



Cover photo: Pekka Vallila

# Turku of Mayors – A Decade of Action

City of Turku | Mayor's programme 2021–2025



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## Preface

Turku is an open, active and international city which values its bilingualism as a richness and an opportunity. We promote equal treatment and equality among residents and in the city’s activities. Turku is a pioneer in anticipating changes in the operating environment, and we utilise this to make the city more attractive.

We are a pioneer in climate action and do our part in promoting the transition from a traditional economy to a circular economy. We strengthen Turku’s attractiveness as a city of education, culture and events through genuine cooperation. Raising the level of competence and education increases the well-being of the people of Turku. The core of a good city consists of a well-functioning everyday life, high-quality services, a comfortable and safe living environment and attractiveness as a city. Growth must be humanely, ecologically and economically sustainable.



A handwritten signature in black ink, which appears to read 'Minna Arve'. The signature is fluid and cursive.

Minna Arve  
Mayor

# 1. Turku Economic Framework 2021–2025

## – A Strong foundation for to the 2030s

The economy in Turku is managed in a sustainable manner, ensuring well-being and the provision services. A sustainable economic framework consists of five points:

1. The baseline for sustainable economy
2. Preparation for the impacts of the health and social services reform in the city's economy
3. Procedures for exceptional negative circumstances
4. Debt ceiling
5. Tax policy

Primarily, we aim to strengthen the economy in Turku with an active employment and growth policy that improves the tax base and other returns. Turku aims to reduce the unemployment rate to 11.2% and to significantly increase the number of construction projects to strengthen the income base. A strong economy is a prerequisite for achieving the objectives set out in this programme.

The programme is a package in which sustainable financial management and sensible structural and operational reforms as well as timely and accessible services support the efficiency of

operations. Sustainable financial management is supported by investing in preventive services whose immediate impact in reducing the need for more complex services is ensured by careful planning and regular monitoring.

### The baseline for sustainable economy

A controlled expenditure increase is the basis for economic sustainability. Expenditure may increase because of general population growth and according to the price index but economic sustainability requires that, in the medium term, the operating margin increases at a slower pace than tax revenue.

The city must continue to improve its financial position and investment capacity. The quality of service production must be improved in a cost-neutral manner throughout the city. In particular, the focus should be on promoting measures and investments which can lead to improved productivity or increased revenue, or curbing the development of operating margins.

As Turku's operating margin increases, we commit

to the following maximum framework, on the basis of which we plan the city's economy:

- 2022 to 3,3 %
- 2023 2,4 % (health and social services reform implemented)
- 2024 to 2,4 %
- 2025 to 2,4 %

The growth of the operating margin is primarily curbed by improving productivity through structural reforms without weakening the service level. It is clear that surprises may occur; we have already considered the effects of the the implementation of the social welfare and health care reform, the aftermath of the corona pandemic, and possible surprising events that might negatively affect the operating margin. These events are described in other sections of this programme.

The adjustment programme already decided will be implemented. The implementation of the programme is monitored and, if necessary, the programme will be updated in a way that allows maintaining the overall effects.

## Preparation for the impacts of the health and social services reform in the city's economy

The reform of social welfare and health care services will have a very significant impact on the city's finances.

Preparations for the impacts of the reform will begin in autumn 2021. After the transfer calculations have been completed, the necessary adjustments to the financial plan will be made. During 2022, the necessary measures for the city's own organisation and finances will be decided on.

The city's finances and administration will be adjusted in accordance with transferring tasks in the reform.

After the reform, the city's renewed economy is in principal committed to the same principle of operating margin development, where the operating margin growth is lower than tax revenue growth.

## Adjustment of the economy under exceptional circumstances

If the expected economic development differs significantly from the baseline in terms of expenditure or income, separate measures need to be taken to improve financial sustainability. The most significant risk is a significant drop in tax revenue.

If the annual margin stated in the financial forecast becomes negative, or the accumulated surpluses fall below EUR 80 million during the contract period, separate adjustment measures will be taken to restore the annual margin to a sustainable level, which is to the amount of depreciation, in a transitional period of up to two years.

## Debt ceiling

The adjusted loan portfolio of the city's parent organisation (loan portfolio - lending = adjusted loan portfolio) may not exceed EUR 3,390 per resident at the end of the planning period.

The debt ceiling can be increased by a mutual decision for a very justified reason.

## Taxation

Every effort will be made to strengthen Turku's tax base through employment and growth initiatives. The growing tax benefit will be used to balance the economy of Turku and to ensure continued services.

As a rule, Turku will refrain from changes in municipal and property tax during the contract period. The aim is to adapt to the social welfare and health care reform without tax increases.

## Investment

The city's service network review considers changes in the population's age structure and population growth. Efficient temporal and financial management of investments as well as skilled and well-executed construction projects are key factors in investing sustainably. Investments can also speed up the city's growth and by acting smartly, we can strengthen the city. Energy





efficiency and other sustainable solutions are taken into account in all construction projects.

We will review the investment package in connection to the 2022 budget preparations to ensure the possibility to make decisions on the scheduling of investments on the basis of profitability calculations. The following principles guide the preparation:

- We always make an overall assessment of investments from the perspective of efficiency, profitability, necessity, operational economy and growth opportunities.
- We will renovate and construct the school and daycare network on an accelerated schedule.
- We will implement Kupittaa's deck project to

enable the Science Park spearhead project and build a new combined Kupittaa-Itäharju district in the proximity of an already existing public transport and workplace cluster

- We will build a new concert hall on a schedule that will enable the orchestra to move directly to the new premises; the project is set to finish in 2025.
- The experience centre project in Turku rail yard improves Turku's draw as a tourist destination and in many ways strengthens Turku's attractiveness. Private investments are making the project possible, and the city is supporting the launch of the rail yard project by joining a partnership dedicated to building a new arena in the area. In order

for the city to become a shareholder in the project, the terms previously decided on by the Council must be realised.

- We will build the TAITO campus.
- The construction of new residential areas will be a natural part of the city's growth.
- We will implement measures to offer different ways of getting around by building bicycle lanes, promoting walking and starting to implement the trunk line network.
- Based on the cost and profitability assessment of a tramway network, we will make decisions on a public transport solution that is significant for urban development.

## 2. Promoting well-being and developing services – Healthy Turku

We will prepare a service strategy which defines quality expectations for each service and the services' possible production methods. The City is responsible for its service obligations in a cost-effective manner, striving to actively use services produced by the third and private sector. This enables the City to compare cost-efficiency, quality and the availability of all service providers for the benefit of Turku residents. We will increase the freedom of choice for the residents of the city.

We will gradually start investing more in preventive services with the objective of creating a comprehensive operating model for promoting well-being in Turku from 2023 and onwards. This operating model will be created in cooperation with third sector service providers.

During the last year, the coronavirus has caused care and service debts along with learning gaps.

We will examine how significant the care and service debts and learning gaps have become. Afterwards, we will create projects targeting these issues and prepare separate action plans for the projects.

We will explore the possibilities of gathering Swedish-speaking services in one entity.

### OBJECTIVES of Welfare Services

- The most important objective for social and health care services is a controlled transfer of social and health care services organising responsibility to welfare counties starting from 2023. We will ensure that the new administrative boundaries will not become an obstacle to the well-being of Turku residents.

- We will strengthen service coordination especially in services for the elderly and services for children and young people so that customers easily and effortlessly can find the right service at the right time. The family centre model has proved to be a good way to gather the services for families in one place. We will examine the possibilities to expand the family centre model in Turku, taking into account the objectives of the social and health care reform.
- We will investigate the possibilities of increasing housing services for the elderly. As part of our preparations for the social and health care reform, we will assess the overall situation of home and housing services for the elderly through an external evaluation. The evaluation will support the preparation of the future welfare counties which must make adequate



decisions to ensure appropriate housing for the elderly in Turku.

- As part of the future social and health care reform, we will strongly focus on providing social and health care services in a timely manner by ensuring availability and accessibility. We will identify people who frequently use services, create individual care plans and appoint a personal care team for them.
- We will increase the possibility to have a personal physician by defining the appropriate number of patients each doctor could be responsible for according to the challenges posed by the demographic and by allowing every resident of Turku to choose their primary physician if they so wish. Our goal is to provide easy and fast access to treatment. In building the personal physician model, we prioritise those over 60 years of age and those outside occupational health care, depending on the availability of doctors. We will prepare the implementation model for access to treatment during autumn 2021.
- We implement a therapy guarantee in Turku.



## OBJECTIVES

### for Education Services

- The competence and level of education of the residents will increase. In the competence spearhead project we will set goals for raising the level of education and competence, and create an action plan to achieve it.
- In Turku, we offer the best education in Finland starting from early childhood education and care. We strengthen support for pupils' learning and student welfare. We ensure that there are no gaps in funding between different educational institutions through so-called positive discrimination, aiming at teaching good language skills that enable further studies. We will also strengthen the participation of parents and pupils in setting goals on different levels of the education path.
- Turku has the best upper secondary education in Finland with high-quality and diverse upper secondary schools and the future Taito campus. Every young person graduates at least from upper secondary school or from vocational school.
- We will examine the possibility to expand the provision of general upper secondary education in order for more young people to have access to upper secondary studies in Turku.
- School and day care centre facilities must be healthy and safe. We will update the school and day care centre network to meet the needs of the city's residential areas and draw up a clear renovation and construction plan which takes into account the needs for provisional facilities. We will also strengthen the use of facilities outside school hours in recreational activities.
- Attending school must be safe for everyone. We do not compromise on safety in schools and we work for preventing bullying and violence at school, among other things.
- We expand the activities of special classes in comprehensive schools in the city and thus help make suburban schools more attractive. As part of the internationalisation of education, we support early language learning by increasing the offer of language-oriented early childhood education and care.
- In order to meet the requirements of personnel resources required under the Act on Early Childhood Education and Care, we will explore the possibilities of offering further education for the city's early childhood education and care staff.

## OBJECTIVES

### Recreation Services

- The social welfare and health care reform will increase the importance of recreational services.
- Culture is a significant part of what makes Turku interesting and attractive. Art, culture and creative fields strengthen well-being and the vitality of the region. Culture contributes to a good standard of living and continuous learning, and it plays a particular role in promoting well-being and combatting loneliness.
- Our goal is that everyone in Turku has the opportunity to participate in, create and experience culture regardless of their age or situation in life.
- Artists are a strength for a cultural city, and the importance of the creative industries is growing also in financial terms. In Turku, we will create the "House of the Arts" concept which will bring creative people from different fields together and make the city more vibrant.
- Playgrounds help children to stay active; in connection to the playgrounds, we are planning activities that support adults' everyday exercise, such as outdoor gyms. This is how we encourage people of all ages to exercise



together. Older people also benefit from exercise. We take this into account in the construction of sports facilities and to ensure success, we actively collect user feedback and, if necessary, change our activities based on the received feedback.

- Physical activity must be included in children's school days. School facilities, yards and the way of getting to school must inspire exercise in a natural way. We will launch different trial projects in schools and listen to children and young people in order to implement different new methods.
- In support of the construction of sports facilities, an facility network report will be submitted to the Council for approval, in which we optimise the concentration of different sports and land use requirements.
- The corona pandemic has been detrimental to the well-being of young people. We ensure that every young person has a connection with a safe adult to get the support and help they need when they need it. We promote cooperation and dialogue between youth work and the third sector so that the third sector actively can promote young people's possibilities to recover from the pandemic.



# 3. Turku and sustainable growth

Only growing cities will be strong enough to ensure the well-being of their inhabitants in the future. Urbanisation is a strong, centralising phenomenon. In order for Turku to be a successful city in the future, too, we now need bold, forward-looking decisions and new partnerships and cooperation with different parties.

Growth means new inhabitants, new companies and new jobs, i.e. tax revenue and investments. Urban development means creating and constructing a city that supports growth, creating a pleasant living and business environment and building a sustainable, energy-efficient urban environment. Turku is growing sustainably; in other words, we are centralising the city by placing new constructions next to good public transport routes, paying attention to the importance of local nature and green areas from the perspective of both comfort and preparedness for climate change, and examining the service network taking new residential areas into account.

When developing the city, we take safety into account as an important part of both human sustainability and comfort.

We will create a vision for the development of maritime Turku, particularly taking the Western Turku region into account. In our master plan, we consider the new objectives that improve living comfort and increase housing in the western areas of city, as well as the presence of the sea.

We will give a service promise to partnership projects, the processing of land use planning initiatives and the processing of permits, which ensures that the duration of planning or building permit processes do not exceed the promised timetable. Partnership planning must be the primary option in smaller, private initiatives. Whenever possible, we believe in partnerships. At the same time, we will ensure that the resources for planning and permit services are sufficient to meet the city's objectives in land use and fast permit processing.

In particular, we will increase the offer of one-family houses and apartment blocks in attractive areas and prepare a complementary construction report covering the entire city. In infill development, we utilise partnerships and welcome the centralisation of the existing urban structure by building on the existing street and other infrastructure.

We ensure that the different areas of Turku are specialised in different types of housing from rental apartments to home ownership, and that large residential areas have a sufficient number of plots where construction is allowed for the implementation and provision of both public and private services. We actively dismantle segregation through housing and land policy.

We ensure that moving around in the city is easy regardless of the resident's life situation and that the centre of Turku remains accessible with all modes of transport.







## 4. Higher education cooperation, companies and employment – Successful Turku

The successful development of Turku is possible thanks to our university and higher education institutions as well as a diverse and strong presence of companies. Their prerequisites for strengthening their position and competitiveness will be improved by all the means available to us. Cooperation is important for Turku, and we set the region's major objectives of industrial policy together with various operators.

In connection with decision-making, we carry out business impact assessments when the matter concerns the business sector. A customer-oriented approach is considered in all preparations and decision-making. We will clarify the responsibilities of the city organisation so that the representatives of companies and

the business sector know who to contact in accordance with the so-called “one-stop shop” principle.

When updating procurement principles, we ensure that small and medium-sized companies have the opportunity to participate in tendering.

We will allocate resources to municipal pilots on employment and set a clear employment target for people with the most employment difficulties. We are preparing for the transfer of employment services to the city in cooperation with other large cities and the state.

We are preparing a new employment project to ensure that Turku makes effective use of the pilot on employment and prepares for the transfer

of responsibility for organising employment services in 2024.

We actively contribute to promoting skilled labour and education-based immigration to ensure that companies in the region meet their competence needs.





# 5. Carbon neutral and resource-efficient Turku

We adhere to the Carbon Neutral Turku goal and implement the decisions made regarding Turku's carbon neutrality 2029 programme. We will update the action plan to achieve carbon neutrality, taking into account that the relatively greatest emission reduction goal will be targeted at transport in the coming term of Council.

We will implement the decisions that have been made so far to strengthen biodiversity (LUMO programme). On the basis of the preparatory work, we will set a "nature goal", which includes strengthening biodiversity and local nature and increasing green areas in the city.

We will investigate emissions budgeting with the objective of integrating it into the budget process.

We will pay particular attention to the city's climate targets when deciding on land use, energy, construction and mobility.

We ensure that services encourage the residents of the city and companies to make environmentally friendly and sustainable housing and other decisions, taking the energy efficiency of buildings into account.

We will promote the transition towards a circular economy together with other operators and prepare an implementation programme to support it.

We will establish a new nature reserve in the Mälikkälä-Kuninkoja area.

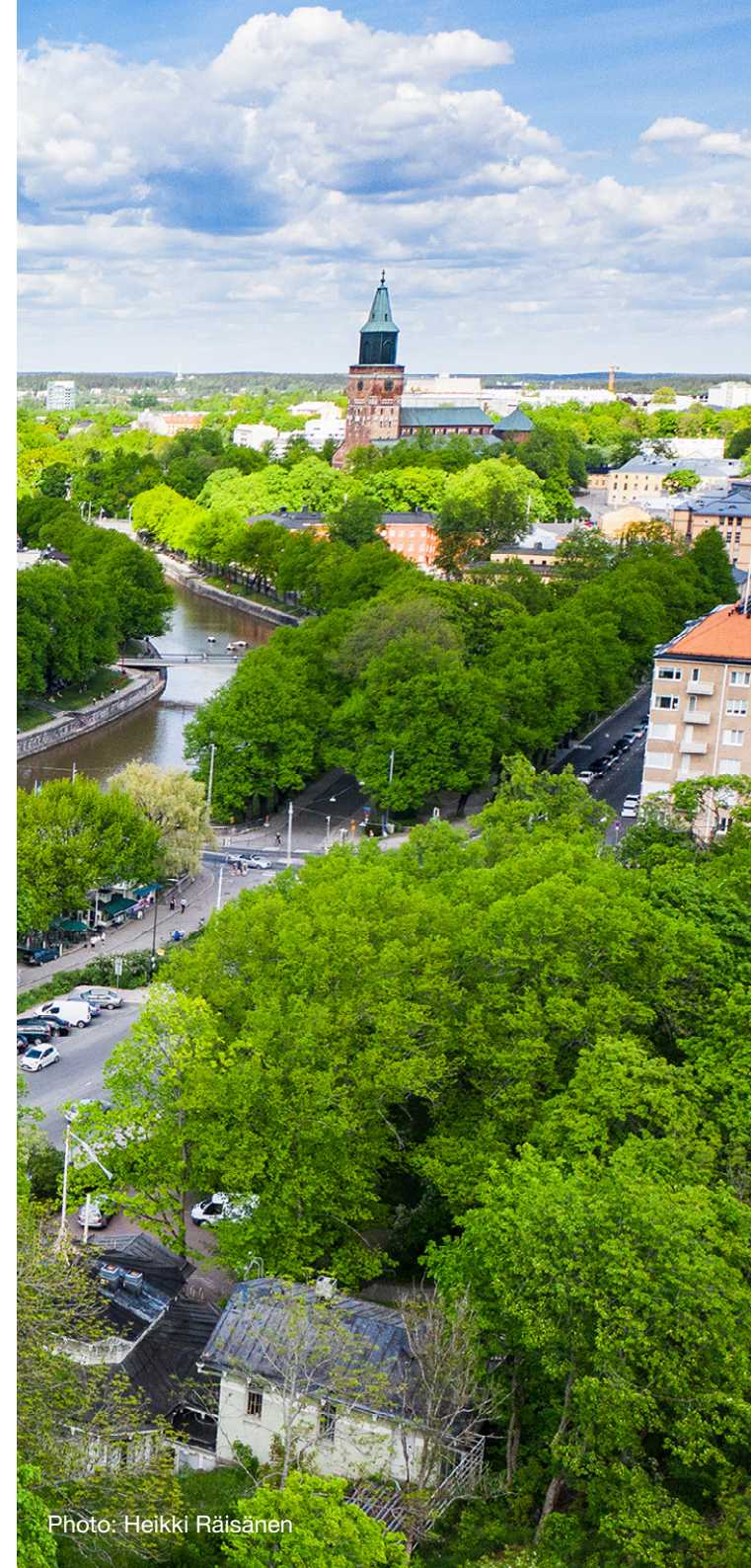


Photo: Heikki Räisänen



# 6. Spearhead projects

## **a) Science Park's spearhead project**

The existing spearhead project will continue, the action plan will be updated for the Council period.

## **b) Development of the city centre spearhead project**

The existing spearhead project will continue, the action plan will be updated for the Council period.

## **c) Competence spearhead project**

In Turku, our goal is to be an attractive and diverse global pioneer as a learning and competence environment. We are preparing a new competence-related spearhead project aimed at strengthening the regional competitiveness of the Turku region in the long run by investing in expertise and research and responding to megatrends such as digitalisation, urbanisation and climate change. Our aim is to increase the competence and education level of Turku residents, which will have a direct impact on the residents' well-being and income levels.

## **d) Spearhead project on balanced development of communality, well-being and residential areas**

Under the new spearhead project, we will implement action plans for reducing loneliness and supporting mental health during the term of the Council. We will ensure that the programmes for promoting integration and preventing exclusion that have already been approved have the right indicators for a successful programme implementation.

We confirm that the principle of reducing segregation is a primary objective in the development of suburbs. We strengthen the communality and participation of urban residents in the development of the city by, for example, implementing and updating the suburban programme to target the different suburbs of Turku and making them comfortable areas that support a good standard of living.

Exercise supports health and a good quality of life. It can also offer a sense of community, experiences and enjoyment in itself. Physical activity enhances well-being in a versatile manner. The pandemic has reduced the opportunities for exercise, and we now need to pay special attention to improve the situation.

The objectives for physical activity in the action programme are set together with clubs and organisations.

The action plan also extends to building an urban environment that encourages exercise. The programme will also aim to offer an opportunity for all children to participate in different leisure activities and reform grants from hobby clubs in order to ensure equality between different activities, genders and regions.

## **e) Cultural spearhead project**

Culture is a significant part of what makes Turku interesting and attractive. Art, culture and creative fields strengthen well-being and the vitality of the region. Culture contributes to a good standard of living and continuous learning, and it plays a particular role in promoting well-being and combatting loneliness. We are preparing a new spearhead project related to culture and, more broadly, the promotion of well-being. An action plan will be prepared to support the implementation of this project during the term of the Council

# 7. Internationality and networks

## – Globally influential Turku

Turku is an international city and we welcome all new residents. We ensure that new residents with an immigrant background are integrated in accordance with the integration plan.

We will ensure that the international school continues operating, and it will be moved to a more central location (e.g. Itäharju).

We are active in international networks that support the achievement of Turku's goals.



Photo: Petteri Mäntysaari

## 8. Tourism and accessibility – Eventful Turku

Turku is the capital of the world's most beautiful archipelago. Turku invests a lot in the development of tourism and to succeed, the city wants to encourage tourism service providers to come together. Accessibility by air and ship plays an important role and therefore the competitiveness of the airport and port operations should be ensured. Increasing international tourism is one of the key objectives of industrial policy. We promote new concepts for sustainable tourism.

We strive towards broader regional cooperation and we aim to better link our tourism goals and structures to the national Visit Finland entity.

Events are also an important part of the development of tourism. Interesting and versatile events bring tourists from both Finland and abroad to Turku. Ruisrock, Paavo Nurmi Games and Turku

Music Festival are the most important events in the summer and our most important partners. Our goal is to host interesting, high-quality events in the fields of culture, sport and science all year round.

The city's 800th anniversary year 2029 is a base for an event that lasts all year, and we will set clear goals for it.



Photo: Visit Turku, Jemina Sormunen



# 9. Turku, continuously improving

Leading the City of Turku is based on trust, leading through examples, openness and dialogue, but also on the clarification of direction and meaning in order to achieve the set objectives. Turku is a city that makes room for creativity and where we seek opportunities – not different ways to say no. Good leadership plays a key role in creating a more customer-oriented way of operating and as a result, people and operators in Turku must be able to get better service faster. The guiding principle of our operations is putting the residents and customers in the centre of all activities.

During the pandemic, we have shown that we are a fast and agile operator when needed. Even impossible things are now possible. In post-pandemic times, we have the opportunity to increase the level and pace of operating in order to further strengthen Turku's position.

We work effectively as a corporate group. We implement the guidelines of the decided ownership policy in a determined and logical manner so

that companies can act effectively in the chosen operating method, taking the challenges of the operating environment into account.

With the help of digitalisation, we facilitate the use of the services for the residents of the city and do things for them. We are creating a so-called inhabitant's account in Turku which will make it easy to manage your own services effortlessly from anywhere and at any time.

Better customer service also leads to more efficient operations. We also utilise digitalisation and data as a part of planning, permit services, street and road network maintenance and guidance.

Our goal is to make Turku an appealing employer. We appreciate the competence of our staff and encourage and support them in developing their own competence. We support management through many initiatives like further training.

Healthy employees can support others and

develop at work. This is why we invest in the well-being of our employees at work.

We utilise research information as a basis for our decision-making and promote a good culture of knowledge management. In cooperation with the universities in the region, we will establish an evaluation panel to assess the action plans, implementation and effectiveness of spearhead projects.

In construction projects, we will adapt a model in which new constructions and ownership of new city facilities are transferred to the company which is being established or to an existing company. The company will also assume responsibility for the maintenance of the premises.

We will allocate resources and establish operating models related to residents' participation, such as citizens' panel discussions. We will increase the share of resident budgeting so that the residents of the city have more opportunities to influence the development of their own residential area.

We will particularly encourage the involvement of young people as they do not yet have the opportunity to influence by voting.

We will regularly monitor the impacts and success of the change in the management system during the term of the Council and set more detailed sub-targets for the change. We will pay particular attention to the monitoring of changes in the decision-making structure, the operation of the mayor model and the setting of objectives for changes in the official organisation. We ensure that service thinking in accordance with the lifespan model becomes a part of the activities.

The Mayors will lead Turku as a uniform whole to implement this programme and ensure that the different roles of the Mayors are realised. As part of the reform in the management system, we will define the more detailed operating practices of the Mayors.



Photo: Pekka Vallila



# 10. Advocacy

Our most important targets for advocacy in the next term of the Council are:

- Implementation of the One-hour Turku Rail Link and an investment decision for the new rail link in a way that the connection can be introduced in 2030.
- Establishing a location of the National Drug Development Centre in Turku to strengthen the development of the pharmaceutical and diagnostic sector as one the economic cornerstones in Finland.
- Realising measures to protect the Archipelago Sea and obtaining adequate funding to improve the state of the most vulnerable, beautiful and polluted archipelago in the world so that it will still be there for future generations to enjoy and for strengthening biodiversity in our region.



Photo: Heikki Räisänen







# The rules of the Turku of Mayors programme and the commitment against racism

Each group signing the programme undertakes to comply with the objectives recorded in the programme in their full extent and on all levels of decision-making. The programme will be approved by the delegates of all participating delegation groups and by the deciding bodies of the organisations that influence the work of the groups.

As far as the budget is concerned, each group that signs it commits itself in its entirety to a shared, negotiated draft budget and acts accordingly also when deciding on the Council's budget.

Each group signing the programme undertakes to act in a manner that shows appreciation towards other groups and their members, both in connection with decision-making and elsewhere. We can resolve disagreements by discussing and listening to others. Blaming others or finding faults in them is not a way to find shared solutions. Participation must be based on trust and therefore other participants must have the right to assess the trust of an individual group in the implementation of the programme and in cooperation.

If a group or its member fails to comply with these rules and commitments, the group shall be deemed to have abandoned cooperation in promoting the Mayor's Programme; in this case, their representatives are also not able to act in jointly negotiated positions of responsibility, such as the Deputy Mayor or the speaker or Vice-President of a body. Behaviour that is infringing on cooperation is identified and recorded in a shared meeting of the groups to ensure that the infringement has been identified and sufficiently discussed together.

## Commitment by the Turku Councils to Combat Racism

1. The groups do not allow racist and xenophobic acts.
2. The groups commit to ensure that their programmes, principles, declarations or other similar statements do not include racist or xenophobic messages.
3. The groups will take action towards members who publicly spread racist or xenophobic opinions. In such cases, the groups dissociate themselves from the actions of individual members.
4. The groups will not take any action that would conflict with the measures taken by the City of Turku to improve the status of the foreign population and minorities.
5. The groups publicly demonstrate their willingness to promote accepting diversity.
6. The groups commit to promoting the equality and equal status and treatment of all people.





