the best examples in the city of the development of policies in partnership with stakeholders is within the City Sports Department and Parks Department. They are responsible for recreational services across the city and are tasked with doing this in cooperation with stakeholders and citizens. The Sports Department provides practical and financial support for sports organizations and jointly plans the services.

The team did not have the opportunity to explore in detail the extent of stakeholder involvement nor the extent to which stakeholders are content with the services provided. There would be benefits in assessing the representativeness of the involvement and the extent to which minority sports/interests are taken into account.

The Parks Department is responsible for the very forward looking "Green Area Programme" in partnership with stakeholders. The green area programme covers all Tampere-owned green areas including natural and manmade parks, recreational and sporting areas as well as roadsides and yards of public buildings. The "Green Area Programme" manages the maintenance of the green areas within the city.

The measures required to develop the green areas have been mapped out using the feedback received from things like a questionnaire and during citizens' gatherings during the winter 2002-2003. This represents excellent approach to ensuring that residents have access to high quality natural environments close to where they live. The maintenance regimes have been designed to be based on the findings for the resident's surveys. The programme will be cover the whole of the city during 2004 and then operate for the next ten years. The parks department are encouraged to

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continue to discuss the needs of residents and to adapt their programmes during the ongoing years to reflect the changing needs of residents.

8.3 Access to environmental information and Environmental Education

The city of Tampere has an excellent system for making available data on the local environment. The plans demonstrate that all during the next few years all the data on biodiversity, transport, urban planning will become available to residents through the very sophisticated web provided by the city.

However for a city of its size it does not provide an accessible network of places where residents can access environmental information, there is no network of environment centres with coordinated displays or dedicated staff.

The way in which residents can access information and influence environmental decisions making is not clear to the team or to those residents who met with the team. For many there is a sense of frustration that the city is not moving towards more environmental friendly policies and they do not know how to influence the change.

Of particular concern is the way in which many services are delivered by municipal companies that do not all seem to have the necessary commitment to sharing decision making that has an environmental impact with residents, stakeholders and customers

Moreenia Centre for Urban Environment

The Moreenia Centre for Urban Environment is information, education and activity centre. Somewhat cramped it is intended inform and signpost visitors to research information concerning improvements to the environment and reducing the load on it. It provides general environmental education information about environmental issues in day-to-day life. The model kitchen offers guidance on how to use energy and water sensibly, about food and about sorting waste. The showroom also offers information on sustainable transport, energy, waste management, pest control, healthy housing, air quality and the quality of waterways and consumer water. The team was impressed by its range of information displays but less impressed with the way in no records seem to be kept of its usefulness by users not its effectiveness in changing behaviour. The city is encouraged to substantially add to Moreenia with additional centres and to carefully evaluate their contribution to moving the city towards sustainable development.

Tampere Nature School

The Tampere Nature School started as a joint venture with the Education Department and the Environmental Protection Department. It represents an excellent example of the way that children and students can be encouraged to learn more about the environment in a fun way. The popularity of the nature school took the municipality by surprise.

The team encourages the city to establish a second nature school inside the city that will enable residents of the city to use it and to access it by foot cycle or sustainable transport methods.

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9. Social and Economic Integration

9.1 Employment

The levels of economic activity within the economically active population are a critical aspect of the sustainable development of the city. With 30% of families having experienced problems caused by unemployment and 17% worried about the prospects of becoming unemployed it is easy to see why the city policies are focused on meeting the employment needs of its residents. Recent resident's surveys and discussions with members of the public by the assessment team have confirmed the particular concern by many about the lack of employment opportunities for young adults. Unemployment reached 25% in 1994 and is now between 13% and 15%. Considerable intervention into the employment market has led to this significant fall. However the remaining unemployed represent relatively unskilled and often middle aged residents.

The intervention by the city council has succeeded in increasing the opportunities for local people to gain employment and qualifications. It is important to establish that here are national policies and fiscal constraints that limit the further progress that the city can make to providing long term unemployed people with employment.

The cost of low skill labour relative to its productivity remains a key barrier. It is not clear if the current subsidized programmes for low skilled people into temporary employment will be continued. In these Tampere has been effective in securing more than its fair share of national funds.

The city has established a complex network of institutional partners to design and deliver the economic policies that seek to meet the needs of residents (and business). These include:

- Regional Employment and Economic Development Centre (TE-Centre)
- Tampere Polytechnic
- The Vocational Adult Education Centre of Tampere
- The University of Tampere www.uta.fi/english/index.html
- Tampere University of Technology www.tut.fi/public/index.cfm?siteid=32
- Tampere Polytechnic www.tpu.fi/servlet/sivu/114
- Pirkanmaa Polytechnic www.piramk.fi
- Chamber of Commerce

In considering the policy response of the city council to the significant employment issues, the assessment team has not had the opportunity to consider the effectiveness of each of the (above) delivery networks established by the city council or those in which it is a partner. The assessment has necessarily been selective and relies upon a sample of evidence from these relationships and their activities. The city council has used the government subsidized employment programme effectively over the past decade very effectively to the benefit of residents and the economy of the city. Strong leadership and corporate commitment has realised improvements in the provision of municipality services through the additional number of people employed by the city. It is not clear if the full effectiveness of these people has been judged but anecdotal evidence indicates a significant contribution.

The number of people within the government subsidized employment programme will rise from 600 to 700 during 2004. The City and the employment office have a common customer service desk that will transfer to the employment office during

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2004. The assessment team endorses this customer service approach to meeting the needs of the unemployed through tailored services and support this is part of a new national programme starting in 2004 that will establish Employment Agencies. They will share the responsibility and financial costs of the national authorities and the municipality. The agencies will have an individual case-oriented approach and aim to promote third sector employment. Five teams will be allocated at Tampere. Key to the success of these agencies will be the way in which the city administration designs new tools and techniques for enabling the long term unemployed to secure employment.

The team is concerned that despite these initiatives the economic development and support policy for the city may remain distinct from the employment and social support policies. There is clearly a need to closely integrate the economic support being given to companies with the employment support being provided to local people. It is not clear if the city has explored the models used in other member states to encourage existing businesses to employ low skill people. The team strongly encourages the city to explore these models as they feel that there will be significant benefits.

The economic success of the economic development measures in the "high tech" engineering, machinery, biotech, medical, communication and other clusters is well documented. This success has been extensively evaluated by others and the team has considered these evaluations. However the assessment team is concerned that most of these evaluations have been used narrow economic success criteria and have not judged or evaluated the social or environmental impacts of the growth of these businesses and sectors.

This assessment has already made mention of the absence of an environmental dimension to this support and success. The assessment team is also of the view that the social dimension is lacking in this work. It has seen no evidence that many of the (internationally significant) companies have been involved in socially responsible procurement, supporting socially responsible employment initiatives for the long term unemployed/ those with mobility problems. The city is challenged to consider the extent to which its economic support policies meet the needs disadvantaged minority groups in the community.

With the exception of the employment programme operated by the city council, the team found little evidence that the municipality actively promoting employment opportunities for those not having the skills to work in the knowledge-based industries (biotechnology, IT applications, etc). A regional employment strategy that emerged from an EU funded Territorial Employment Pact initiative seems largely disregarded and the industry and business development policies to pay little attention to people with lower skills. However, the City Board has voted for a revision of the employment strategy and for a participatory approach involving the surrounding municipalities of the sub-region. The proper integration of this new strategy into the policies of the municipality and the reallocation of the needed finances will present key challenges in making the new strategy a success.

Furthermore, the team suggests to give focus to instruments to bring long-term unemployed back into the active labour market (e.g. low productivity jobs) and to adopt policies that actively link new business developments to employment policies. A new committee for employment and industrial policy represents a first necessary step in this regard. The team however *recommends* that the skills of the unemployed

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and the potentials for business development are both assessed and linked as part of the revised employment strategy.

Some yet isolated employment policies are good and best practice to give more attention to the supply-side of the labour market. The Tampere Centre of the Unemployed, co-funded by the municipality, trains unskilled workers on the job and activates them to experience productive work life in order to improve their employability. The centre also aims to conclude agreements with private and public sector enterprises. A Social Sector Skill Centre assesses future qualification needs and aims to shape job education and formation policies. In addition, the municipality itself will increase its own efforts to employ long-term unemployed for assistance jobs. Yet, this initiative is limited in its scale (700 unemployed are to be employed in 2004), its duration (limited to one year) and sustainability as the programme helps only few people to gain sufficient experience to remain in a job after the termination of the programme period. Thus, the team *suggests* evaluating those policies much closer in order to raise understanding and recognition of good practises and to give priority to most effective measures.

The team further *suggests* that the municipality explores new instruments which link permits for new business activities to the employment of the long-term unemployed. Due to the growth and attractiveness of Tampere as a business location, the municipality is in a much stronger position than it appears to recognise.

The commitment to make progress in the area of "fair-trade" in the Environmental programme is to be commended. However there seems not to be a political champion or the necessary resources for its successful implementation.

The employment policies adopted by the city do not seem to be supported by a robust evaluation strategy that enables their cost effectiveness to be understood. Accordingly it seems that policies may be adopted without full appreciation of the reasons for success and failure of previous policies.

Supporting children and young people

Concern about children and young people has emerged in opinion polls of citizens and councillors. Supporting children and young people has become a key objective for the whole city. To succeed, different mandates will contribute. The welfare of children and young people has a direct impact on the future balance and strength of Tampere. The City is taking part in the Participation Project for the youth to avoid their social exclusion.

9.2 Business Development

Considerable investments made by the municipality to reshape the local economy after the collapse of traditional industries in the early 90ties have been successful. Future-orientated and knowledge-based businesses were attracted to make Tampere one of the top European addresses for research and innovation. Tampere has today the highest investment rate of Finnish cities and hosts some of the nation's most competitive businesses. The BioneXt and eTampere programmes are flagship programmes which lead to the creation of new globally competitive businesses. Both foresee a close co-operation with the strong local R&D sector and networking between local businesses and authorities. The Hermia business development park helps to incubate start-ups.

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The business development programme of the sub-region focuses on the promotion of the internationally most competitive areas of expertise. For businesses of those selected areas, a number of support measures are available (clustering initiatives). It is clear that these policies are tailored to large companies. In the working arrangements and structures it is clear that the city provides fewer services for smaller businesses. In discussions with SME's there is a widely held view that smaller SME's deserve more attention given their importance to the local economy and labour market.

The team is concerned that the business development policies of the city require a closer alignment with the very sophisticated work being done elsewhere in the city on demographics. The scenario development work being done for health care and social services could be further extended into the producing scenarios for the implications for businesses development. In so doing it will allow the businesses delivering social and health care services are not yet fully equipped to answer changed needs of an aging population. National standards for the procurement of services for the elderly can therefore not yet been fully met. More attention *should* therefore been given to the impacts of demographic change on this sector of the local economy.

It seems that more political support and financial resources will be required to achieve an improvement in the conditions of SME as envisaged by "Tampere 21". It is possible that Tampere 21 conflicts with the municipality aim to promote (seemingly "only" the) mainly high-productivity sectors. This represents a small and highly-specialised share of the local employment market.

9.3 Cultural and Social Diversity

The City of Tampere has an impressive approach towards safety and crime prevention representing European best practise. According to surveys and statistics, Tampere is the safest city in Finland. The city has reached this success by giving priority to effective prevention instead of control measures. A multi-disciplinary team (architect, psychologists, PR officer) has been appointed to work with citizens of the different city districts. Moreover, the municipality is committed to draft safety guidelines and checklists to influence the planning of new developments and refurbishments. Those guidelines include recommendations for different "zones"; e.g. private space, public space, semi-private space. In a further step, the municipality plans to include aspects of social exclusion in those planning guidelines.

Furthermore, the municipality runs a family clinic to prevent domestic violence and further actions in this field are in preparation.

Tenant democracy in public housing represents another best practise. In tenant buildings owned by the municipal housing company, there is an active tenant participation and co-decision with their numerous committees. Tenants of one building also receive a small budget to decide upon on their own. Future tenants are consulted already in the planning stage of their future houses.

The City of Tampere provides affordable housing for different social groups. Public housing is about 15 per cent below the average market price. Yet, the demand is much higher as the supply and the municipality is reluctant to provide more funding (currently only 10 per cent of the total construction costs are given as a loan to

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market interest rates) to the housing company to expand construction as priority is given to private housing.

As many of the persons migrating to Tampere arrive jobless, the need for affordable housing is increasing. The team therefore *suggests* that the municipality should explore measures to increase the share of lower-cost housing in co-operation with the private sector. In addition, as some of the surrounding municipalities (f. ex. Pirkkala) currently do not allow the construction of houses with state grants, the City of Tampere should try to negotiate a housing development plan with its surrounding municipalities. This plan than should also give more attention to the impacts of the placement of different types of housing to social integration. In addition, the team also *suggests* that the planning of social services (f. ex. child-care facilities) is to be done more comprehensively, e. g. taking into account the placement of those services to demographic patterns within the city and sub-region.

The impacts of demographic change are expected to hit Tampere in the near future as the generation of "baby boomers" is about to retire. Yet, the health care and special services for the elderly are not fully prepared at present. The municipality plans however carefully ahead and hopes to answer the demand in accordance to the national standards in little time.

Citizens expressed that they feel that cultural assets such as the built environment are not perceived as such by the municipality. The team was furthermore concerned to learn that culture is not yet considered within the city strategy. Taking into account the force of culture as a driver for social integration and economic development, the team *recommends* to give performing and visual arts and cultural heritage more attention as a factor of the residents' quality of life. ---

Environmental sustainability themes

10.0 Air and noise management

Air management

10.2 Key Pressures:

The major local source of air pollution in Tampere is road traffic of which nitrogen dioxide, particulate matter and volatile organic compounds (VOCs) are the principal pollutants.

The other major source of air pollution in Tampere is the transportation of pollutants from other European countries. In the last year, only nine exceedances of PM₁₀, mainly related to grit used in the winter of the streets, and two exceedances of ozone, due to foreign sources, were registered. Tampere therefore belongs to the few European cities fulfilling the standards of the EU directive on ambient air quality. However the team are concerned that these exceedances are an underestimate of the actual situation and support the extension of the monitoring programme.

Most point source emissions of pollutants in Tampere are small. The potential health impact of air pollution from road traffic on the local population, particularly those living adjacent to roads with heavy and slow traffic flows is not understood.

10.3 Key aspects of the State:

Air quality in Tampere has generally been improving in recent years. This reflects the move from an industrial economy to one that is more knowledge based. In addition levels of pollutants have decreased as a consequence of local, national and European Union (EU) policies.

Air quality in Tampere is monitored at three stations. The urban monitoring station is located in the city centre while two suburban stations are located in Lielahiti and Linnainmaa. There are also two meteorological stations, one in the city centre and the other at Nasinneula observation tower giving data on wind direction and speed, temperature and relative humidity.

The concentrations measured include those of sulphur dioxide, nitrogen oxides, carbon monoxide, ozone and airborne dust (the total suspended particulate matter and inhalable particles). Air quality data obtained from the monitoring stations is collected in a main computer located in the Environmental Office. Air quality data and trends are analyzed and reported quarterly and annually. Real time air quality information is readily available from www.ytv.fi/ilmanl/nyt/.

Tampere is in a good position to meet its local commitments on clean air (detailed in the Environmental Strategy, its national government Environmental Quality Standards (EQSs); and EU Air Quality Framework and Daughter Directives limits for sulphur dioxide, particulate matter, carbon monoxide, lead and VOCs.

For example:

Sulphur dioxide levels have shown substantial reductions in recent years from annual averages of above 40 $\mu\text{g}/\text{m}^3$ in the early 1980s to 2-3 $\mu\text{g}/\text{m}^3$ in 2002. The EQS for sulphur dioxide is an annual average of 5 $\mu\text{g}/\text{m}^3$ to be achieved by 2005.

PM₁₀ levels are typically less than 50% of the EU and annual average limit of 40 $\mu\text{g}/\text{m}^3$. However there are areas of high and medium risk, particularly in city centre, such as busy street junctions where these limits are likely to be breached with continuing trends.

Ground level ozone, like nitrogen dioxide, can effect lung function and enhance allergic responses. Ozone levels in Tampere have been increasing since the early 1990s and occasionally have exceeded local and EU targets. However, Finland was one of only 8 out of 31 European Governments not to report exceedances of the EU threshold value for public information (180 $\mu\text{g}/\text{l}$) during the summer of 2003. Under the new Ozone Daughter Directive (2002/3/EC) the public must be alerted when the 180 $\mu\text{g}/\text{l}$ threshold has been breached and alerted to take precautions when the 240 $\mu\text{g}/\text{l}$ threshold has been breached. Due to the trans-boundary nature of ozone and the complex chemistry involved in its creation, the target values in the Directive are aspirational rather than a statutory requirement.

Precipitation of sulphur and nitrogen (acid rain) can cause damage to vegetation, soils and historic buildings. Sulphur and nitrogen concentrations in precipitation have exceeded critical levels necessary to protect soil and vegetation. Acid rain, as with ozone, also has a significant trans-boundary contribution from other European countries. From the evidence provided it is not clear if the city fully understands the impacts of acid rain.

Nitrogen dioxide exposure can effect lung function and enhance allergic responses. The key Environmental Quality Standard (EQS) relating to human health for nitrogen dioxide is 20 µg/l as an annual average to be achieved by the end of 2010.

Road transport in Tampere is the main source of nitrogen dioxide pollution. The levels are below 40µg/l limit at the fixed monitoring stations. The survey of 2002 has provided the city with a good understanding of the air quality problems caused by road transport.

10.4 Judgement on the response of the municipality:

- Are the Policy Objectives appropriate given the pressures and the state?

The Policy Objectives are predominantly focussed on improving air quality through influence on the transport sector. This is appropriate as this sector has the greatest influence on air quality within Tampere.

The Environmental Strategy recognises that problems such as ground level ozone (and acid rain) are transboundary in nature and need to be addressed strategically at a national Government and EU level. However, it is also recognised that Tampere must make a local contribution to tackling these problems, and this is reflected in policy documents such as Tampere 21 and the Environmental Strategy. The main aim of these local programmes and action plans is compliance with national EQSs and EU limits.

- Have the stakeholders agreed these objectives?

Local organisations, private companies and voluntary organisations were involved with submitting their proposals during the formulation of the Environmental Strategy. No direct evidence was obtained during the second review to suggest that stakeholders did not agree objectives relating to Air Quality.

Provision of air quality information to stakeholders was found to be excellent with continuously updated information available on the internet together with readily available reports on air quality.

- How effective are the institutional arrangements that have been put in place to achieve the objectives? (Partnership working)

There did not seem to be any body of evidence that pointed towards Tampere being proactive in promoting a sub regional approach to improving air quality, to innovating in procurement or to influencing national policy.

There was evidence that better communication at an interdepartmental level within the Municipality, in particular the sharing of information would allow air quality objectives to be met more easily.

In addition, there was little evidence of the use of air quality data to inform Health Policy within the Municipality. There appeared to have been no monitoring of the incidence of respiratory problems or allergic responses amongst people living in the parts of the city centre most affected by traffic emissions.

- How effective are the Instruments (plans, action programmes, and initiatives) that have been adopted and implemented been in moving towards achieving the objectives?

Tampere has introduced relatively few plans, action programmes and initiatives towards improving air quality, and they do not represent the objective of creating a sustainable transport system that will improve the air quality of the city. The Environmental strategy seems to have missed actions that might have helped improve air quality including:

- Convert of the city bus fleet to natural gas; and to use low emission vehicles for all city transport.
- Although the train tram is now being promoted the economic development policies of the city all point towards reinforcing the growing dominance of road transport for the haulage of goods. The proportion of freight being transported by rail contributes to decline.
- The lacklustre commitment to a comprehensive network of bicycle lanes.

There were tremendous improvements in the past (f. ex. the reduction of SO₂ emissions from about 20,000 tons a year in the 70ties to 950 tons). However the team found little evidence of a commitment by the municipality plans to move towards the objectives set in "Tampere 21". These represent best practices in sustainable development and need to become commitments of the council. E.g. the prevention of any limit value exceedances by the year 2005 and the pro-active reduction of green house gas emissions.

More action may be required by the city to ensure that the limit for nitrogen dioxide of 40 µg/l as an annual average by 2005 is not exceeded together with the longer-term EU limit (40 µg/l as an annual average by 2010). In part nitrogen dioxide levels will be lowered by the tightening of EU standards for fuel quality and for emissions from new vehicles. In addition, older vehicles will gradually be taken off the road and replaced by newer less polluting vehicles.

It is recommended that the city should continue to monitor air quality to accurately characterise the concentrations of nitrogen dioxide in those areas of the city centre that have been identified as having a high and medium risk of breaching the 40 µg/l limit. The results should be used to inform Policy Objectives (traffic and health).

- What resources and Finance is committed to achieve these objectives? And is it enough?

The city appears to have partially implemented the polluter pays principle: with local businesses sharing the costs of the local air quality monitoring efforts with the municipality and point measurements being fully paid by the polluter. However this is only the costs associated with monitoring. The team were advised that legislation did not allow the city council to apply a charging regime that reflected the environmental costs associated with the damage caused by emissions associated with development. Further consideration is required of this aspect by the council to assess if there is scope to be more flexible in interpreting the legislation. For the same competency reason it seems the policy framework does not recognise the atmospheric (and health and environmental) burden caused by the extensive new development being promoted by the city and their inherent reliance on car borne transport.

It is not clear if there will be sufficient funding for the necessary air quality monitoring and modelling needed by 2004 to allow the city to demonstrate that its air quality will comply with EU legislation. Further funding should be released to ensure compliance with the legislation.

- How is the performance of the instruments assessed?

Air quality monitoring information is collated and regular and annual reports are produced on the state of air quality. It is clear that the full use of this information could be used more effectively to monitor performance of policies, action plans and programmes. There seems to be little use made of the data within other policy areas.

The team furthermore recommends that the municipality *should* sharpen its attention to traffic-related emissions. The projected growth of the city and therefore of its motorised traffic will endanger the good air quality at present. Measures to reduce private motorised traffic should therefore be explored, f. ex. better access to public transport, higher parking fees, more speed limits in residential areas, participation in European car-free day, etc.

Noise management

10.5 Key Pressures:

Road traffic has been identified as the leading cause of noise pollution. Noise from aircraft and industry were not identified as major pressures. Similarly noise from neighbours, although identified as a problem, was unpredictable and dealt with on a case by case basis.

The city is under pressure to comply with the requirement of the recent EU Directive on the Assessment and Management of Noise (2002/49/EC). It focuses on the impacts of noise on individuals from road, rail and air traffic and industry. The Municipality will be required to produce a Strategic Noise Map Tampere by 2012, followed by action plans to manage noise issues including noise reduction where necessary by 2013.

10.5 Key Aspects of State:

The GIS-based modelling of noise exposure and quiet areas represents best practise and is used by urban planners to determine the location of new residential areas and new businesses. There are about 20 km of noise barriers constructed in order to limit the effects of noise to residents. A survey in 2003 provided the city with information on how many residents live in streets where noise exceeds the accepted level (of 65 dBA) and on exposure to road noise levels (above 55 dBA). The city works within national guidelines for reducing indoor noise to a set level.

The team were advised that the city requires new developments (of any size) to undertake a Noise Impact Assessment and that it imposes effective measures to reduce noise levels where these are predicted to breach national guidelines.

No evidence was found that the city is considering the relationship between human health and exposure to excessive noise nor has the intention to do so in the future.

10.6 Judgement on the response of the municipality:

- Are the Policy Objectives appropriate given the pressures and the state?

The peer review did not undertake an assessment of noise management in sufficient detail and so its conclusions must be considered in the light of this recognition. However the city seems to take a relaxed attitude to noise management and to have an as yet incomplete suite of Policy Objectives. Those it does have are focussed on reducing noise impact from road traffic and from development.

The city issues permits operators of noise-intensive enterprises. Evidence indicated that the enforcement of those permits is slow with a lack of human resources to carry out all tasks.

- Have the stakeholders agreed these objectives?

There was evidence of growing public concern regarding noise disturbance from a wide variety of sources. Little evidence was found of stakeholder involvement specifically in noise management issues. However in common with other themes the city has an effective public participation system that allows the public to express their views. It is considered that some specific consultation should be undertaken to support the noise work being done.

- How effective are the institutional arrangements that have been put in place to achieve the objectives? (Partnership working)

There was some good evidence of joint working to ensure that new developments took account of quiet areas and did not expose new residents to excessive noise. However these relationships seemed not to be formalised and it is suggested that there would be benefits from noise mapping and monitoring to be more closely integrated with the spatial and economic planning of the city (and with the transport planning)

As with Air Quality issues there was evidence of poor communication at interdepartmental level within the Municipality, in particular the sharing of information and the need to integrate GIS databases.

In addition, there was little evidence of any attempts to link noise monitoring information with the health effects of excessive noise.

- How effective are the Instruments (plans, action programmes, and initiatives) that have been adopted and implemented been in moving towards achieving the objectives?

The plans and procedures in place allow the city to deliver national monitoring programmes and to meet national standards. However noise management does not seem to be a policy priority nor is the administration pro-active in the policy area.

- What resources and Finance is committed to achieve these objectives? And is it enough?

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The team was not able to identify the finance available for the work or to undertake a detailed assessment of its adequacy.

- How is the performance of the instruments assessed?

A noise Monitoring Programme is in place to monitor progress against noise objectives, however, there is little evidence of its contribution to policy revision.

- Key areas for further action by the city.
 - Compliance with requirements of the EU Noise Directive requirements. Contact with Birmingham City Council (one of the PRESUD partner cities) is recommended as they lead on noise mapping issues in the UK.
 - Improved interdepartmental working for planning applications and integrated GIS databases.
 - Use noise monitoring information to investigate the potential link between health effects and excessive noise.
 - The team welcomes the plan to build a tram system according to the Karlsruhe model but *recommends* to carefully assess also the tram-related noise. A rubber layer put on top of the rails may significantly reduce the noise of the new tram

11. Transport

11.1 Key Pressures

Tampere is beginning to experience significant pressures relating to transport and mobility. Increasing economic activity and prosperity, a growing population and urban expansion has brought with it greater demand for transport infrastructure, and particularly related to private car use. National factors have also led to more freight traffic on roads, and there has also been greater demand for air transport facilities.

Increased population and economic activity is generating new urban development and additional traffic flows. The Tampere region has grown by 50,000 inhabitants over 25 years, half of which has concentrated in Tampere. New employment and residential patterns has also led to increased inward commuting from adjacent municipalities, reflecting growth of the urban service sector.

Tampere reflects a national trend where Urbanisation is increasing, but people also want to live in sparsely built up areas within easy commuting distances. Average commuting distance in Finland is increasing from 5 km in 1980 to 8 km in 1995. The population density in Tampere decreased from more than 1400 per km² in 1980 to less than 1200 per km² in 1995.

The review team also felt that there was a strong political assumption in favour of economic growth, which was expressed in an aversion to constraining the use of private vehicles in the city. Indeed some even suggested that there was a dominant car lobby among the most influential figures in the city.

The impact of these trends on Tampere has included:

- High vehicle flows through the city centre, including local as well as inter-regional heavy freight traffic.

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- Vehicle congestion and environmental impact at certain 'pinch points' in the road network, a significant factor due to Tampere's unique position in a narrow isthmus between two lakes.
- There is also a strong sense that private vehicles are becoming more intrusive in their impact on the quality of the city centre, with wide roads and heavy traffic flows cutting through some of the most popular retail and commercial locations, with little attempt to separate pedestrian flows.

11.2 Key aspects of the state.

National statistics show that car use is growing rapidly, while public transport remains virtually unchanged. In Finland between 1980 and 2000 the use of private vehicles increased from 34,000 million to 60,000 million passenger km per year, an increase of 76%. Over the same period public transport remained around 13,000 million passenger km per year. Public transport has decreased from more than 25% of passenger journeys in 1980 to approximately 18% in 2000.

Car numbers are increasing, as are the proportion of non work related car journeys. However, while thought not to suffer serious road congestion, Finland is reported to have the oldest, and by implication, most heavily polluting car fleet in Western Europe. Due to the unique factors of Tampere's location it is perhaps a city where congestion though is a real problem.

While no local statistics were provided on growth in private vehicle use in the last decade, almost 60% of all journey's to work in Tampere were done by private car, with only 25% using public transport. As this is a winter figure, it is accepted that fewer car journeys may be undertaken in summer, with a greater preference given to cycling and walking.

While the car is dominant, there is a well developed network of bus routes in the city and linking the surrounding municipalities. There is also a very well developed network of cycle routes, though there appears to be insufficient separation from traffic and pedestrians in the city centre.

The road network is problematic in its affect on the environment - noise pollution and air quality have been identified as serious issues related to transport. The main East – West route to the north of the city also acts as a barrier seriously affecting access to the northern lake.

11.3 Judgement on the response of the municipality:

- Are the Policy Objectives appropriate given the pressures and the state?

There has clearly been a very substantial response to transport needs and issues in recent years and this has extended across a wide range of areas including city master planning, regional co-operation, and infrastructure planning. The aim of developing as a compact city, underpinned by effective public transport systems extending into the region and with other regions is substantially reflected in the overall strategic approach adopted by the municipality and its partners in the region. It is felt that bringing land use and traffic planning closer together in the organisation will further support these aims.

- Have the stakeholders agreed these objectives?

Despite considerable public debate and pressure there is no comprehensive goal for the reduction of cars in the city. Although there is a policy to promote cycling there seems to be little high level political commitment to its success. Little effort seems to be made to resist 'big market' expansion in out of town locations with the damaging consequences for transport. There is also no evidence that employers are being involved in transport planning, nor is sufficient recognition being given to health issues such as the benefits of walking and cycling. So although there has been stakeholder involvement it is not clear if current objectives are widely supported.

- How effective are the institutional arrangements that have been put in place to achieve the objectives? (Partnership working)

In line with the Smart action plan commitment some key features of a comprehensive transportation management system are forming around a number of new institutional initiatives including:

- The creation of a regional transportation approach to include the six municipalities.
- Smart card ticketing and electronic information
- Proposals to develop major new transport infrastructure around a major city centre transport 'hub', linking rail to a new tram system and local bus routes.
- Improvements to the road network, including tunnelling and 'by-passes', aimed at reducing the impact on particular locations.
- The development of new residential areas linked to public transport networks.

The assessment team remain very concerned that these institutional arrangements do not yet represent a suitable suite that will move the city towards more sustainable mobility.

- How effective are the Instruments (plans, action programmes, and initiatives) that have been adopted and implemented been in moving towards achieving the objectives?

While these proposals are impressive and seem likely to come to fruition, it is not clear that they are yet a coherent and logical programme of measures to shift the current dominance away from the car. Currently they are not being accompanied by significant measures to reduce car use, and indeed at the same time car parking provision appears to be expanding in the city centre. It is also felt that more emphasis should be placed on improving existing bus networks by expanding the use of GPS, improving bus priority at traffic lights, and extending the use of bus lanes. As public transport capacity improves it is imperative that more is done to discourage private car use, particularly in the city centre where extensive use of employer car parking subsidy seems inappropriate.

It is also not clear that sufficient progress is being made at the regional level to co-ordinate town planning with future transportation demand.

- Does the polluter pay?

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There is little evidence that 'the polluter pays' is being incorporated into transport policy and planning in any significant way. In particular there is no indication the full environmental cost of business location is being considered. Cars are being encouraged into the city centre, where tax incentives are available for car park provision. No similar advantage is available to the support of bus travel.

- Meeting environmental and health impacts of transport.

Significant efforts are being made to monitor air quality, map noise pollution, and respond to particular problems e.g. coarser gravel now is used to reduce dust problem. Air quality has improved and it is expected that more modern vehicles using improved fuels will lead to further improvements. Investment in new busses, 15 were purchased in the last year should also help.

However, noise is becoming more of a problem for houses near to roads and could worsen as population densities increase. There do seem to be few quiet zones in the city centre, and limited car free areas, and places where you can get away from the impact of cars. Greater effort could be made to exclude cars from parts of the city where attractive pedestrian zones could be created.

- Impact on modal split.

While no statistics were available to the team, it was suggested that public transport use is declining, while car use is expected to continue to grow. It is reasonable to expect the proposed new tram line to increase use of public transport, though the team were also concerned that car use would continue to grow and retain a dominant share of journeys.

The tram does appear to be a highly popular proposal, though it is not clear whether sufficient cost benefit analysis has been undertaken, and whether options such as improving the existing bus network have been fully appraised. There were also concerns that some tram stations particularly to the east of the centre would not be ideally suited to serve local population and that they could be seen as remote and unsafe at night.

- Cycle routes.

Extensive routes are available across the city, though the team weren't convinced that the council was listening to the voice of the cyclist. A number of concerns were expressed, most significantly the failure to extend safely routes through the city centre. It is recommended that the council support the creation of a 'forum' for cyclists, where views can be brought forward and where council proposals can be aired.

- What resources and Finance is committed to achieve these objectives? And is it enough?

The investment programme intended for a new transport network suggests a significant financial commitment to improving transport. Any concerns of the team would not be with the *level* of funding, but with the appropriateness of some the measures being suggested and implemented. It was suggested during discussions with stakeholders that further "value for money" studies were needed for some of

the major proposals, and this is supported by the assessment team. Further the city may wish to consider the extent to which (economic / development / social / programmes and initiatives contribute to reducing car usage and this may help it understand how to adjust its policies to move towards more sustainable mobility

The city administration does not seem to secure additional funds for sustainable mobility projects from developers and new development, and takes place elsewhere in Europe. In so doing ensuring that the Polluter pays principle is implemented. This common practice elsewhere in some parts of Europe might provide sufficient additional resources to reduce the dominance of car borne transport and through compulsory green travel to work plans move the city towards more sustainable mobility. It might also further supplement what appears to already be a substantial investment programme for the bus company and allow further expansion of the network, reduction in fares and purchase of low emission fleet.

12 Waste management

12.1 Pressures and key aspects of the State

Tampere has responsibility for Waste Management in the City. The City is responsible for arranging transport, utilization and handling of community waste and other similar waste. The local authority must also make sure the handling and processing of the hazardous waste produced by households or by agriculture and forestry. To meet the requirements the municipality acts primarily as a kind of supervisor for waste management, monitors and sets local regulations on solid waste management by themselves. In addition Tampere holds nearby 60 % share of Tampere Regional Solid Waste Management Ltd. The company was established in 1994 and is today owned by 23 municipalities including the city of Tampere. The company is responsible for a region with 320.000 inhabitants; the activities of the company include collection, processing and disposal of waste, research and development, as well as consumer advice on waste management issues. It operates two solid waste management sites including pre-treatment of hazardous waste, windrow composting of biowaste and sludge, recovery of recyclables and landfilling. The company is a non profit organisation and is certified for Environmental Management System (ISO 14001). Generally the principle that the polluter is paying is strictly used. Polluter pays principle seems effective as part of the national producer responsibility framework.

12.2 Judgement on the response of the municipality:

- Are the Policy Objectives appropriate given the pressures and the state?
-

Waste plays an important role in several strategies including the City Strategy and the Environmental Strategy for Tampere. The Waste Company has also its own strategy. However it is of considerable concern that neither the City of Tampere nor the Waste Company has a waste management plan. It is recognised that there is a commitment to prepare such a waste strategy in 2004. Accordingly it has been difficult for the team to assess the appropriateness of the policy objectives.

Only on the regional level there exists a waste management plan, the goals of this plan are still unknown for the peer review team

- Have the stakeholders agreed these objectives?

The Council has a legal responsibility to make waste management information available to the public. However there are very limited opportunities for community involvement in the preparation of policies and in the detail of company programmes and the monitoring their effectiveness. Monitoring of the effectiveness of programmes does not seem to be undertaken (e.g. there is still no waste volume monitoring).

Households participate by separating hazardous waste, dry residual waste and the following recyclable materials: paper, biowaste, and cardboard, glass and metal. The waste company is responsible for treating the household waste as well as the managing of the collectors. There seems to be no evidence that the waste company makes efforts to discuss with households whether their service or policies meets their needs.

- How effective are the institutional arrangements that have been put in place to achieve the objectives? (Partnership working)

The criteria for the procurement for the waste collecting company do not seem to be customer orientated. About 30% of all community waste is recycled and between 60-80% of waste paper is recycled every year.

The "End of pipe" treatment of waste by the municipality company seems to be efficient and cost effective. Although there are some good examples for recycling and reusing the resource waste (Unemployment Centre "Työttömien Toimintakeskus" or the reusing of materials and goods centre run the voluntary sector "Waste Bazaar") However there remain considerable organisational and operation difficulties to increasing the volumes of waste that are recycled..

The volume of waste still going to the landfill is very high. This leads to a non-compliance fulfilling the guideline in future time set by European Commission. Additional there is no general strategy for waste prevention. Within the City administration every unit and department is responsible according to its own environmental or sustainability program. But the knowledge of the content of these environmental or sustainability programs is among the officers very low.

General there is a little evidence of a regional approach to waste minimisation /recycling as well as it seems that the resources do not seem to be available to meet strategic commitments.

Until now there was only limited community and stakeholder involvement in the development of waste policy and programmes in the city, and none in the monitoring of its effectiveness. The Moreenia Centre with EcoFellows Ltd. takes Tampere a lot further in the right direction – the model should be further developed and extended. For a licence to carry on a business there is the pre-condition of having an environmental permit also – according to the size of the company - there is a more or less detailed waste management plan included. In the companies there are no

people appointed, which are responsible for waste affairs. A platform of such people might improve the knowledge of treating the waste problem as well as training and exchange of experience could occur easily.

- How effective are the Instruments (plans, action programmes, and initiatives) that have been adopted and implemented been in moving towards achieving the objectives?

- Households separate hazardous waste, dry residual waste and the following recyclable materials: paper, biowaste, and cardboard, glass and metal. There are more than 200 drop-off collection points for recyclables in the region. In every municipality there is an eco-centre for household hazardous waste and recyclables. There are also secured hazardous waste collection containers at selected petrol stations. Every year the company organises a scheduled collection for household hazardous waste and recyclable metals. Special trucks (Repe&Romu) go around the region bringing the collection point closer to people. The collection services are already ISO 14001 certified.

The city administration is encouraged to recognise the benefits of actions to reduce waste and divert it into alternative streams for recycling as materials for businesses to use or more energy efficient recycling/disposal systems. The decision of the Waste Company to build a waste treatment plant called RESSU, which separates the residual organic matter and metals from source separated selected waste stream and produces recovered fuel (REF), was certainly a step in right direction. But the benefits of a regional approach for development new industries to use locally produced waste streams has not been really recognised (e.g. REF is suitable for co-combustion at power plants; it is also unclear how sufficient the source separation of biowaste takes place). Besides it is unclear how effective this plant can meet the requirements of Council Directive 1999/31/EC of 26 April 1999 on the landfill of *something missing?* Therefore Actions need to be developed to reduce waste and separate waste

The interviews show that there are few incentives for citizens to recycle, and some want to do considerably more. Maybe Tampere should rethink their Collecting and Recycling System to keep their environmental standards high (there is still a problem on fly tipping waste in Tampere, a lot of the drop-off collection points are mainly reached by car; the functioning of recycling centres is not organised as effectively as it could be; at the moment the centres are taken care of by different voluntary organisations.). It seems that there is no real understanding of the cost effectiveness of waste minimisation and recycling programmes (publicity/education). Tampere seems to be more reactive than proactive in managing waste.

Tampere is also in charge of collecting and treating all hazardous waste produced by households. Most of the hazardous waste is transported to the hazardous waste treatment plant, Ekokem Ltd., where it is incinerated as required.

Although the old landfills are mapped, the evidence to demonstrate that they are safe and being managed in accordance with regulations was not apparent. Although the safety arrangements for the current land fill site are under construction further investigations are recommended.

- What resources and Finance is committed to achieve these objectives? And is it enough?

It has not been possible to assess the cost effectiveness of the actions undertaken by the city of Tampere. Clearly there is a need to improve performance. It would seem that the waste operation is operated at a profit by the waste management company, but that this profit is not used for investment in decoupling economic growth from the continuing annual increase in the production of wastes. It would seem that the full costs of waste production and disposal are not paid by producers. The city is encouraged to extend its environmental accounting into this theme to move the city towards a more sustainable waste management strategy. There is a key message for the city to put in place an accounting system that will enable it to consider the full costs of waste management to the city and to the environment.

13 Natural Resources; Biodiversity, Forests & Parks and Soil

13.1 Biodiversity

13.1.1 Key pressures

The biodiversity of the country and where people live is closely connected with Finnish Culture and Identity, with their liberal traditions and with their sense of freedom. This cultural dimension is critical in understanding the policy approach that has been adopted to the management of natural resources.

There is a tension. Finland and Tampere contains a significant extent of locally and nationally important biodiversity resources. With much of the country covered with natural forest, woodland and wetland the country and Tampere is in a difficult position. It does not have low grade agricultural land on the margins of its urban areas suitable for urban expansion. Almost all the urban areas have been carved out of forest and woodland and are located around lakes and wetlands. It is culturally and politically acceptable that new development should take place and that the only place for it is to clear the woodlands and forests. Most of the assessment team were from countries where forests and woodland have a significantly higher level of inherent policy protection and where there is a political presumption against their development.

13.1.2 Key aspects of State

3.1.2 Finland remains the member state that uses more natural resources per capita than any other member state (Sustainable development in Finland 2003). A significant proportion of these resources are imported and then exported as manufactured goods.

The city continues to expand in accordance with its spatial development strategy. There are comprehensive systems in place to assess the biodiversity value of proposed development sites. These systems use the benchmark assessments used elsewhere in Europe to identify and classify species and habitats.

The tension and pressure is what decisions are then taken and the value placed upon the biodiversity resources. A major new construction site which causes a significant loss of biodiversity, such as Vuores, is a hotly debated issue and has generated considerable controversy and high emotions. These debates are dominated by arguments on preserving freedom and of enjoying nature and the natural

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surroundings. This is a human based valuation of nature. On the basis of this "human nature vision" large areas such as Kauppi, Pynikki and forest north of Tampere city have been and are being preserved and safeguard. This is a major achievement on which Tampere can rightly be proud of!

Nature conservation on the basis of the intrinsic value of nature stands on the other side of the spectrum. On account of this intrinsic value of nature vision, a development near Halimasjärvi has been stopped to protect a red list species. Also on this act of determination to protect nature and biodiversity, Tampere is to be commended. Not with standing this action, nature protection in Tampere is thoroughly human and therefore purpose based. Lessons learned in other European countries show that in the long run neither a purely human nor an intrinsic based vision can be the sole bases to protect and preserve nature against other claims effectively. A vision containing both elements has to be found.

The City Strategy envisions Tampere as a growing city. On one side Tampere tries to achieve this by growing outwards, with Vuores as mayor building site. Vuores is presently a forested area. On the other hand Tampere tries to achieve the vision of growth by building more compact within the city. This is partly envisioned on brown field and reconstruction sites, but also on green / nature sites within the city. In this way the growth vision puts pressure on nature in- and outside the city.

This pressure is partly counteracted by the creation of new parks within the city on brown field sites. Also valuable nature in city owned forest North of Tampere and some of the old forest have been given a nature protection status. The number of hectares with the nature protection status is growing. At the moment 0.4% of the Tampere is designated as nature conservation area. Large areas of Tampere still can be considered natural, although consisting of managed forest. In order to establish the value of the nature in Tampere, biodiversity surveys have been and are conducted in good collaboration with naturalist organisations. To pass on knowledge of nature, Tampere has created numerous nature trails and established in August 2002 a Nature school. This Nature school is highly successful and reservations to visit the school have to be made a year in advance.

The relatively wealth of nature combined with a human based nature vision can give rise to complacency. Complacency may in time stand in the way for adequate responses on dealing with pressures on nature such as in- and outward expansion of build up areas and intensive recreational use. It also may stand in the way of finding and advocating practical mitigation and compensational measures for loss of nature while there are still good changes for it and while it is still can be done relatively cheap.

At the moment restoring declining and threatened habitats and populations does not seem to be policy that has common acceptance in Tampere. It is unclear to the review team if additional stress factors such as air pollution, noise, intensive recreational use or the fragmentation of nature areas are fully recognised when maintaining and preserving nature, or when considering new developments.

These issues are recognised as important in other parts of Finland. In recent years the Finnish national government and universities started a number of programs on biodiversity and sustainable use of natural resources such as; METSO (Forest Biodiversity programme), Sunare (Sustainable use of natural resources) and Fibre

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(Finnish Biodiversity Research Programme, ended, first results are available).
Tampere does not take part in these programs.

The review team found some good examples of co-operations between departments on planning and biodiversity issues. Notwithstanding these good examples, it does not seem to the review team that an interdisciplinary approach on natural resources is common practice in Tampere.

13.1.3 Recommendations

- Tampere may wish to strengthen its nature policy and education by finding a new balance in its vision between nature protection for Human use and nature with intrinsic values.
- In operating the nature policy Tampere may wish to form more structural interdisciplinary links between departments
- Tampere may wish to seek to profit from national forest and biodiversity programs such as METSO and Sunare, or learn from the results of recently ended programs such as Fibre.
- Tampere may wish to explore means of nature mitigation and compensation when it is threatened by new developments.

13.2 Forests & Parks

13.2.1 Key pressures and aspects of state.

Tampere has an excellent set of parks close to living quarters of citizens. These parks are popular and well used. The number and size of parks are steadily increasing, 5 to 10 ha of new parks are created every year at new building sites. Old parks are restored into their former glory. The inner city Tammerkoski rapids and adjacent industrial sites have been declared one of Finland's National Landscapes. The Park Management Department has an environmental management system. An annual resident's survey is conducted on the performance of park management.

The city of Tampere owns 7500 ha of forest. These forests are mainly used for recreational purposes. 1460 ha are in use for economic production. Only a small proportion of the annual forest growth is harvested.

Although large parts of Tampere are covered with forest, only a very small part of the forest is of mature or old age. Valuable old forests are placed by Tampere under the nature conservation act. In Finland 38% of all threatened species live in forests. Forest bird populations in Finland are fluctuating strongly. These figures indicate that extra attention to sustainable forest management is needed. Although surveys on the state of the forest and its biodiversity in Tampere are conducted, no data was available to the review team on the actual state and trends of biodiversity in the forest of Tampere.

As nature lies close to the Finnish heart, there is political support for preserving parks and forests against new development. However it is felt that with the increasing pressure to grow, the official and political support for park and forest conservations close to the city will decrease. The argument used is that there is still "enough nature" left, even for red list species like the (red) *Siberian flying squirrel* on which Finland has a special conservation obligation. Although Finland is richly covered with trees, 70% of the forest is younger than middle age. Only a third of the international

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valuable peatlands in Finland are left to their natural state, mainly due to forestry. Seen in European context Finland is one of the member states that still has to fully comply with its Natura 2000 obligations. Again there was no data available for the review team on the situation in Tampere, but Finnish figures do not support complacency.

It is unclear to the review team to what extent the park and forest plans are recognised in plans and policies of other departments. It seems to the review team that the Park and Forest departments are not consulted or actively engaged in city planning and new developments. This stands in contrast with the City Strategy which speaks of nature as one of the strengths of Tampere and biodiversity as prerequisite for sustainable development. Despite the current growth in parks, complacency and decreasing support for parks and forests in favour of economic growth may eventually lead to a net loss both in quantity and quality of parks, forests and biodiversity.

13.2.2 Recommendations

- Keep up the good work on parks and forest
- Tampere may wish to actively engage the Park and Forest Departments and Park and Forest plans at the most early stage of planning and development
- Tampere may wish to use quality as well as quantity aspects based on national and international criteria when dealing with parks and forests

13.3 Soil

13.3.1 Key pressures and aspects of state

The responsibilities for protecting the soil of being contaminated and for decontamination are shared. Tampere has the responsibility for issuing and checking environmental permits for small enterprises. The Environmental permits are granted by the city councils "Environmental Commission". The responsibility for issuing and checking permits for larger enterprises lies at the regional level. The Regional Environmental Centre is responsible for decontamination of polluted soils.

Tampere has a plan or strategy for controlling and managing permits. However it would seem that there is a lack of resources to effectively implement the plan, to monitor compliance and enforce conditions in the permits.

This lack of financial and human resources has become more pressing with the Finnish Environmental Act 2000. This requires "listed" existing businesses to obtain new permits. However no additional resources are available for the implementation of this new Environmental Act 2000. This seems to be a common issue for the city with the national government prescribing new environmental obligations but neither providing additional finance nor monitoring the compliance by the city of the new regulations.

Enterprises are not visited as often as necessary for adequate law enforcement. This seems to have resulted in a relaxed attitude from some of the enterprises on environment and soil protection, as can be seen on some inner city building sites.

Contaminated land and soil risk assessments are carried out and are regularly updated. A new risk assessment based on a GIS will be in place by the end of 2004. Risk assessments are being made in cooperation with the Regional Environment

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Centre, which is responsible for the decontamination of polluted soils. However it still remains unclear to the review team if this new assessment covers all the city wide and represents a comprehensive survey of all the potential contaminated soils in Tampere.

Aquifers and groundwater is monitored for pollution on regular basis. Soils are checked for contamination when there is redevelopment. If contamination is found, the polluter has to pay for the decontamination. When the polluter can not be found, the landowner or as last resort the municipality, meets the costs of decontamination. No "on going" monitoring of contaminated sites to assess any contribution to human health problems was identified. The review team did not find evidence of a strong link between the required decontamination levels and health related factors. Part of the decontamination strategy is to mix polluted ground with clean ground and use the mix as top layer on landfill sites. The technique of mixing soils and using it in landfill is not regarded as sustainable or following the state of the art in soil remediation and decontamination. The decontamination standards may not be to an appropriate level nor may they be based on best practice of "source-pathway-receptor" models

Recommendations

- Tampere may wish, in collaboration with other agencies, to intensify the enforcement of permits issued in order to prevent soil pollution
- Tampere may wish, in collaboration with the region, to consider using more advanced soil remediation and decontamination strategies
- Tampere may wish to strengthen the policy link between environmental / soil pollution and health.
-

14`Energy

14.1 Key Pressures

Energy production systems in Tampere face significant external pressure affecting their ability to provide more sustainable power solutions for the city. Projected population growth, and increasing per-capita demand, could encourage the development of more generating capacity. Market liberalisation coupled with customer demand for low cost provision will continue to encourage an emphasis on fossil fuel options. And crucially, low cost fossil fuels – at least at present – will continue to act as a disincentive to the introduction of renewable sources.

Energy production accounts about 60% of CO2 emissions and in line with national trends is forecast to continue increasing up to 2010. Changing energy demand patterns has reflected continuous population increases up to the present day. However a massive switch from a manufacturing to a mainly service economy, and nation wide energy savings reportedly made by industry has alleviated pressures over the last decade. New industrial patterns are proving less energy intensive, though population growth mainly reflected in net 'in-migration' creating new households, will continue to force up demand.

14.2 Key aspects of the state.

Energy consumption increased by 16.9% between 1990-2001. Stripping out the effect of population increases, the energy use per capita increased an estimated

5.9%, with greenhouse gas emissions increasing in absolute terms though decreasing on a per capita basis. Across Europe over similar period emissions dropped back to their 1990 level. While energy consumption appeared to have 'peaked' in 1999, there is insufficient evidence to indicate whether this really is the start of a long-term downward trend. Indeed European forecasts would suggest continued increases in final energy demand driven by growth in GDP¹.

Despite evidence that energy production is becoming more carbon efficient, Tampere appears to reflect the overall Finnish position² of increased consumption of natural resources per capita, with only limited decoupling from economic growth.

Primary Energy consumption in Tampere

	1990	2001	Change 1990-2001 (%)
Population*	180,000	196,000	16,000 (8.9)
Energy consumption (GWh)	6039	7057	1018 (16.9)
GWh per capita	0.034	0.036	0.002 (5.9)
Greenhouse gases ('000 tonnes CO ₂ -ekv/as)	1526	1590	64 (4.2)
Greenhouse gases per capita	0.0085	0.0081	-0.0004 (-4.7)

*Population figures were adjusted to match available data for energy consumption.

Tampere Power Utility provides 75% of the city's energy through a highly developed combined heat and power production, though increased efficiency made possible through an expanded customer base could be threatened by market liberalisation, particularly where new developments could opt for alternative sources.

During the 1990s Tampere has made significant improvements in creating more sustainable energy production patterns, though further progress is required to reduce CO₂ emissions to 1990 levels. There are indications that production has become more efficient, though domestic consumption in particular increased significantly in line with increased prosperity. Investments in innovative renewable energy sources such as wind power have occurred, though on a small scale, and with little chance of reducing reliance on fossil fuels.

14.3 Judgement on the response of the municipality:

¹ European Union Energy Outlook to 2020.

² Evaluation of sustainable development in Finland, Ministry of the Environment, 2003.

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- Are the Policy Objectives appropriate given the pressures and the state?

The municipalities objectives for reducing CO2 emissions by encouraging reductions in energy demand by domestic and industrial users as well as its own services - outlined in the environmental plan of 1994 – has clearly not been achieved. While modest reductions in per capita greenhouse gases have occurred, the 2000 environmental audit identified that there had been no progress towards achieving this goal - 'Sufficient resources had not been allocated to achieving the goals'.

Policy objectives did not seem to be linked to specific and quantified targets relating to European and national objectives.

- Have the stakeholders agreed these objectives?

A strong partnership with the public and other agencies had been built in the 90's. More recently a new commitment to 'responsible use of energy' was set in 2002¹ by the main sectors and public agencies and focuses on energy savings (through a new agreement with the state government) and a greater reliance on renewable sources. Though no evidence of detailed and specific energy targets was available, and it remains to be seen whether the ambitious goals can be underpinned by the necessary action and resources.

- I how effective are the institutional arrangements that have been put in place to achieve the objectives? (Partnership working)

A well developed set of structures in place with the city controlling a dominant power utility company, while working effectively with partners on research, information and education matters. However the power utility is driven primarily by commercial considerations to provide low cost energy with only limited scope afforded to pursuing environmental priorities. It is not clear that the municipality effectively scrutinises the company's performance against specific policy objectives.

- How effective are the Instruments (plans, action programmes, and initiatives) that have been adopted and implemented in moving towards achieving the objectives?

Tampere should be viewed as a model of efficiency in the way its power utility company provides combined heating and electricity for the city and extending into surrounding areas, largely from two main and power plants. It was noted that efficiency was radically improved in the 90's by concentrating on the two largest power plants, which reduced emissions, except for CO2. While using overwhelmingly non-renewable sources (mainly natural gas), it has achieved impressive improvements to efficiency and emissions leading to a reduction in per capita greenhouse gas emissions. It has also achieved ISO 14001 for one power plant and working towards it in the other.

Such massive fixed investments necessary to achieve a reliable and efficient service suggest it would be difficult to introduce change, and respond to new environmental requirements. However in response to air quality problems, it has succeeded in phasing out oil as a fuel, and is gradually increasing bio-fuel alternatives to the peat.

¹ Working together to the cutting edge in environmental protection. The Environmental strategy of the City of Tampere 2003-2012.

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It is however still heavily reliant on fossil fuels – particularly imported natural gas. It should view further diversification of primary energy sources into renewable as an environmental and commercial necessity.

The company appears to have excellent customer relation systems and provides information about its services – including environmental issues - in a variety of forms. Recent surveys indicate the company provides a good service, and that its customers are content with its environmental performance. This satisfaction perhaps relates more to the immediate environment, and less with the wider impact of energy consumption.

A number of excellent initiatives have been developed by the municipality, aimed at reducing energy demand by businesses and the general public, and also includes school based programmes. Information and demonstration facilities are good, especially the Moreenia Centre for Urban Environment, and reflect a high level of creativity and commitment across a wide partnership. It is felt though that a continued and increased public campaign would seem essential to address current attitudes to energy consumption reflected in increasing demand.

The municipality has completed energy audits in its own buildings and introduced energy programmes in each of its departments. Further progress though could be made in implementing these plans to reduce energy demand. It is though recognised that it has already made significant progress.

Considerable thought has been given to incorporating high levels of energy efficiency into the development of Vuores, as well as incorporating local renewable sources such as ground heat and solar energy to support the CHP plant supply. It appears that the availability of cheap energy has acted as a disincentive to introducing alternatives more widely. However it is hoped any lessons from the Vuores experience could be applied more generally across the existing residential stock.

While the nature of industry has changed there are still traditionally industries operating successfully and greatly improving their environmental performance (examples are found in the steel and wood pulp sectors). Along with an increasing emphasis on Research and Development, industry appear to view the development of energy efficient products and processes as a major opportunity, and there are examples of local businesses becoming more environmentally aware and gearing up to respond to new Europe wide energy requirements.

- What resources and Finance is committed to achieve these objectives? And is it enough?

Tampere Energy Agency, launched in 1999 as a three-year project, is part of Moreenia. The project was funded by the City of Tampere and the EU's SAVE II programme. When the project came to an end at the end of March 2002, The Energy Agency merged with the Centre for Urban Environment under the name of the Tampere Energy Agency. Nowadays, the office is part of the permanent services of the city. The Energy Agency has been involved in mapping out energy-knowledgeable parties and has produced learning material for the Energy to Schools project, among other things.

In 2002, energy conservation measures accounted for approximately 10% (0.7 €m) of municipal environmental investments, one of the smallest allocations.

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The power utility operating on a commercial basis is beginning to invest in more renewable sources e.g. by developing off-shore wind farms as part of a consortium, though currently at a very small scale. While there are indications that continuous improvement may be expected, additional significant gains could be increasingly expensive and some may not be seen as viable, particularly where a cheap energy supply appears to be acting as a financial disincentive to change.

Such improvements, including a greater financial commitment to renewable sources, need to be matched by a greater financial commitment and more systematic effort in promoting energy conservation.

- How is the performance of the instruments assessed?

Information does appear to be readily available on energy production, and particularly by the Tampere Utility Company, though little seems to be available on consumption patterns. There is little indication that information is gathered relating to specific targets for reducing domestic energy consumption.

It was noted though that there are plans to introduce an environmental accounting system to assist in the evaluation investments towards meeting specific objectives.

ENDS