Implementation of the renewed EU sustainable development strategy (EUSDS).

Finland’s progress report

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1. Climate change and clean energy

Objectives and actions of EU’s sustainable development

To limit climate change and its costs and negative impacts to society and the environment

- Achieving the Kyoto target
- Implementing the EU energy policy, security of supplies, competitiveness and environmental sustainability
- Adapting to climate change and its mitigation must be taken into account in all EU policies related to the issue
- Using renewable sources of energy (by 2010 an average of 12% of energy consumption, and 21% of electricity consumption)
- Raising the share of biofuels (5.75% of transport fuels)
- Reaching the targets of energy conservation (a 9% overall saving in end consumption of energy by 2017 as a target)

Actions (national):

- Promoting the use of biofuels in transport.
- Promoting the use of biomass; heating and cooling, electricity and transport, new sources of income and work opportunities in rural areas
- Promoting combined heat and power generation

Finland approved its climate and energy strategy in 2005 and is preparing a national long-term strategy.

In Finland, wood-derived energy accounts for about 80% of renewable primary energy. Most of it is produced as a by-product from the processes in the sawmill and paper industry. In the report on the future of the forest sector, it is set as a target that the use of forest chips will increase to at least 8 million cubic metres a year by 2015.

The cultivation area for plants receiving support for energy crops has increased in one year from 9,000 ha to 17,000 ha, and a few more biogas plants have also been established.

Biodiesel equipment has been purchased for farms and there are also larger biodiesel plants under construction.

About EUR 25 million has been awarded for support for investments in renewable energy each year (incl. the share of the European Regional Development Fund). The support focuses on the introduction of new technology, including wind farms and the introduction of bioenergy.

The Electricity Market Act was amended in 2007 to facilitate access to renewable energy networks.

The climate change awareness campaign was carried out in 2005–2007.

Energy conservation agreements between the Ministry of Trade and Industry, industry associations and local governments will be renewed in 2007.

The information and service centre MOTIVA’s activities (energy audits, promotion of energy conservation and renewable energy sources) are supported from the state budget. MOTIVA is launching a service centre for material efficiency as a new activity.
National implementation of the Energy Services Directive has progressed to the stage of preparing an action plan for the European Commission to define the savings target in energy units for 2008–2017 (9%).

Electricity produced with renewable energy is subject to tax aid. The introduction of feed-in tariffs is under preparation as a new action.

A development programme for second-generation biofuels for transport has been launched.

The Finnish Funding Agency for Technology and Innovation (TEKES) is preparing a new Strategic Centre for Science, Technology and Innovation (CSTI) in the fields of energy and the environment to meet the demands for technological development as a result of climate change.

The Climate Change Adaptation Research Programme has been launched as part of the National Strategy for Adaptation to Climate Change.

The Ministry of Agriculture and Forestry is preparing a bioenergy strategy for its own sector.
2. Sustainable transport

Objectives and actions of EU’s sustainable development

To ensure that our transport systems meet society’s economic and social needs whilst minimising their undesirable impacts on the economy, society, and the environment

- Decoupling economic growth and the demand for transport,
- Achieving a sustainable level of energy use in transport
- Transferring to environmentally friendly forms of transport in order to achieve sustainable transport and mobility systems
- Reducing noise, pollutants and greenhouse gas emissions
- Carbon dioxide emissions of new cars will be reduced to an average of 140 g/km by 2008/2009 and to 120 g/km by 2012
- Halving the number of transport fatalities from the 2000 level by 2010

Actions (national):

- Shifting from road transport to rail, water and public passenger transport
- Improving energy efficiency in transport with cost-effective actions.
- Focusing on alternatives in goods and passenger transport
- Progressing in actions to reduce adverse impacts of international marine and air transport
- Increasing road safety by improving road infrastructure, safer vehicles, and information campaigns
- Developing and implementing urban transport plans and systems, implementation of the Commission’s technical guidelines 2006

In Finland, the increase in transport strongly follows the development of GDP, which has grown an average of 3-4 per cent a year, road traffic volumes 2-3 per cent. Sustainable forms of transportation have steadily lost their market share, especially in passenger transport from public to passenger car transport. In the 2000s, the market share of public transport has fallen from about 17% to 15%. The share of passenger car transport has grown to more than 80% of the passenger transport volume. In goods transport, road transport has also increased. Rail transport has retained its market share relatively well, thanks to Russian transit transports.

In 2006, the Ministry of Transport and Communications prepared a new long-term framework for transport policy. In this ‘Transport 2030’ strategy, climate change was named as the most significant challenge in transport policy. Other key issues are related to the competitiveness of business, growing urban regions and increasingly depopulated rural areas, quality of the local environment, traffic safety and the utilisation of new, intelligent technology.

In order to put the new strategy into practice, the Ministry of Transport and Communications is preparing a report on transport policy, which will be given to Parliament to consider in November 2007. On the basis of the report, the Ministry of Transport and Communications will also prepare an action programme to implement the targets of Transport 2030.

The environmental targets of the Ministry of Transport and Communications are recorded in the environmental programme entitled “Liikenteen toimintalinjat ympäristökysymyksissä vuoteen 2010” (Transport strategy in environmental issues until 2010), concerning the entire administrative sector. The Ministry’s programme is supplemented by the environmental programmes of the agencies and civil service departments of the administrative sector, as well as by more detailed work programmes. The targets of sustainable transport are also supported by the Ministry’s public transport strategy, transport safety programme and accessibility strategy.
In February 2007, the Act on Restructuring Local Government and Services entered into force. According to the Act, the Helsinki Metropolitan Area and 16 other largest urban regions should draw up a plan on how to better reconcile land use, housing and transportation and how to make better use of the services in the region across municipal boundaries. These plans must be drawn up by 31 August 2008. Transport system plans purely related to transport have been drawn up on both the regional and local level already in the last millennium. There are a total of more than 20 local or regional plans completed, and five are under preparation. They cover all urban regions with a population of more than 50,000 and some of the smaller localities.

Reducing greenhouse gas emissions

In 2006, the total greenhouse gas emissions from transport in Finland amounted to about 14 million commensurable carbon dioxide tonnes. Transport emissions exceeded the target level of the national climate strategy by about nine per cent. Efforts are made to reduce emissions from transport, e.g., by having an impact on the volume and form of traffic, improving energy efficiency and increasing the use of biofuels.

In order to improve energy efficiency in transport, a new energy conservation programme for goods transport and logistics for 2008 – 2016 is under preparation. The planned focus areas of the programme include closer linking of energy conservation co-operation in goods transport with purchase contracts in transport services, training in economic driving, and stronger practical implementation of R&D knowledge. The energy conservation agreements in public transport are also to be reviewed in 2007. The Ministry of Transport and Communications is also taking part in the preparation of the national energy efficiency action programme.

Efforts have been made to promote the use of natural gas and other alternative fuels by removing fiscal and other structural obstacles. The Ministry of Finance is also preparing a proposal on amending the annual motor vehicle tax to be based on carbon dioxide emissions.

In April 2007, an act was issued on the promotion of the use of biofuels in transport, according to which the share of biofuels in transport fuels would be increased progressively from 2% (2008) to 5.75% (2010). The Ministry of Trade and Industry is launching a development programme on the development and introduction of production technologies for new, second-generation biofuels. At this stage, the development programme has been allocated EUR 9 million for 2007–2008, but it is the intention that the programme will also be continued after 2008. The first production plant for commercial second-generation biodiesel (NexBTL) is due to begin operations in 2007 and the second in 2008. The operating preconditions of FAME biodiesel production are investigated in a research project in 2007–2009.

Reducing exhaust gas emissions and exposure to noise

Nitrogen oxide, hydrocarbon and particle emissions from transport, which are harmful to health, have diminished as a rule in accordance with the targets of Finland’s national Air Pollution Control Programme. In road transport, emissions have reduced and will be reduced further along with cleaner fuels and tighter EURO norms. However, in city centres and other areas of heavy traffic, the contents of inhalable fine particles (PM10) and nitrogen dioxide (NO2) diminish air quality and pose a health hazard.

Noise abatement is directed by the national noise abatement plan and the Government’s decision-in-principle of May 2006. The Ministry of Transport and Communications aims to reduce the number of inhabitants living in noise areas exceeding 55 dB by 20% from the 2003 level by 2020. However, the implementation of noise abatement has suffered from a constant lack of funding. The noise abatement measures in existing routes have progressed as planned only with respect to air and railway traffic. The noise abatement measures in road traffic have not progressed. There are still as many or possibly slightly more people living in areas of road traffic noise exceeding 55 dB than in 2003. Currently, about 350,000 inhabitants are exposed to road traffic noise exceeding 55 dB. Of these, about 41,000 are living in noise areas exceeding 65 dB, which is a particularly serious problem. In order to accelerate the implementation of noise abatement measures, a
working group report for noise abatement in road and rail traffic was completed in May 2007 with the purpose of allocating necessary budget funding for noise abatement projects.

**Improving road safety**

The Ministry of Transport and Communications is implementing the Government's long-term road safety vision, according to which the number of traffic fatalities must be below 250 in 2010. The necessary actions to reach this target are listed in the Road Safety 2006–2010 programme of the Ministry of Transport and Communications. In 2000, there were a total of 396 traffic fatalities in Finland. Since then, the number has fluctuated around 400. According to preliminary data, there were about 330 fatalities in 2006. The trend in early 2007 has not been good, and the number of fatalities and injuries is on the rise again.
3. Sustainable consumption and production

Objectives and actions of EU’s sustainable development

To promote sustainable consumption and production patterns

- Promoting sustainable consumption and production patterns by having an impact on social and economic development
- Improving and promoting environmental and social targets set for products and production processes
- Achieving by 2010 an EU average level of green public procurement equal to that currently achieved by the best performing MSs
- EU should seek to increase its global market share in environmental technology and environmental innovations

Actions (national):

- Dialogue with enterprises and appropriate interest groups with the objective of setting performance targets for products and production processes concerning environmental and social aspects
- Environmentally friendly public procurement at the local and regional level
- Promoting social and eco-innovations and environmental technologies
- Extending energy-efficiency labelling schemes not only for electrical appliances and cars, but also for other product groups harmful for the environment
- Information campaigns aimed at retailers and other organisations to promote sustainable products, including organic farming, fair trade products and environmentally sustainable products

A programme on the promotion of sustainable consumption and production was completed in Finland in June 2005 at the proposal of a broadly-based committee. The programme presents a vision until 2025, as well as the targets and actions to promote sustainable consumption and production. The target is to increase eco-efficiency in future Finnish production throughout the product chain and to raise eco-efficiency to the top level in the world.

The information and service centre Motiva Oy launched a material efficiency project in May 2007. Materia-Motiva, a service centre for material efficiency, is scheduled to start operations in early 2008. The service centre will provide services and tools for industry and commerce, as well as guidance in material efficiency for consumers and public organisations.

The Environmental Cluster Research Programme (2006–2009) funds new projects that investigate the environmental impacts of consumption. The objective is to develop, e.g., methods and illustrative tools to improve the eco-efficiency of households (the FinMIPS project) and to refine the responsibility of the food chain in co-operation with industry and commerce (ConsEnv and ‘Responsibility of food chains’ projects).

The Ministry of the Environment in co-operation with research institutes has developed an Eco-Benchmark for illustrating the environmental impacts of consumption.

An action programme to promote the sustainability of public procurement at both state and regional level will be completed in 2007. The objective is to increase green procurement in construction and service contracts as well as in the acquisition of electricity, energy-consuming appliances and foodstuffs.

The Ministry of Trade and Industry has given a recommendation on energy efficiency in public procurement.
The targets of the Government programme are the diminishing use of fossil fuels and exports of climate technology.

The environmental impacts of consumption and production are investigated in the extensive ENVIMAT project, the results of which will be available at the end of 2008. The ENVIMAT project studies the environmental impacts of material flows in Finnish production and consumption by sector and product group. In addition to domestic loads, the project takes into account the environmental impacts of imports outside the Finnish borders. These results will be utilised, e.g., by launching a dialogue with an interested sector to promote material and energy efficiency.

The Ministry of the Environment is currently preparing the introduction of the EMAS Eco-Management and Audit Scheme.

The Ministry of the Environment together with the Ministry of Finance and various research institutes has studied the possibilities of introducing taxes that would steer production and consumption in a more favourable direction with respect to the environment. The conclusion of the report by the Ministry of Finance was that it is difficult implement an ecological tax reform so that taxation on the workforce could be significantly reduced by increasing environmental taxes. Instead, it was deemed as possible to develop environmental taxation in order to reach environmental targets. Reports on environmental tax e.g. on fertiliser and soil tax and NOx tax were carried out in the last Government's term. There have also been reports on waste and electric heating tax, which are also included in the new Government Programme.

Organic plant production (about 133,000 ha) is supported within the environmental support system under the Horizontal Rural Development Programme 2000–2006 (continuing until 2007), as well as organic livestock production since 2005. About EUR 15 million was paid out as plant production aid and just under EUR 2 million as livestock aid.

Investment in research projects on organic production amounted to EUR 6 million in 2003–2006. State aid for organic guidance has exceeded EUR 500,000 a year, and aid for organic production has amounted to about EUR 700,000 each year.
4. Conservation and management of natural resources

Objectives and actions of EU’s sustainable development

To improve the management of natural resources, to avoid their overexploitation and to recognise the value of ecosystem services

- Improving resource efficiency
- Promoting eco-efficient innovations
- Improving the management of renewable natural resources, avoiding overexploitation, restoring degraded marine ecosystems by 2015, achieving Maximum Sustainable Yield in Fisheries
- Halting the loss of biodiversity
- Achieving four global objectives on forests by 2015
- Preventing waste generation and boosting the efficient use of natural resources, applying life cycle thinking, promoting reuse and recycling

Actions (national):

- Agriculture and fishing: further action with rural development strategic guidelines, reform of the Common Fisheries Policy, legislation on animal welfare, biomass use
- More efficient sustainable forestry
- Natura 2000 network
- Implementing EU strategy on biodiversity
- Integrated Water Resource Management

Biodiversity

The strategy on the protection of biodiversity and sustainable use of the Finnish nature for 2006–2016 was approved in December 2006. The strategy and the supplementing action programme continues the Finnish Programme on Biological Diversity 1997–2005. The basic policies of the European Commission’s Communication entitled ‘Halting the Loss of Biodiversity by 2010 – and beyond’ of 22 May 2006 have been taken into account in the preparation of the strategy and action programme.

The action programme includes 110 concrete proposals for action to implement the strategy. The targets of the strategy and action programme are to halt the biodiversity loss of Finnish nature by 2010 and to stabilise the favourable development of the status of Finnish nature during 2010–2016. They are also used for preparing for global environmental changes imposing on Finnish nature and for consolidating Finland’s global influence in the conservation of biodiversity. Efforts are made to agree on the share of responsibility of actions between the administrative sectors of the government, and a broadly-based working group has been appointed to promote implementation and monitoring. Target schedules have also been presented for the actions, and their implementation will be monitored phase by phase.

A number of actions implemented recently, especially in forests and the agricultural environment, have promoted the safeguarding of Finnish biodiversity. These are based on amendments to acts, for example, protected natural habitat types in the Nature Conservation Act, preservation of habitats of special importance in the Forest Act, protection of the natural habitat types in the Water Act, preparation of the Natura 2000 network, and the support system for sustainable forestry. Other significant methods have included new recommendations for the management of commercially managed forests, natural resource management planning by Finnish Forest and Park Service, restoration of nature reserves, and environmental subsidy systems in agriculture. There has also been clear and permanent change in the direction of actions, as well as in attitudes. First-time
drainage has been removed from forest planning and subsidy systems, and landowners' views are taken into account in a better way in the safeguarding of biodiversity.

The objectives of environmental subsidies in agriculture are to promote sustainable agriculture and horticultural production in order to reduce the environmental load from production, to safeguard the maintenance of biodiversity in agriculture and the cultural landscape, and to maintain the preconditions of production at a good level also in the long term.

Finland is participating in all international agreements or processes that are global or concern Finland on a regional scale and in which the protection of biodiversity and sustainable use are a significant target. Finland also aims to promote the protection of biodiversity within these agreements or processes on a global scale. Supporting the developing countries in the implementation of environmental agreements has been recorded in the Development Policy Programme ratified by the Government. Development co-operation in the Finnish environmental sector has been and will be developed further with respect to the targets and actions in the protection and management of biodiversity and sustainable use. Finland is also investing in nature conservation co-operation with Russia in North-West Russia and in the Arctic regions.

The Finnish sustainable development strategy includes several measures with respect to the protection of biodiversity, which are not included in the EU sustainable development strategy. These apply to, e.g., providing for changes to nature caused by climate change with long-term adaptation programmes, introducing innovative and comprehensive planning approaches, developing economic incentives, finding opportunities related to economy and employment, awareness raising and increasing multi-disciplinary research.

The Natura 2000 network

The selection of areas for the Natura 2000 network is almost complete. The total area of the Natura 2000 network is about 4.9 million hectares. Finland has proposed to the European Commission a total of some 4.8 million hectares to be connected to the network in accordance with the Habitats Directive. So far, some 4.6 million hectares of these have been included in the network by the Commission's decisions. A decision on the rest of the areas is currently under preparation at the European Commission. A total of some 3.1 million hectares of SPA areas in accordance with the Birds Directive have been notified to the European Commission. The areas are largely overlapping with areas in accordance with the Habitats Directive.

Finland is still preparing a supplementary proposal on some of the areas to the Commission. Furthermore, the Ministry of the Environment has launched a research project on possible supplementary needs in marine areas, especially in the Finnish economic zone. Any supplements to be presented on the basis of this research project will be decided by the Government in 2008.

The protection of these areas is implemented by establishing conservation areas in accordance with the Nature Conservation Act and by drawing up plans for the management and use of lands, if necessary. The development of measures in the conservation of species has focused on, e.g., drawing up plans for the management of beasts and taking the flying squirrel into account in forestry, construction and other land use.

Forests

The Finnish forest area is not diminishing; three-quarters of the land area, or 23 million hectares, are covered by forests. The volume of trees in forests is also constantly increasing; the current volume of trees is 2,176 million m³, showing an increase of 46% since the early 1970s. The annual growth of trees totals 97 million m³ and the annual loss was an average of 69 million m³ in 2001–2005. Protected forests or those in restricted commercial use constitute 2.9 million hectares in Finland. This is 13% of the total forest area, i.e. of the area of forest land and scrubland. The majority of these areas are located in Northern Finland where they constitute 22% of the forest area. In Northern Finland 15% and in Southern Finland 2% of forests are completely outside felling and under strict conservation.
The National Forest Programme 2010 was approved in 1999. The target of the programme is to safeguard work and living based on forests, biodiversity and vitality of forests and the recreational value of forests for citizens. In 2006, the Forest Sector Future Review was completed, acting as the basis for updating the National Forest Programme.

The Government is supporting private forest owners in accordance with the Act on the Financing of Sustainable Forestry in both wood production and nature management. The supported types of work in wood production have a long-standing impact, are often unreasonably expensive for private forest owners compared with their wood-production significance and safeguard the general implementation of social targets in forestry.

New methods of safeguarding biodiversity have been developed, e.g., in connection with the Southern Finland Forest Biodiversity Programme (METSO, 2002). The first phase of the METSO programme, which is built on forest conservation methods based on voluntary participation by landowners (natural values trading, competitive bidding and co-operation networks), will end in 2007. Preparations for the new METSO programme for 2008–2016 have been launched on the basis of an appraisal prepared as extensive multi-disciplinary co-operation, which was completed in 2006. In 2006, several new forest conservation areas were established, with the most important being the Meikko primary forest and Sipoonkorpi.

**Fishing**

The key basis for the regulation of commercial fishing in the sea areas is the utilisation of fish stocks within the limits of sustainable use. The Common Fisheries Policy of the European Union defines the catch quota for key species that are fished on a commercial basis. Fishing is monitored in accordance with the National Control Strategy for Fisheries in Finland. The strategy was drawn up by the Ministry of Agriculture and Forestry in 2006. The control strategy is scheduled for updating every year.
5. Public health

Objectives and actions of EU’s sustainable development

**To promote good public health with equal preconditions and to improve protection against health threats.**

- Improving protection against health threats
- Improving food and feed legislation
- Promoting high standards of animal health and welfare
- Curbing the increase in lifestyle diseases and chronic illnesses
- Reducing health-related inequality
- Chemicals are handled and used in ways that do not pose significant threats to human health and the environment
- Improving information on environmental pollution and adverse health impacts
- Promoting mental health and to tackle the risk factors of suicides

**Actions (national):**

- Preparedness to tackle health threats
- Special attention to background factors related to lifestyle, such as drugs, alcohol abuse, poor diet and lack of exercise
- Health policies are used to help women and men achieve a positive attitude in order to promote their well-being
- Implementing EU strategy against the HIV virus and AIDS
- Informing and carrying out research on environmental pollution and adverse environmental impacts
- Integrating environmental and health aspects in transport policy decision-making

The Government has decided to launch a policy programme for the wellbeing of children, youth and families. This includes a service system that guarantees children's day care as a subjective right. The contents of the day care service have been developed by producing the National Curriculum Guidelines on Early Childhood Education and Care in Finland as a national recommendation in 2003. Almost all local authorities (98%) have drawn up local plans for early childhood education. A policy programme for health promotion has also been launched.

A national preparedness plan for an influenza epidemic has been drawn up by the Ministry of Social Affairs and Health. In connection with this, the National Public Health Institute implemented an extensive training programme on pandemic preparedness and directed the planning and implementation of the preparedness of various administrative sectors. The National Public Health Institute directed a nationwide telephone advisory service on influenza pandemic and developed and introduced bird flu diagnostics tools in co-operation with the Finnish defensive forces.

The execution of the Alcohol Programme 2004–2007 with the objective of reducing alcohol-related problems. The targets of the Government’s decision-in-principle on alcohol policy (2003) are to invert the trend in the overall consumption of alcoholic beverages, to reduce alcohol-induced adverse effects on the wellbeing of children and families, and to reduce the hazardous use of alcoholic beverages.

As part of the efforts to reduce the consumption and adverse effects of alcohol, Parliament passed alcohol policy regulations on 7 February 2007.
The Alcohol and Occupational Health project studies and develops co-operation between the occupational health service and the workplace in order to develop an early intervention operations model for preventative alcohol and drug work. The project was launched in January 2007.

The drug policy has implemented the 2004 Government Resolution on a Drug Policy Action Plan for 2004-2007. For example, co-operation between various authorities has been developed, the criteria for preventative alcohol drug work have been drawn up and the treatment opportunities for drug abusers have been improved within the action plan. Drugs testing has also been harmonised with new legislation, and the position of those tested has been clarified with the objective of a drug-free workplace.

Training in preventative alcohol and drug work for the occupational health service and workplaces was launched in 2007. Dissemination of the quality criteria for preventative alcohol and drug work has also been launched.

Preparation for the project on reducing socio-economic health differences was launched in early 2007 and will be completed by the end of the year. The objective of the project is to identify policy areas and actions to achieve the national target of reducing socio-economic health differences. The target for reducing health differences was presented in the Health 2015 public health programme in 2001.

The Government has made a decision-in-principle on the implementation of health-enhancing physical activity with multi-administrative co-operation.

The Work/Life Balance programme of the Finnish Institute of Occupational Health supports the balancing of work, family and other spheres of life in various life stages, creates a good and equal work culture, strengthens the development of equality and develops the assessment of gender equality and diversity.

The MONIKKO project within the Work/Life Balance programme studies and develops practices that promote diversity and increase gender equality, promote interaction between people of different ages and erase discriminatory practices related to ethnicity. The impacts of the costs resulting from family leave on the individual’s career, income trend, well-being at work and the profitability of enterprises are examined as part of the programme entity.

The Health 2015 public health programme (2000-2015), approved by the Government, states that physical activity is significant in the promotion of public health. Therefore, a national physical activity programme is under preparation with the objective of supporting citizens’ own physical activity and health choices and that way promoting well-being.

In the five-year period (2005-2009) of the nationwide Fit for Life programme (a physical activity project funded by the Ministry of Education and the Ministry of Social Affairs and Health), the objective is to help people over 40 years of age to start taking physical exercise and to create permanent physical activity services for adults.

The Committee for Health-Enhancing Physical Activity is a co-operation body established by the Ministry of Social Affairs and Health for three years, 2005-2008, representing key ministries and interest groups, including the Ministry of Education. The committee presents proposals and gives statements on matters concerning health-enhancing physical activities.

A so-called Centre of Expertise on Serious Chemical Threats (C Centre of Expertise) has been established in Finland. The Centre will provide support for authorities responsible for the situation in chemical accidents, when necessary.

A national programme on hazardous chemicals was published in 2006 in accordance with the 2003 Government programme.
6. Social inclusion, demography and migration

Objectives and actions of EU’s sustainable development

To create a socially inclusive society so that social solidarity internally and between generations is taken into account and improvement in citizens’ quality of life is ensured as a precondition for sustainable welfare of individuals

- Reducing the number of people at risk of poverty and social exclusion
- Ensuring high level of social and regional cohesion and respect of cultural diversity
- Updating social security, taking demographic change into account
- Increasing the labour market participation of women and older workers
- Increasing employment opportunities for migrants, to facilitate integration of migrants and their family members
- Reducing adverse effects of globalisation to workers and their families
- Improving youth employment. At the end of 2007, all unemployed school-leavers should be offered a job within six months
- Improving labour market participation of people with disabilities

Actions (national):

- Actions to reduce child poverty
- Social services actively contribute to social participation and social inclusion and support growth and employment targets.
- Implementation of European youth agreement
- Implementation of European agreement on gender equality
- Member States should be able to reduce public debt at a satisfactory rate, raise the unemployment rate and increase productivity, as well as reform their systems on health services and long-term care
- Member States to meet the challenges resulting from demographic change; for example, by promoting strategies on active and healthy ageing, balancing work and family life, improving families’ living conditions while taking into account the impact of migration
- Policies to support the integration of migrants and their families

Sustainability of public economy

In order to safeguard the sustainability of public economy, the Government has committed itself to a guideline for action to reinforce public economy in accordance with the current stability programme in Finland. The objective is to form a structural surplus in public economy corresponding to one per cent of the GDP at the end of the legislative period as a result of structural reforms that support employment. Increases in expenditure and tax depreciations are scheduled so that a steady economic trend is not jeopardised and the surplus target is reached. The Government is presuming that the deficit in public economy may not exceed 2.5% of GDP even in an exceptionally poor economic trend. If the deficit seems to rise above this according to forecasts, the Government will immediately propose the necessary measures, e.g., to reduce expenses to prevent the exceeding.

Promotion of health and employment and prevention of social exclusion

The Functioning Child & Family project develops tools for the use of health and social care, various co-operation bodies and organisations to support families and children and to prevent children’s
disorders when a parent has a serious illness or psychological difficulties. Another objective is to reinforce co-operation between various services.

The Finnish Institute of Occupational Health has a KESTO action programme for 2004–2007 with the objective of developing and implementing practical measures to meet the focus areas in the strategies of social and health care policy 2010: promoting health and capacity to function, increasing the attractiveness of working life and preventing social exclusion.

The factors having an impact on the work and functioning ability of young people, developed operation models to improve young people’s preparedness in working life and to promote employment have been studied in the action programme on the Young People and Work. Attention is also paid to issues on the transfer to working life and young people’s special risks in working life. In the programme, a tool and instructions for its use suitable for different levels of education have been developed. With the tool, various players can assess the status of the welfare and study conditions of their educational establishments and jointly plan, carry out and evaluate their operations.

Legislation on the occupational health and safety of young employees has been reformed, with the most essential being the decree on occupational health and safety of young employees and the decree of the Ministry of Social Affairs and Health on the list of hazardous tasks for young employees.

The aim has also been to ease the problems in working life and establishing in working life of people excluded due to their age. The solutions include new innovations increasing the management of work, career and work orientation and prolonging the working career, as well as supporting the attitude and functional changes in working life. Methods and ways of operation that promote age integration are disseminated through systems guiding working life and its quality, human resources management and the occupational health system.

Cultural diversity

The primary objective of the programme for the accessibility of arts and culture 2006–2010 is to reinforce the rights of language and cultural minorities and the cultural rights of disabled minorities.

The objective of the rural culture programme 2005–2008 is to reinforce co-operation between cultural bodies in rural areas and to promote cross-sector co-operation between various policy programmes. Another aim is to produce inspiration, ideas and initiatives for bodies involved in cultural development work.

A co-operation project on the welfare is currently under preparation by the Department for Cultural, Sport and Youth Policy of the Ministry of Education. The Ministry of Social Affairs and Health is also involved in the project. A development project for suburbs, including cultural aspects, is also being launched with the leadership of the Ministry of the Environment.

In March 2007, the Finnish Institute of Occupational Health completed a study on immigrants, as a result of which it has published a book entitled ‘Monikulttuurisuus työn arjessa’ (Multiculturalism in everyday working life), which helps managers and personnel in human resources, occupational health and safety and occupational health service to support multicultural work communities.

Raising the employment rate and improving the functioning of the labour market

In 2006, the employment rate in Finland was 68.9%, exceeding the Lisbon intermediate target. The Lisbon employment rate targets for 2010 have been reached with respect to women (67.3%) and 55–64-year-olds (54.6%).

Finland reported on its actions to promote employment in the Finnish National Reform Programme under the Lisbon Strategy in October 2006. In the Finnish National Reform Programme, raising the employment rate and improving the functioning of the labour market were set as the key targets of the employment policy.
Actions aiming at these targets were grouped into three focus areas: extending work careers, improving the incentives of tax and benefit systems and wage formation, and improving the balance between labour demand and supply.

Efforts are made to extend work careers by three sets of measures at both ends. First of all, steps will be taken to support the graduation of young people and to facilitate their placement in the job market by means of both education and counselling. Secondly, older people will be encouraged to remain at work by means of pension policy measures and by supporting employers who hire older people. Thirdly, various training, rehabilitation and development programmes and new labour and social legislation will be introduced to promote well-being at work and to strengthen the qualifications and working capacity of adult employees.

The Government decision-in-principle of October 2006 outlines actions for the promotion of eWork and telework. The key target of the decision in principle is to improve the quality of working life and productivity and to promote ecologically and socially sustainable working methods. Another target is to improve regional policy related to the technical and service infrastructure, the natural environment, local expertise and networking.

The municipal and service structure project (PARAS) and the Government productivity programme, the implementation of which is continued by the Government, play a key role in the mitigation of the growth in public spending. The target of the Government productivity programme is to safeguard the functioning of the labour market as the working-age population diminishes by boosting Government activities to guarantee sufficient labour force reserves for the private sector.

Employment and integration of migrants

The Government Migration Policy Programme, which was approved in October 2006, states that the unemployment of overseas nationals living in Finland permanently has remained high (about 24% in 2006) and their employment rate has remained low (about 46% in 2005).

The programme proposes that the permit system on the migration of labour force should be simplified. Entrepreneurship of migrants should also be promoted and the recognition of qualifications gained overseas should be improved.

According to the programme, Finland will create a guidance system supplementing the integration system that takes individual needs into account, with the objective of promoting a migrant's coping in working life and in society while staying in Finland. Guidance within the integration system will also be boosted especially by introducing a broadly-based framework programme on migration, ethnic relations and integration. The study opportunities for migrants will also be improved.

Reducing the negative effects of globalisation

The operational model for employment and change security was introduced in 2005 as part of the General Policy Incomes Settlement (TUPO). The operational model for change security will improve the re-employment of employees dismissed on account of economic and productive reasons by co-operation between employers, employees and the labour administration in dismissals and by offering to dismissed employees a versatile service selection by the public employment service as early as possible already during the period of notice.

Promotion of employment for unemployed persons difficult to place

In Finland, 45% of the total number of the unemployed and those receiving support are so-called unemployed people difficult to employ. However, the numbers are showing a slight decline. The long-term unemployment rate (2%, women 1.8%) is below the EU average, and the activation degree target for the long-term unemployed has been exceeded (25% in 2005). The activation degree for the unemployed was 24% and for the unemployed with disabilities 21.1%.

The number of long-term unemployed participating in active measures will be increased by 50 per cent by the end of 2008.
Promoting increased employment of young people and well-being at school

In 2005, Finland adopted a social guarantee for young people, according to which a young unemployed person must be offered a training or workshop place within 3 months.

The focus of the overall education policy is the welfare of children and young people, early intervention in problems, participation and young people under a threat of social exclusion. The Ministry of Education has launched a package of measures for 2006–2011 to increase well-being at school, to prevent social exclusion and to develop schools as a community that promotes the welfare of children and young people.

The package of measures for the promotion of well-being at school consists of a number of development projects offering various aspects to well-being. The focus group is composed of pupils in basic education, their parents, teachers and student welfare personnel, as well as school communities. All of the development projects are long-standing, nationwide and comprehensive, and efforts are made to establish their measures as part of the operations of all schools. The development projects produce concrete measures, material and training for the use of schools. Research is also carried and the effectiveness of the measures is assessed.

The focus areas of the development activities include prevention of problems and early support, structural and content-based development of student welfare, development of the teaching of pupils of comprehensive school age with a migrant background, promotion of a working culture within the community, prevention of premature school leaving and the development of the structure of the school day.
7. Global poverty and sustainable development challenges

Objectives and actions of EU’s sustainable development

To actively promote sustainable development worldwide and ensure that the European Union’s internal and external policies are consistent with global sustainable development and its international commitments

- Contributing to the improvement of the international environmental governance
- Raising the amount of development assistance, increasing the efficiency of development assistance policy; amount of development assistance to 0.7 per cent (GNI) by 2015
- Taking sustainable development issues into account in all EU external policies

Actions (national):

- Implementing the EU Water for Life initiative, the EU Energy Initiative, matters agreed on renewable sources of energy in Johannesburg, and the strategic approach to international chemicals management
- Implementing the EU strategies on Africa, Latin America and the Pacific
- Stepping up efforts on global sustainable development in international trade and investments

Finland has actively promoted, for example, decent work in various international forums. During its EU Presidency in 2006, Finland passed the conclusions on the matter to be approved by the Council. The matter was also discussed at the meeting of the UN Economic and Social Council and with Asian countries within the ASEM co-operation.

The Government is securing an appropriation development that takes Finland towards the 0.7 per cent target set by the United Nations. The Government is also actively participating in the international debate on innovative funding mechanisms and debt relief programmes for developing countries. The development co-operation must focus on the productiveness of work, division of tasks between donors and the ownership of recipient countries. In its development policy, Finland emphasises environmental and climate issues, crisis prevention and support for peace processes in a stronger way than before.
8. Education and training

Objectives and actions of EU’s sustainable development

- Training on the sustainable use of energy and transport systems, sustainable consumer habits and production practices, health, media competences and responsible citizenship

The development of education and training that promotes sustainable development is outlined by a number of international and national strategies and action plans that support one another.

In 2006, the Ministry of Education’s working group on the promotion of sustainable development in education and training completed a strategy on the national implementation of the regional Baltic 21E programme and the United Nations Decade of Education for Sustainable Development. The strategy also includes recommendations on the promotion of sustainable consumption and production. The strategy emphasises the promotion of sustainable development by following the mainstreaming principle in both education and training and in research.

In 2006, the Finnish National Commission on Sustainable Development produced a Finnish National Strategy of Education for Sustainable Development 2006–2014, the implementation of which has progressed according to plan.

In practice, all international and national strategies and targets require that the promotion of sustainable development is clearly included in the regulations or other standards concerning the education sector. Sustainable development has already been taken into account as a separate subject matter in the new national core curriculum for both basic and general upper secondary education. In vocational training, sustainable development has been taken into account in training development work and on the general level in the core curricula. Promotion of sustainable development is supported in the development work of polytechnics, and it is mentioned as a general objective in the performance agreements between the Ministry of Education and universities. The Government’s development plan for education and research for 2003–2008 also states that sustainable development is promoted in both education and research.

Currently, the building of action plans for sustainable development, creating contacts and planning of co-operation forms with local players are the key elements in the development of education and training. The general development of environmental education aims to boost co-operation with administrative branches between the Ministry of Education, the Ministry for the Environment and other essential administrative branches dealing with environmental issues.

The Ministry of Education has promoted the creation of regional co-operation network to support training and education promoting sustainable development and supported the development of co-operation models in the organisation of seminars. The development of teaching material promoting sustainable development has also progressed. For active citizenship, a website in the portal entitled ‘EDU.fi – teacher’s web service’ maintained by the Ministry of Education has also been opened. The website is linked to the Youth Participation Project 2003–2007 to develop local participation structures and to prevent social exclusion of young people.
9. Research and development

Objectives and actions of EU’s sustainable development

- Promoting research on the interaction of social, economic and ecological systems and the methods and tools of risk analysis, back and forecasting method, and prevention systems
- Extending the national income accounts to take into account stock and flow concepts and non-market work, as well as satellite account, which includes, for example, environmental expenses and material flows, taking international best practices into consideration

In 2006, the Science and Technology Policy Council with the leadership of the Prime Minister approved the policy report ‘Science, Technology, Innovations’. The report includes the Council's national strategic policies and a development programme for the development of sustainable and balanced society and economy in the future years.

According to the report by the Science and Technology Policy Council, it should be possible to direct resources in a more focused way in the next few years. The most important new co-operation areas in the public and private sector are the Finnish centres of excellence, which are to be established. They are international centres of science, technology and innovation activities in key fields with respect to the future of Finnish industry and commerce and society. The Science and Technology Policy Council has deemed that, in the first phase, concrete actions should be taken in the following theme areas: energy and the environment; metal products and machine construction; the forest cluster; health and wellbeing; and the information and communication industry and services. The Ministry of Education and the Ministry of Trade and Industry appointed a management group to guide and evaluate the implementation of the operations.

A working group on the utilisation of research results of universities has presented, for example, that universities could determine their targets of social interaction in their strategies to support their profiles and focus areas and that the Ministry of Education could support and monitor the structural development of the innovation services of universities. The programme of the Government that took office in April 2007 states that a leading university in research and education would be implemented by combining Helsinki University of Technology, Helsinki School of Economics and the University of Arts and Design Helsinki. The Ministry of Education has published an action plan to promote research education and research careers for 2007–2011.

Finland continues to increase funding for research and development activities with the objective of increasing public and private R&D funding to 4 per cent of the GDP.

The Academy of Finland has continued to fund the top national research units. The strategy creates preconditions for the development of high-standard, creative and efficient research environments where research of a top international standard may be created. The programme was launched in 1995 and it has involved dozens of research units.

In addition to technology, the operation of the Finnish Funding Agency for Technology and Research (TEKES) has expanded to also include the development of service innovations in a stronger way than before.

For the programme period of the centres of excellence programme in 2007–2013, 13 clusters of excellence were designated, including a total of 26 centres of excellence. The objective of the programme is to support the development and competitiveness of the areas, but the international aspect is also emphasised in the operations.
### 10. Financing and economic instruments

#### Objectives and actions of EU’s sustainable development

- **Using economic tools to promote market openness and prices to correspond with the true economic, social and environmental costs of products and services**
- **Considering new action to transfer the focus of taxation from work towards consumption of resources and energy and/or pollution**

The Government Programme includes plans to increase proceeds from environmental taxes by a total of EUR 300 million during the Government’s four-year term. For this purpose, waste tax, light fuel oil, petrol, diesel oil, electricity tax for domestic consumers, and coal tax would be investigated.

Oil waste duty, which is collected of lubricants and lubrication products, was raised in early 2007 by 5.75 cents/kg (previously 4.2 cents/kg). Electricity tax for household consumers and taxation on coal will also be increased.

Possible increase in waste tax is being investigated, as well as the introduction of pricing models for transport based on actual use and the testing of smart toll systems. Reforms in vehicle technology and favouring low-emission vehicles in annual taxation of vehicles must also be accelerated.

The Government aims to significantly increase the use of renewable sources of energy from the current level of about 25%.

The Government is accelerating more widespread use of bio-based fuels that reduce transport emissions first with legislative measures and later with market-driven steps as soon as the technological development of the sector, domestic production and reasonable pricing of biofuels allow.

Depreciation of taxation on work will be continued. According to the Government Programme, the depreciation of income tax would amount to EUR 1,110 million.

When developing energy taxation, emissions trade and waste taxation, it is necessary to make compromises with respect to the consistency of environmental policy. The energy-intensive industry and agriculture has been granted – and will be granted – relief for reasons of industrial policy as well as for social reasons.
11. Communication, mobilising actors and multiplying success

Objectives and actions of EU’s sustainable development

- Action and other processes such as the Agenda 21 local programmes, local authorities and towns should be encouraged to sign and implement the Aalborg Commitments

In February 2007, the Finnish National Commission on Sustainable Development established a regional and local sub-committee to promote sustainable development in regional and local government and in their mutual co-operation. The task of the sub-committee is to promote the implementation of the national sustainable development strategy (2006) and to make initiatives for the national sustainable development process. Other tasks of the sub-committee are to promote linking of sustainable development work as part of the strategy work and planning system of the local authority, to create preconditions for the implementation of sustainable development in the everyday activities and decision-making of local authorities and to promote the implementation of the Aalborg Commitments. The sub-committee’s term of office began on 7 June 2007.

The membership of the sub-committee consists of representatives of central, regional and local government and actors in the civil society and other key experts of sustainable development.
### Objectives and actions of EU’s sustainable development

- **National strategies for sustainable development ready by 2007**
- **Progress report to be implemented once every two years**
- **Developing and reviewing the indicators**
- **Each country appoints a contact person for the strategy for sustainable development**
- **Peer reviews of the national strategies for sustainable development**
- **Member States should consider strengthening / setting up multi-stakeholder advisory councils on sustainable development**

Finland’s national strategy for sustainable development, 'Towards Sustainable Choices. A Nationally and Globally Sustainable Finland', was published in June 2006 in co-operation with administration, business life and civil society. The strategy and the related indicators were approved unanimously at the meeting of the Finnish National Commission on Sustainable Development (FNCSD) with the leadership of the Prime Minister. The Government also approved a decision-in-principle on the strategy in December 2006. The decision-in-principle obliges administration to implement the guidelines of the national sustainable development strategy. Finland’s previous strategy for sustainable development, 'The Government’s Programme for Sustainable Development. The Government’s Decision-in-Principle on the Promotion of Ecological sustainability’, was published in 1998.

Finland has decided to link the assessment of the national strategy for sustainable development with the assessment process and time schedule of the EU sustainable development strategy. As a result of this, a situation report on the implementation of the targets of the national strategy will be drawn up as soon as in autumn 2007, and the FNCSD will be informed of the progress in December 2007. The National Commission will then report the results of the assessment to the Government. In accordance with the EU schedule, the next national progress report will be drawn up in 2009.

Finland has developed national indicators for sustainable development since 2000. As the national strategy for sustainable development was completed, the collection of indicators for sustainable development was revised in 2006. The strategy has 34 key indicators, which have been developed to monitor the implementation of the strategy’s key policy guidelines. The indicators are updated and developed in a national indicator network between the administrative sectors.

Finland has appointed Environment Counsellor Sauli Rouhinen of the Ministry of the Environment as the national contact person for sustainable development. Mr. Rouhinen is also Secretary General of the FNCSD and a member of the steering group of the European Sustainable Development Network (ESDN).

Finland participated together with Germany and South Africa in the Dutch sustainable development peer review process, which provided information about best practices and recommendations for the implementation of sustainable development in the Netherlands.

The Finnish National Commission on Sustainable Development has been functioning continuously since 1993. The terms of office are 5 years. The current commission was elected in 2003 and its term of office will terminate at the end of 2007 when a new commission will be appointed.

The task of the National Commission is to promote sustainable development in Finland and to act as a consultative body in matter concerning the United Nations and especially its Commission on Sustainable Development (CSD). The National Commission promotes sustainable development by putting emphasis on issues that it deems important, acts as a
political discussion forum and proposes necessary initiatives for preparation by the authorities. This is supported by the commitment of the country's political leadership to the Commission's work.

The FNCSD has a broadly-based composition, consisting of 6 ministers; high Government officials from various administrative sectors; Members of Parliament; representatives of industry and commerce, production and consumer organisations, and labour unions; environmental, development and youth organisations; and representatives of the media and the church. The current chairperson of the Commission is the Government Minister of Labour and vice chairperson is the Minister of the Environment. The Prime Minister was the leader of the Finnish Commission from 1993 until March 2007.
Appendix I

Assessment of the national strategy for sustainable development

Process and organisation

The new Finnish strategy for sustainable development is entitled ‘Towards Sustainable Choices. A Nationally and globally Sustainable Finland’. It was approved in a meeting of the Finnish National Commission on Sustainable Development (FNCSD) on 13 June 2006. The Government passed a decision-in-principle on the strategy in its session on 14 December 2006. The strategy is published as part of the Prime Minister’s Office Publications in Finnish and English. The Swedish-language version is under preparation. The electronic version of the strategy is available in English in the Internet: http://www.ymparisto.fi/download.asp?contentid=57597&lan=fi.

The general co-ordination of the national sustainable development policy is under the responsibility of the Secretariat of the FNCSD (Secretary General, Secretary and Assistant) located at the Ministry of the Environment. In addition to and in co-operation with the Secretariat, the work of the Commission is planned and prepared by an Inter-ministerial network secretariat, which enables flexible flow of information between various administrative sectors and ensures consistency in the implementation of the strategy of sustainable development throughout the central government. Long-standing and regular co-operation between ministries has played a key role in Finland in the mainstreaming of sustainable development policy and including it in sector policies.

When the preparations for the Finnish strategy for sustainable development (2006) began, a broad-based Strategy Group was established under the FNCSD. Representatives from all sectors of society were selected for the Strategy Group: administration, industry and commerce, municipal and regional level, labour market and producer organisations and environmental, development and youth organisations. The Under-Secretary of State of the Ministry of Finance acted as Chairman of the Strategy Group. All group members had an equal opportunity to have an impact on the development of the strategy contents right from the start of the preparatory process. It was also possible to comment the strategy draft on the Internet before its finalisation and approval. The main responsibility for implementation of the strategy lies with the Government.

Strategic focuses and means

The strategy is based on three key national development challenges: climate change, globalisation and demographic change. In addition to climate change, the most significant challenges on the global scale are related to global poverty and inequality, as well as population growth. According to the strategy, sustainable resolution of the national and global challenges requires simultaneous and mutually supportive short and long-term policy actions at the Finnish, EU and global level. The themes at the top level of the strategy are the balance between the use and protection of natural resources, sustainable communities in a sustainable regional structure, well-being throughout the life cycle, the economy as a safeguard for sustainable development, and Finland as a global actor and bearer of responsibility. More concrete issues have been dealt with within these main themes, such as climate change, sustainability of the transport system, social exclusion, challenges of globalisation for the welfare society, and development policy.

Key means to achieve the targets of sustainable development include education and training to promote sustainable development; research and development, know-how and innovations; economic policy instruments and good governance in which the civil society also plays a significant role. The means have not been dealt with by theme, but in their own chapter in which the following question has been raised as the key challenge: how to encourage people and enterprises to make sustainable choices.
The quantitative assessment and monitoring of the implementation of the targets has only just begun. The first results of the progress can be expected in connection with the national assessment report in late autumn 2007.

The national strategy process coincided with the EU process, as a result of which it was difficult to fully take into account in the national process the issues under EU preparation. Naturally, up-to-date information about the progress of the EU process was received and efforts were made to react to key issues at the national level. The EU aspect will be presented in the national strategy, for example, in the principles for preparing the strategy and in the assessment and monitoring of its implementation. Both strategies were approved within one week in June 2006. The themes have a lot of similarities, but the topics of the Finnish strategy are more horizontal and its targets are more strategic. On the other hand, the EU strategy also presents more concrete targets, actions and time schedules, although its theme division is more sectored. The national strategy has a separate chapter dealing with the economy as a safeguard for sustainable development. This dimension is not included in the EU strategy.

The strengths of the national strategy for sustainable development (2006) include its strategic and horizontal nature, outlining the complexity of challenges and examination of themes through all of the dimensions of sustainable development. A strategy that takes into account the views of various actors is genuinely national: it reflects extensively the views of the Finnish society on a good life in a sustainable society. The weakness of the strategy is the generality of targets and the lack of quantitative targets. Actors and responsibilities could also have been identified more clearly.

**Assessment and monitoring**

The time schedule of the assessment of the national strategy is linked with the EU strategy for sustainable development, and therefore the first progress report will be drawn up in 2007, and then every two years thereafter. A total of 34 key indicators were identified in connection with drawing up the strategy. These key indicators are directly linked to the monitoring of the implementation of the strategy policies. In addition to the key indicators, a so-called long list of sustainable development indicators has been developed, also including other than the key indicators. The sustainable development indicators are also available on the Internet: [www.environment.fi/indicators](http://www.environment.fi/indicators). The national indicators have been developed to measure the implementation of the targets of the national strategy, and therefore their connection to the EU indicator work is fairly loose.

So far, the impact assessment has not been used as a tool in the evaluation of the national strategy. However, the strategy states that “As a continuation of the strategy, a systematic model will be developed to enable assessment of the strategy’s impacts at the national, regional and local level.” Finland follows closely the development work on sustainability impact assessment (SIA), for example, in OECD and ESDN, takes part in the international debate and starts to develop a sustainability impact assessment model for national use.

In spring 2007, Finland participated together with Germany and South Africa in the Dutch sustainable development peer review process, which provided information about best practices and recommendations for the implementation of sustainable development in the Netherlands.