

**STAKEHOLDER ENGAGEMENT IN SUSTAINABLE
URBAN PLANNING: THE CASE OF BUSINESS
PARTICIPATION IN HELSINKI'S CAR-FREE CITY
PROJECT**

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ABSTRACT

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Title Stakeholder engagement in sustainable urban planning: the case of business participation in Helsinki's car-free city project.	
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<p>Abstract</p> <p>Mobility is an urgent issue for the sustainability of cities. One of the latest trends to address this issue is car-free cities. The necessity of a car-free city and its possibilities have been discussed across Europe for several decades. For example, the city of Helsinki has strategically chosen to prioritise sustainable forms of movement, such as walking, to promote its urban development goals. New pedestrian areas are experimented in the central of Helsinki, but the business sector in the area opposes the changes, as they believe it will lead to negative results in terms of business. Although several studies have shown the positive effects of car-free cities on the business sector, similar resistance appears across Europe. It seems to emerge from businesses not being engaged in the cities' central decision-making.</p> <p>To achieve sustainable goals for all stakeholders, the city must constantly engage with the business sector. Understanding how and why businesses need to participate in sustainable urban planning is critical. This research utilises a case study method, including the conduct of literature review, policy analysis, and interviews, to investigate why engaging business stakeholders in urban city planning is necessary from the perspective of successfully implementing a car-free city in Helsinki. It is significant to understand the differing views and objectives of both business stakeholders and the city decision-makers to successfully promote a sustainable Helsinki with sustainable businesses.</p>	
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<p>Tiivistelmä</p> <p>Yksi kaupunkien keskeisimmistä kestävä kehityksen kysymyksistä on kestävä liikkuminen, ja yksi esille nousseista ratkaisuista ovat autottomat kaupungit. Autoilun vähentämisen välttämättömyydestä ja sen tuomista mahdollisuuksista on keskusteltu ympäri Eurooppaa jo vuosikymmenten ajan. Esimerkiksi Helsingin kaupunki on strategisesti valinnut kestävien liikkumismuotojen, kuten kävelyn priorisoinnin edistääkseen kaupunkikehityksen tavoitteensa. Kävelykeskustaa kokeillaan parhaillaan Helsingissä, mutta alueen yritysten on havaittu vastustavan kehityssuuntaa heidän uskoessaan sen vaikuttavan negatiivisesti liiketoimintaan. Samanlaista vastustusta esiintyy ympäri Eurooppaa, vaikka kansainväliset tutkimukset ovat osoittaneet autottomien kaupunkien positiiviset vaikutukset yrityssectorille. Muutoksen vastustus näyttääkin olevan seurausta siitä, ettei yrityksiä ole osallistettu kaupunkien keskeiseen päätöksentekoon.</p> <p>Kaupungin tulee olla jatkuvasti vuorovaikutuksessa elinkeinoelämän kanssa, jotta sidosryhmien yhteiset ja omat kestävä kehityksen tavoitteet voidaan saavuttaa. On tärkeää ymmärtää, miten ja miksi yritysten kannattaa osallistuttua kaupunkisuunnitteluun. Tässä tutkimuksessa selvitetään tapaustutkimusmenetelmällä, sisältäen kirjallisuuskatsauksen, dokumenttianalyysin sekä haastatteluja, miksi yritysten sidosryhmien mukaan ottaminen kaupunkisuunnitteluun on välttämätöntä autottoman kaupungin onnistuneen toteuttamisen kannalta Helsingissä. On tärkeää ymmärtää sekä elinkeinoelämän että kaupungin päättäjien erilaiset näkemykset ja tavoitteet kestävä Helsingin ja sen kestävien yritysten saavuttamiseksi.</p>	
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1 INTRODUCTION

1.1 Background

The European Commission stated in the early 2000s that balancing the need for mobility with environmental problems is one of the most urgent issues for the sustainability of cities. Sustainable cities and communities are also one of the sustainable development goals of the United Nations. The main goal is to make cities and human settlements inclusive, safe, resilient, and sustainable. One of the latest trends to achieve these goals is car-free cities. The necessity of a car-free city and its possibilities have been discussed for several decades, and finally, implementations are currently planned across Europe.

Contrary to what is often argued in public debate, car-free city implementation does not aim to make driving difficult but provide a sustainable and accessible alternative for all. Several studies show that reducing car use within a city has numerous positive effects on the environment and social inclusivity (e.g., OECD 2018, Nieuwenhuijsen et al., 2016, Mattioli et al., 2020, Pritchard, 2022), and the economy (e.g., Gundlach et al., 2018, Ma et al., 2018, Mattioli et al., 2020, Pritchard, 2022). Positive effects on the environment arise when emissions, noise and other pollutants from driving are reduced, heat islands in cities are balanced, and the space released from cars can be used for green areas and the protection of urban ecosystems. Car-centric and low-density urban development further weakens social inclusivity and creates inequality, even traffic poverty, but this can be addressed by prioritising accessibility instead of facilitating mobility. Positive effects on the economy arise from the increasing number of customers due to the improvement of pedestrian conditions and accessibility, the growth of businesses' turnover, and thus increasing tax revenues, innovation and new business models related to sustainable transport but also from the improvement of public health through encouraging walking.

1.2 Significance and objective of the study

This research examines the case of Helsinki's car-free city project. The city of Helsinki has strategically chosen to prioritise walking and other sustainable forms of movement in its urban planning. The aim is to make Helsinki walkable by 2030. Walkability promotes the city's carbon neutrality, liveliness, healthiness, and competitiveness goals. Walking is seen as the most functional, space-efficient, environmentally friendly, socially equal, and healthy way to move around the city. New pedestrian areas are currently being experimented with in the central area of Helsinki. The experiment aims to reduce driving in the area and harness the

space for cyclists, pedestrians, and businesses to expand their operations onto the street. However, the problem is that several businesses in the area oppose the changes, as they believe the changes will affect their business operation negatively. The literature (e.g., Wylie, 2019) brings out indications of similar resistance across Europe, which seems to be because concerned businesses have not been engaged in decision-making since the beginning of the urban development project. Although there is a lot of literature on sustainable cities and businesses, academic research on their interaction remains scarce. Given the influence that business stakeholders have in terms of the success of the city's implementations, there is a need to develop a better understanding of how and why businesses can participate in sustainable urban planning.

1.3 Research problem

It is significant to understand the differing views and objectives of both business stakeholders and the city decision-makers to successfully promote a sustainable Helsinki and its sustainable businesses. This research argues that the constant engagement of the city with the business sector is necessary to attain sustainability goals for all stakeholders. The research expects that businesses and urban planning are continuously interacting. It is assumed that businesses that strive for sustainability depend on sustainable urban planning, just as cities that strive for sustainability depend on sustainable businesses. Therefore, the success of stakeholder engagement affects the relationship between urban planning and sustainable business. The argument is assessed in the context of planning the car-free centre in the city of Helsinki.

1.3.1 Research questions

One research question (RQ) and three sub-research questions (SRQ) are presented and processed in this research:

RQ1: why is it necessary to engage business stakeholders in sustainable urban planning?

SRQ1: How has the city of Helsinki managed its car-free city development project?

SRQ2: How has the city engaged businesses in the project's planning phase?

SRQ3: What are the key concerns of businesses on having a car-free city centre?

2 FRAMEWORK

2.1 Conceptual framework

This research seeks to find an answer to why engaging business stakeholders in sustainable urban planning is necessary. The research argues that the constant engagement of the city with the business sector is necessary to attain sustainability goals for all stakeholders. The question is examined in the context of planning the car-free centre in the city of Helsinki.

Figure 1. Conceptual framework.

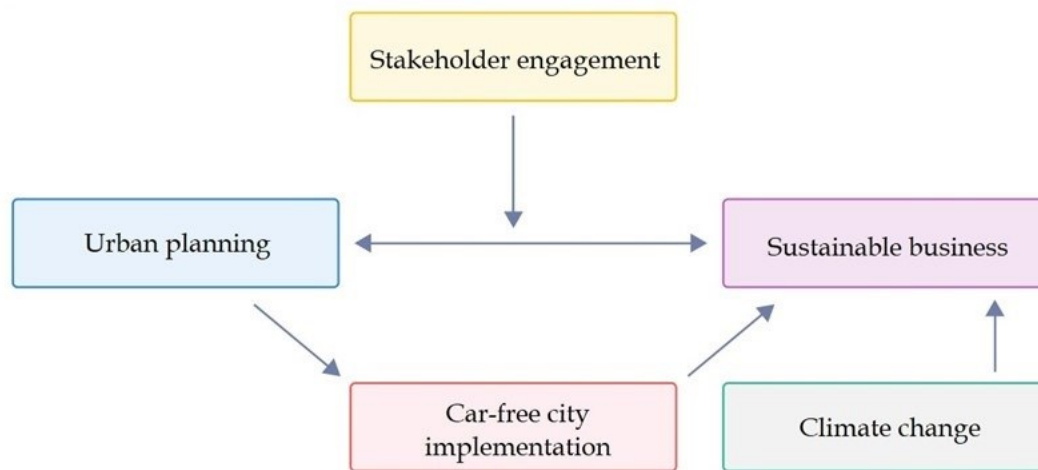


Figure 1 presents this research's conceptual framework, which includes two key variables: urban planning and sustainable business. In other words, this research expects that businesses and urban planning are continuously interacting. It can be assumed that businesses that strive for sustainability depend on sustainable urban planning, just as cities that strive for sustainability depend on sustainable businesses. In addition, a variable that is expected to affect the relationship between urban planning and sustainable business is stakeholder engagement. However, this research's link between urban planning and sustainable business is car-free city implementation in Helsinki. Urban planning is expected to have an impact on car-free city implementation as well as car-free city is expected to have an impact on sustainable business. The last variable that should be taken into account, but which is not profoundly studied in this research, is climate change. This research assumes that businesses strive for sustainability to minimise environmental harm and gain a competitive advantage.

Urban planning and sustainable business are furthermore discussed in chapter 4 of the literature review when a car-free city implementation and stakeholder engagement are presented next as an analytical framework.

2.2 Analytical framework

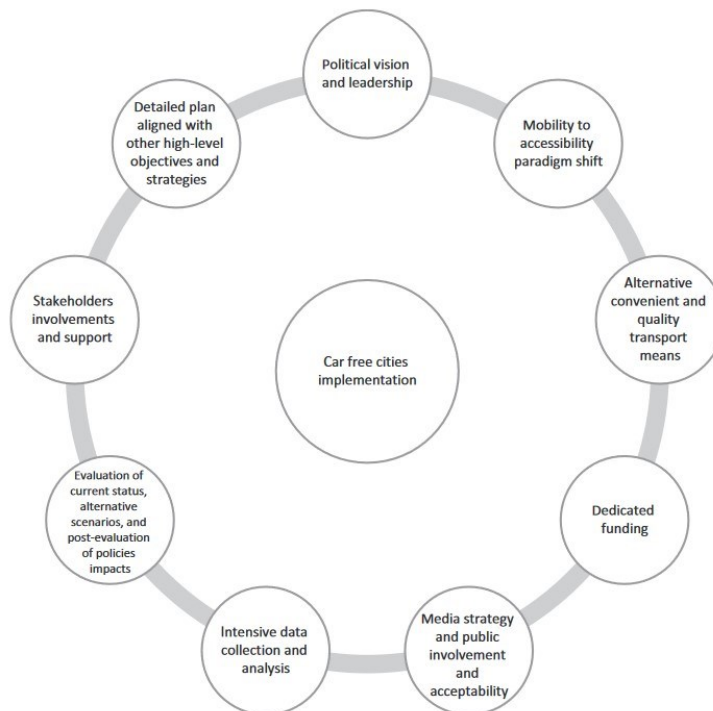
Pre-existing theories have been utilised to guide this research. The theories on which this research is based are the car-free city implementation model and stakeholder theory. The model of car-free city implementations is a nine-point theory about the prerequisites that must be met to achieve a car-free city. Based on the theory, documents related to the planning of Helsinki's car-free city are reviewed and analysed as to how the prerequisites have been taken into account and managed. Stakeholder theory again presents the importance and requirements to engage stakeholders successfully in urban planning. Through a survey aimed at key business stakeholders, it is analysed how successful the city has been in engagement.

2.2.1 Car-free city implementation

The necessity of a car-free city and its possibilities have been discussed for several decades. One of the first theoretical proposals for a car-free city was proposed by Crawford in 1996 (Nieuwenhuijsen et al., 2016). He argued that the continued car use in cities is not inescapable, but that the decline in quality of life is the result of autocentric development. He even radically proposed that by ending all car use within cities, healthy, safe and accessible societies can be achieved (Crawford, 2000). Further, the matter was worked on in 1997 at a conference in Lyon, where implementations of car-free cities were discussed. The result created there is also called Lyon's protocol, which can be seen as the basis of car-free districts. Based on the previous ones, Nieuwenhuijsen et al. (2019) have created a nine-point theory about the prerequisites that must be met to achieve a car-free city (figure 2).

The first prerequisite Nieuwenhuijsen et al. (2019) present to implementing a car-free city is political vision and leadership. All significant changes in society, including new environmental initiatives, need strong leaders to drive the change, as well as a clear and shared vision among all stakeholders. That also leads to another prerequisite; implementing a car-free city requires a shift in mindset. Authors (Nieuwenhuijsen et al., 2019) argue that currently, transport planning is mobility oriented. Planning includes method such as cost-benefit analyses, which only indicates whether the benefits exceed the costs by predicting travel demand. However, it does not address the root causes of the need to travel and does not consider cyclists or pedestrians. On the contrary, mobility-oriented planning has been shown to increase traffic and congestion. Therefore, accessibility should be the most crucial measure in transport planning.

Figure 2. Prerequisites of car-free cities. Nieuwenhuijsen et al., 2019, p.204.



Nieuwenhuijsen et al. (2019) explain further that transport policies should shift from facilitating mobility to ensuring sufficient accessibility to essential services such as jobs, education, health and groceries. As simplified, the prerequisites to implement a car-free centre can be achieved when public transport reaches destinations as easily as a private car. Accessibility as the primary goal, instead of general mobility-oriented development, can be achieved with dedicated funding and removing barriers. As most destinations are already easily accessible by private car, the funding and policies should not focus on developing this but on convenient high-quality public transport linkages and bicycle and pedestrian traffic, the third and fourth car-free city implementation prerequisites.

Based on Nieuwenhuijsen et al. (2019) study, car-free city implementation can raise physical and psychological barriers. As mentioned earlier, physical barriers can be removed with convenient and high-quality public transport. Psychological barriers regarding attitudes, values and beliefs require behaviour change, which can be affected by a communication strategy that involves the public and thus positively affects the acceptance of the change. They (Nieuwenhuijsen et al., 2019) recognise the challenge that media campaigns as such are ineffective means if the purpose is to change the way of thinking or behaviour. The purpose of the fifth prerequisite is to use public discussion and the media to express why the change is essential because rational and emotional evidence is what behaviour change requires.

The sixth and seventh prerequisites, data collection and analysis, are required to understand the current status and further evaluate the impact of car-free policies as they are implemented. According to Nieuwenhuijsen et al. (2019), car-free city implementation model, data need to be collected regarding land use, mobility patterns, environmental pollutants, road accidents, demographics, social preferences, health, and economics. Land use data can be used in the analysis to examine where people are located, while mobility models show how and where they move. Data related to environmental emissions and accidents, on the other hand, show what kind of health and safety-related risks are realised in the area. Demographic information can be used to add information above about what kind of people move around and their beliefs and habits. Authors (Nieuwenhuijsen et al., 2019) emphasise that the importance of pre-and post-evaluations increases, especially when potentially politically unfavourable practices are planned and implemented, which, for example, car-free cities often are.

Therefore, to get stakeholders committed to the proposed changes and vision and to get their support for the development project, it is essential to involve them in decision-making. Nieuwenhuijsen et al. (2019) mention that public acceptability and willingness to participate are critical to successful implementation and change. These can be achieved through a transparent decision-making process that includes public participation in the planning. It is crucial to gain the support of business stakeholders. There is international evidence that leaving key stakeholders out of the municipality's decision-making can slow down or even end the development project.

Finally, Nieuwenhuijsen et al. (2019) point out the ninth prerequisite, which highlights that the plan for a car-free city centre should be detailed so that implementation is possible. It should also adapt to other context-specific strategies and priorities, such as climate change, economic development and the safety and health of the city. The detailed plan also includes indicators for measuring progress.

2.2.2 Stakeholder engagement

Stakeholder theory

Commonly known, Freeman's definition from 1984 of stakeholders is "all those groups and individuals that can affect or are affected by the accomplishment of organisational purpose. -- Each of these groups has a stake in the modern corporation, hence, the term stakeholder--" (Freeman, 2010, p. 25).

As Donaldson et al. (1995) presented, stakeholder theory includes three aspects: descriptive, instrumental, and normative. The descriptive aspect describes the organisation's characteristics and relationships in the external world. The instrumental aspect is a predictive value of stakeholder theory, which can be used to find implicit linkages between cause and effect. The fundamental basis of the

stakeholder theory again is the normative aspect, according to which the intrinsic value of organisations would be stakeholders' interests. Stakeholder theory also includes the managerial aspect, which refers to paying attention to the interests of appropriate stakeholders in organisational development and decision-making (Donaldson et al., 1995).

Furthermore, studies such as Steurer (2006) describe that stakeholder theory has evolved from a corporate-centric perspective into business-society relations. Interactive and long-term relationships with stakeholders are one of the principles of organisational sustainability and an essential part of sustainable business models (Morsing et al., 2006; Fobbe et al., 2021). The main idea behind stakeholder engagement is based on the theory that an organisation's ability to create value depends on successfully managing relevant stakeholders' interests and expectations (Fobbe et al., 2021). Evolved stakeholder theory views the issues from a stakeholder perspective rather than from the perspective of corporate performance to understand the strategies that stakeholders use to accomplish their claims; what, why and how (Steurer, 2006). As Morsning et al. (2006) describe it, it does not mean that financial performance would be unimportant, but more like that to profit and succeed, businesses need to engage with a variety of stakeholders upon whom are necessary for their business operations. Bryson (2004) further explains that the importance of interacting with stakeholders has been emphasised as the world has interconnected; all public problems affect a growing number of people and groups, and taking them into account is a crucial aspect of solving the problems. In other words, "networks of stakeholders are becoming at least as important, if not more important, than markets even when those networks operate in the shadow of markets" (Bryson, 2004, p. 24). Morsning et al. (2006) also add that the main idea in the evolved stakeholder theory is not to manage the stakeholders themselves but the relationships with them. Therefore, interacting with stakeholders has supported organisations in solving complex problems, implementing a sustainable business model, and opening access to new markets (Fobbe et al., 2021).

Stakeholder engagement in city planning

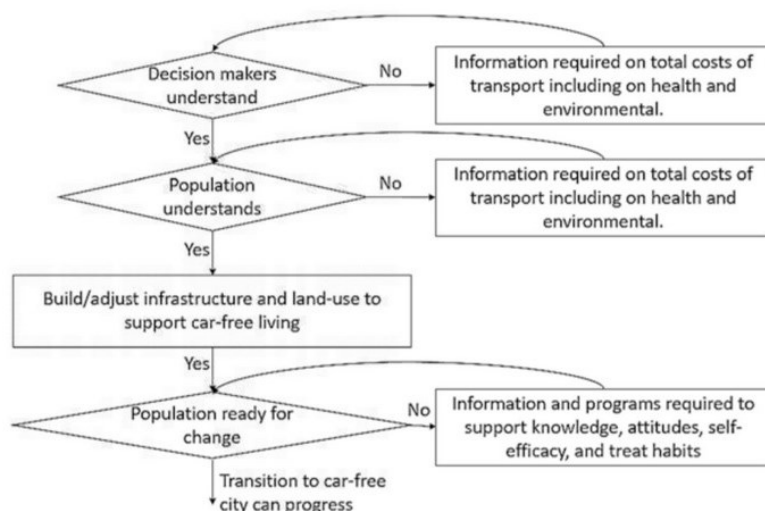
In addition to a sustainable business and business model, the engaging stakeholder is a central element of sustainable urban planning. Municipalities have a significant role in sustainable urban development, and different planning approaches may have different outcomes. Rational approaches have been seen dominating city planning for a long time, but recently there has been a change towards more communicative models (Fenton et al., 2015). Fenton et al. (2015) also describe rational planning as a top-down and linear process where planning goes through problem formulation to implementation and evaluation. This approach separates the roles of politicians and planners, as politicians make the de-

cisions and planners serve the common good without direct influence on the process. Innes et al. (2004) again describe that the communicative planning approach involves all stakeholders in a discussion to understand pre-conditions. Communicative planning seeks to reach a consensus and general acceptability on proposed actions (Innes et al., 2004). It can also be seen as an embrace of the democratic values of citizens to be part of decision-making (Fenton et al., 2015).

In Finland, the Local Government Act (410/2015) defines the participation and influence possibilities of the municipalities, including the residents' right to participate and influence the municipality's activities. Based on article 22 in the law in question, participation and influence can be ensured, for example, by organising discussion events, hearing residents' opinions before decision-making, and planning with the residents. However, studies, such as Innes et al. (2004), show that these public participation methods in government decision-making required by law are not usually enough. That can be seen to be because citizens see the possibility of participating as closer to satisfying legal requirements instead of being a way for citizens to make their voices heard and build a constructive discussion between the people concerned.

However, municipalities implementing the communicative approach have been shown to benefit from promoting engagement, legitimacy and partnership. Again, the rational approach in which plans develop among a smaller group can negatively impact the successful implementation (Fenton et al., 2015). Furthermore, regardless of the approach, significant changes in the urban environment require that citizens, businesses and decision-makers have enough information on the issues and that both are ready for change. Therefore Nieuwenhuijsen et al. (2019) have presented a strategy called the information cycle to support the change, for example, in car-free city planning projects (figure 3).

Figure 3. Information cycle related to support for change in city planning. Nieuwenhuijsen et al., 2019, p.208.



The main problem in the information cycle, as Nieuwenhuijsen et al. (2019) explains, is that when, for example, a decision-maker has knowledge about the problem, it seems self-evident to them, but it is based on their moral foundations, and therefore they will have difficulties to discuss further with people with different moral foundations. To take into account wider perspectives of moral arguments, a long-term strategy how for targeting different groups with various opinions, attitudes and behaviours is required to implement a car-free city (Nieuwenhuijsen et al., 2019).

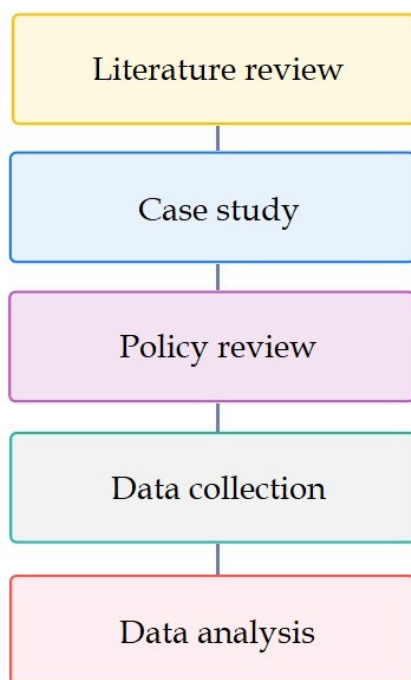
3 RESEARCH METHODS

3.1 Methodology

This research utilises a case study method to investigate why engaging business stakeholders in urban city planning is necessary from the perspective of successfully implementing a car-free city in Helsinki. Pre-existing theories and literature have been utilised to guide this research, in addition to which data is collected and analysed in accordance with the method. Finally, there is a discussion and recommendations for successful business stakeholder engagement in urban city planning.

3.1.1 Conceptual design

Figure 4. Methodology flow chart.



3.1.2 Case study research

The case study process in this research follows Yin's (1994) case study research strategy, including five steps: design of the case study, preparation of data collection, collection of the data, analysis of the data and reporting. The case study design step includes selecting the case, reviewing appropriate literature, and choosing methods. The preparation consists of investigating the chosen case, selecting the policy document to review, and planning the survey. The collection

step includes reviewing the selected documents and collecting the data using a survey as planned. Data analysis in this study consists of two parts. The first part is to analyse policy documents based on the analytical framework, and the second, analysing the data collected through the survey. The last step of the case study is to report the findings.

3.1.3 Selection of Helsinki

The City of Helsinki has a vision that Helsinki will be walkable by 2030. The main goal is to promote walkability and other sustainable ways of moving as part of the city's comprehensive development. The vision also includes the direction of development that leads to a car-free city centre.

All over Europe, there are similar urban projects underway. Based on public discussion, it is typical for these cases that the city's decision-makers, the businesses, and other actors in the area do not plan and implement development projects together. In several cases, this has led to resistance to the changes. A local public discussion with indications of similar problems has contributed to the choice of Helsinki for the case. The case is furthermore discussed in chapter 5.

While the existing literature provides a good understanding of what is happening, the case study approach makes it possible to delve deeper into why, how and where the phenomena occur in Helsinki. Thus, possibly find an answer to why engaging business stakeholders in car-free city planning is necessary.

3.2 Methods

3.2.1 Literature review

The literature review has a significant role in this research, and it follows the conceptual framework presented in chapter 2 (figure 2). The objectives of the literature review are to connect this study to previous studies and provide a comprehensive picture of the phenomenon, the interaction between sustainable cities and sustainable businesses, and the factors influencing it.

Literature was gathered through Jyväskylä University's JYKDOK database, primarily using Science Direct and Taylor & Francis databases. Peer-reviewed literature was prioritised, but also other literature and research articles, such as publications of international organisations (e.g., the United Nations and the European Commission), have been utilised in the research. The main themes were divided into a few groups to review the literature, and a series of keywords were created under them as search terms (table 1).

Theme	Search terms
Sustainable city	Accessibility, city form, economic impacts, environmental impacts, new urbanism, pedestrian, social impacts, transportation, urban planning, urban policy
Sustainable business	Business model, business model development, business thinking, corporate citizen, corporate responsibility, retail impact, stakeholders, strategy, transition, value creation
Car-free city	Accessibility, business engagement, car dependency, economic impacts, environmental impacts, health, mobility, social impacts, sustainable city, traffic, transportation, urban planning
Stakeholder engagement	Collaborative planning, communication, the impact of engagement, municipalities, participation, planning process, stakeholder identification, stakeholder management, stakeholder theory, stakeholders

Table 1. Search terms to select and review literature.

3.2.2 Policy document review

Several policy documents were reviewed to analyse how the city has involved businesses in the project's planning phase and what planning tools the city of Helsinki used for its car-free city development project. In order to find policy documents, the decisions of the Urban Environment Committee of Helsinki were read. The five policy documents presented in table 2. were selected, as they are used as a foundation for more detailed land use planning and traffic arrangements in the city centre.

Document title	Focus of document
Helsinki City Strategy	The document presents the strategy for 2021–2025, which works as a guideline for the future city planning
Helsinki Walking Promotion Program	The city of Helsinki has the vision to be walkable by 2030; the document presents the goals of the program, the measures to promote walking and the plan for monitoring the effects.
Business Impact Analysis of the Helsinki walking centre	The document presents the area's current state, justifies improving pedestrian conditions, and analyses the impacts on businesses.
Industrial Policy Goals for Land Use	The document presents the industrial policy goals of land use, specifies and supplements the programs previously approved by the city of Helsinki
Land Use Development Strategy for Helsinki centre	The document presents the land use development strategy for 2022-2032, which works as a guideline for more detailed planning of land use, public areas, and traffic arrangements in the city centre.

Table 2. Documents selected for review.

3.2.3 Interviews

This research is particularly interested in businesses as part of urban planning. Therefore it is seeking answers to questions like 'how has the city involved businesses in the project's planning phase' and 'what are the key concerns of businesses on having a car-free city centre'. The latter question was approached using a survey.

A small group of businesses from the walking centre area were selected as the sample for the survey. However, it was taken into account that the results cannot be generalised to a broader group. Before selecting the sample, an empirical observation of the businesses' characteristics in the area was made. Based on the observations, it was concluded that large companies, business chains, and individual smaller businesses are located in the area. It was decided to select smaller and local businesses for the survey. It was predicted that all changes in the urban structure affecting business might have a more significant impact on businesses with a smaller turnover and if their turnover is tied to the area in question. Among these smaller businesses, half were randomly selected for the sample so that the businesses of every street in the car-free city implementation were represented.

The sample consisted of 30 businesses, and the survey was sent to them by e-mail. The survey has three points; general information about the business, questions about how the city of Helsinki has engaged the businesses related to the car-free city development project and businesses' opinions about the changes (see appendix a and appendix b). Considering the method of sending the survey and the sample size, the best structure of the survey was seen to be structured. The survey mainly contained closed questions, but in addition to these, the respondents also had the opportunity to open their answers to open questions. The survey was created with Webropol software.

3.2.4 Data analysis

Analysis in this research consists of two parts. The first part analyses the policy documents based on the analytical framework. This research utilises the car-free city implementation theory when analysing how Helsinki has managed its car-free city development project and how the city has engaged businesses in its planning phase. The reviewed documents are presented in tables 1 and 2. Then the second part analyses the concerns of businesses in a car-free city centre based on policy documents and the data collected through the survey.

4 LITERATURE REVIEW

Literature have been utilised to guide this research. The literature review have a significant role in this research as the aim of the review is to connect this research to previous studies and provide a comprehensive picture of sustainable cities and businesses as well as car-free cities. While the existing literature provides a good understanding of sustainable cities and businesses, academic research on their interaction remains scarce. This research reciprocally contributes to the existing literature by studying what kind of interaction occurs, what effects those have and what factors affect the relationship in the case of Helsinki's car-free city development project.

4.1 Sustainable city and business

4.1.1 Sustainable city

Sustainable cities and communities are one of the sustainable development goals of the United Nations. The main goal is to "make cities and human settlements inclusive, safe, resilient and sustainable" (UN). In this millennium, urban areas are under unprecedented pressure to address sustainable development from an urban perspective since, for the first time in history, the global urban population has outnumbered the rural population (UN). OECD (2018) estimates that over 70 per cent of the world's population will live in cities by 2050. In OECD countries, the population in urban areas will rise even to 86 per cent.

Urbanisation has its pros and cons. On the one hand, cities are centres of development, creation, and innovation and, therefore, the centres of economic growth (Niemets et al., 2021). On the other hand, there are problems caused by pressure, mainly environmental and social problems. Major environmental problems related to urbanisation are unsustainable energy use and greenhouse gas emissions, pollution in the air, water and land, noise pollution, and land use haphazard and degradation. In addition, inappropriate urban design can lead to ineffective mobility and accessibility, increase transport needs and traffic congestion, which endangers citizens' public safety and health (Bibri et al., 2017; Niemets et al., 2021). Social problems arise, for example, due to urban sprawl and income-based residential segregation, which again discourage social inclusion (OECD 2018). However, urbanisation itself is not to blame for these problems; instead, these problems proceed from urbanisation (OECD 2018). For example, if one looks at driving in the city centre, the cars themselves are rarely the problem, but rather the problem is the urban structure that requires driving. The OECD (2018) points out that a misunderstanding related to problems within urbanisation often arises from the statistical correlation between city size and emerging problems. This

misperception can delay policymakers from identifying the exact cause of problems and, therefore, the right actions to address them.

In general, the typical characteristics of a sustainable city are energy and resource efficiency, a zero-waste production system, renewable energy production and use, carbon neutrality and minimal environmental pollution. From the sustainable urban planning perspective, a sustainable city also promotes a human-centred environment by reducing the need for private transport. Instead, it ensures efficient and sustainable public transport, encourages walking and cycling, and supports the city's biodiversity and green areas (Niemets et al., 2021). The literature (e.g., Bibri et al., 2017; Jabareen, 2006; Niemets et al., 2021; Wheeler, 2002) presents different models of urban forms that can contribute to sustainability. Different sustainable urban forms are, for example, compact cities, eco-cities, and smart cities. Each of these forms has different objectives, but forms collectively contribute to sustainable development goals, a high level of life quality and social justice through economic efficiency, saving energy and reducing waste, and ensuring efficient and sustainable transport, mobility and accessibility (Niemets et al., 2021). New urbanism, also called neo-traditional planning, combines compactness, diversity, greening, mixed-land use, and sustainable transportation in a city (Jabareen, 2006; Bibri et al., 2017).

Urban areas need to be developed the way that growth is enabled, but without harming the environment (OECD 2018). Still, there is no consensus on what constitutes a sustainable city, so there is no specific form for achieving it. Literature, however, represents different views on what should be considered in planning a sustainable city. Understandably, urban planning starts from economic premises simply because municipalities' funds are typically limited. The prioritisation of economic activity can be thought of as guaranteeing the foundation of funding and well-being in the future as well. Then again, as Niemets et al. (2021) highlight in their study, social and environmental components should be the guidelines for sustainable city planning. That is because the main problems cities face are fundamentally socio-ecological, and placing these as a second priority leads to the city failing to meet the basic needs of society (Cash-Gibson et al., 2023). Phdungsilp et al. (2011) add that achieving a sustainable city requires long-term visions integrating different strategies and implementations and approaching economic, environmental and social issues system-orientally. Several factors, such as resources, people, and information, must be considered instead of considering the city as a self-contained system (Phdungsilp et al., 2011).

4.1.2 Sustainable business

Businesses have a significant societal role – they can even be considered corporate citizens. Corporate citizenship is an umbrella term for several familiar concepts, such as corporate responsibility or corporate sustainability. It means a

more ethical, resilient, and sustainable way of doing business and promoting a sustainable society with its actions (Stangis et al., 2017; Fobbe et al., 2021). OECD (2018) also highlights the responsibility the businesses have when it comes to employment and, thus, economic development and growth in cities while also taking into account the environmental problems that society is currently facing. Therefore, many businesses have started implementing sustainability within operations and business models (Fobbe et al., 2021).

The basis of a sustainable business model (SBM) is the traditional business model (BM), which refers to the organisation's basic logic for doing business. Every organisation has a business model, and so far, the business model of most businesses focus mainly on economic value creation for shareholders or customers (Breuer et al., 2018; Freudenreich et al., 2020; Fobbe et al., 2021). A sustainable business model differs from this in integrating the social and environmental objectives into the businesses' core actions to ensure the balance of all stakeholder interests and create value more sustainably (Bocken et al., 2015). Ideally, sustainable business models also consider a wider group of stakeholders than just customers and shareholders, meaning that society and the environment can also be considered stakeholders (Stubbs et al., 2008). However, as Fobbe et al. (2021) have shown, most businesses lag in implementing a sustainable-oriented business model or integrating stakeholders. Typically, if sustainability is included in the business model, it mainly takes into account the environmental dimension but continues to separate stakeholders from value-generation processes (Fobbe et al., 2021).

Organisational sustainability is a complex entity encompassing the different dimensions of sustainability; the environmental, economic, and social, also referred to as the triple bottom line or TBL (Fobbe et al., 2021). One increasingly common way is to measure businesses' social responsibility (CSR), which reflects businesses' actions towards society, the environment and relations with groups of stakeholders (Olanipekun et al., 2021). Olanipekun et al. (2021) further describe different tools, such as frameworks, standards, and ratings. A common example of a framework is Global Reporting Initiative (GRI), which provides principles, initiatives and guidelines for CSR reporting. Then again, a great example of standards is International Standards Organisation (ISO 26000), which can be used to define requirements for achieving social responsibility.

Despite the extensive literature, the relationship between corporate sustainability and financial performance, or "does it pay to be green", has remained unclear. What also contributes to the uncertainty is that more financially stable businesses have better opportunities to promote environmental initiatives (Mazzi et al., 2016). For example, Khan (2022) presents that larger corporations, which also have a stronger public pressure to become responsible, often can invest in corporate responsibility projects even if profit is only generated in the long term, while smaller businesses may struggle to exist as it is.

4.2 Car-free city

Balancing the need for mobility with environmental problems is an urgent issue for the sustainability of cities because almost half of the European urban population lives in areas where the limit values for particulate matter in the air quality have repeatedly been exceeded (European Commission). However, contrary to what is often argued in public debate, the point of car-free city implementation is not to make private car use difficult but to provide a reasonable alternative for all through available public transport as well as safe and inviting cycling and pedestrian infrastructure (Nieuwenhuijsen et al. 2016). Mattioli et al. (2020) also point out the long-lasting assumption that cars have a priority to access a road, which makes bringing alternative modes of transport into use more difficult as it requires taking space back from cars.

The number of cars worldwide has risen despite emerging initiatives and growing awareness of the health impacts of unsustainable traffic (Nieuwenhuijsen et al., 2016). When considering increasing incomes and population growth, vehicles could pass two billion by 2050 (Gundlach et al., 2018). That has led to many societies across the world becoming car-dependent when the car is the dominant mode of transport in most of the developed economies (Pritchard, 2022). As Mattioli et al. (2020) pointed out, OECD (2018) also explains further that car dependency is due to the long-lasting under-pricing of cars, meaning, for example, underpriced road use, low parking prices, supported use of fossil fuels and major investments in road infrastructure (OECD 2018). Studies, such as Nieuwenhuijsen et al. (2016) and Pritchard (2022), show that current urban policies that prioritise mobility instead of accessibility do not focus the funding on public transport or other sustainable forms of movement but a car infrastructure. Mattioli et al. (2020) add that although individuals mostly pay for using the car themselves, various public bodies pay for the systems that enable their use. However, it is fair to note that private cars are not the only reason for investment in infrastructure, nor are they responsible for all the city's air pollution (Pritchard, 2022) and the increased costs of providing public services, such as high-quality public transport, also causes pressures on public finance (OECD, 2018).

In literature, the car-free policy measures target almost exclusively private cars and exclude public cars such as logistics and emergency vehicles. First, this is because public cars are seen as necessary for public needs and economic activity (Nieuwenhuijsen et al., 2016). However, the restriction of private cars can also be explained by emissions: for example, in the EU, almost half of the transport greenhouse gas emissions in 2017 were from private cars (Pritchard 2022). Mattioli et al. (2020) point out that since 1970, direct transport-related GHG emissions have risen by 250% worldwide, meaning that the increase has been higher than in any other energy end-use sector. Nieuwenhuijsen et al. (2016) explain further that car traffic harms the environment in three keyways: air pollution, noise, and

local temperature rises. Noise pollution is associated with the road network, traffic flow, speed and load. The urban heat island phenomenon is reinforced by the open spaces, which have been replaced with concrete, asphalt and roads instead of green spaces, which in turn contributes to the albedo effect (Nieuwenhuijsen et al., 2016).

It is worth noting that traffic pollution might decrease in future regardless due to technological innovations like better fuel-efficiency and electric cars. Share-economy innovations, such as car-pooling or teleworking, may also affect it (Kyriakopoulou et al., 2021). However, some critics state that electrification and adopting battery electric vehicles may not be the solution because batteries used in these cars are also an environmental concern to be addressed (Pritchard 2022). In addition, literature shows that technological progress and fuel efficiency can be offset by a rebound effect when driving increases due to a demand effect (Denant-Boemont et al., 2018) and therefore, as the number of vehicles continues to increase, switching to electric vehicles does not remove other external negative effects, such as the effect on the safety of pedestrians in cities. Studies (e.g., Denant-Boemont et al., 2018; Gundlach et al., 2018) emphasise that technology alone cannot solve the urgent problems of urban centres caused by private motorised traffic. Thus, policymakers must consider several factors besides mobility to address the urban pollution problem (Denant-Boemont et al., 2018). Urban planning plays a significant role in reducing emissions within a city. Urban planning must be comprehensive, as several studies have shown that due to the car-free city implementation, the traffic has moved within a city rather than decreased (Nieuwenhuijsen et al., 2016).

Private car use is increasingly criticised in the face of environmental problems and health hazards due to air pollution in urban centres. Therefore, there is a demand for alternative modes of transportation other than private cars (Gundlach et al., 2018). Within cities, the mobility sector has a high potential to reduce carbon emissions, for example, through sharing economy (Ma et al., 2018). Ma et al. (2018) further define a sharing economy as a socio-economic system that utilises information technologies to connect different stakeholders, businesses, governments and others to create value by sharing their extra capacities for products and services. Innovations, such as the emergence of Mobility-as-a-Service (MaaS), are potential alternatives to private vehicle ownership and could be solutions to the car-centric culture and its problems (Pritchard, 2022). Ma et al. (2018) further point out that improvements in sharing mobility have profoundly challenged existing socioeconomic relationships and physical infrastructures in cities.

The public has shown a growing interest in identifying strategies to persuade people to move more sustainably. For example, scholars, governments and health organisations have started to become actively engaged in developing transportation systems that promote new modes of transportation (Gundlach et al., 2018). However, even though this is the right direction of development, cars

per se are not the main problem. Car dependency is considered a part of the definition of urban sprawl, which contributes to the environmental consequences of car dependency (OECD 2018). As Mattioli et al. (2018) describe it, urban sprawl has resulted in a greater need for car ownership and use due to the changes in land use that promote low-density cities and, therefore, car dependency. OECD (2018) also point out that even though decision-makers have drawn attention to the problem, it is typical that they focus on reducing the use of cars while neglecting the impact of low-density urban form on car dependency and focusing on facilitating transport instead promoting accessibility.

Low-density development and car dependence must also be addressed due to the social effects. Although access to cars brings freedom and opportunities, it also contributes to social exclusion. Literature (e.g., Nieuwenhuijsen et al., 2016, Mattioli et al., 2020, Pritchard, 2022) shows that car-centric cultures promote traffic poverty. That means that those unable to access a car confront difficulties accessing essential services such as education, work, and healthcare because accessibility by public transport can be significantly lower than by private car. Pritchard (2022) also points out that car dependency is disadvantageous to the health and well-being of all. Even those without the benefits of a car suffer from poor air quality, noise and car-related accidents. Therefore, reducing car dependence through urban planning reduces the need for car infrastructure and thus provides opportunities to increase green spaces within cities. Already limited space in cities could be used for other purposes, such as parks or other pedestrianised spaces, which are often lacking in cities but are more beneficial to public health and well-being (Nieuwenhuijsen et al., 2016).

5 CASE STUDY: HELSINKI

5.1 Profile

Helsinki, the capital of Finland, is the country's largest city, with almost 700,000 inhabitants, and the growth is predicted to continue annually by per cent (Helsinki, 2023b). The metropolitan area is Finland's most prominent business and workplace concentration and the most significant provider of cultural and leisure services (Helsinki, 2022a, 2022b). As the country's only metropolitan area, the region has a vital role in promoting Finland's international competitiveness – almost a third of the country's gross domestic product is produced in that region. Helsinki's role as the generator of the vitality of the Helsinki region and the whole of Finland is significantly greater than the share of Helsinki residents in the entire country's population (Helsinki, 2022a).

5.1.1 The meaning of the business sector for Helsinki

The business sector has a major economic significance in Helsinki. The businesses are the basis of the municipal tax base and corporate tax revenues, making up more than ten per cent of the annual income of the city of Helsinki. The economic structure in Helsinki also differs significantly from the rest of the country, where the share of processing is considerably higher than in Helsinki, while in Helsinki, the large share of service industries is emphasised. In 2019, the share of service sectors in the jobs in Helsinki was 88 per cent, and the share of other market services was 61 per cent. Public services covered 27 per cent of the jobs, and the share of industry and construction remained at 10 per cent (Helsinki, 2022a). In total, there are approximately 400,000 jobs in Helsinki (Helsinki, 2023b).

The Economic Policy Goals for Land Use document also highlights that in 2019, nearly 50,000 businesses operated in Helsinki, covering over 13 per cent of all businesses in Finland. These businesses employed 300,000 people and generated almost 91 billion euros in turnover. However, since the corona pandemic, the businesses' operating conditions and the city centre's vitality have suffered more than the rest of the city and the country due to the lack of employees and tourists (Helsinki, 2022a). Considering the importance of businesses to Helsinki and the changes in the city's vitality in recent years, engaging business stakeholders in the city centre's further development is essential. Helsinki's City Strategy emphasises investment and determined development in the centre of Helsinki with actors in the area. Open dialogue and cooperation will be strengthened starting from the decision-preparation stage. The central development needs are mapped and achieved from the city's and the businesses' points of view to strengthen the

area's vitality (Helsinki, 2021). Traffic planning and the promotion of walking play a crucial role in revitalising the city.

5.2 Transport in Helsinki

The basis of the Land Use Development Strategy for Helsinki centre (Helsinki, 2022b) is to focus on the accessibility of the city centre regardless of the mode of transport. Regarding car traffic, the extensive underground parking facilities are considered from the perspective of their accessibility and usability in order to increase the utilisation rate. Public transport will be developed in the long term to prioritise rail traffic, for example, through transit-oriented development. The short-term aim is to ensure that public transport prices remain reasonable. Overall, traffic is developed from the perspective of cyclists and pedestrians. Regarding bicycle traffic, the streets will be further renovated from a cycling point of view and bicycle parking near the centre has been developed, contributing to smooth city access. In developing the conditions for pedestrians, particular emphasis is placed on traffic safety, accessibility, comfort, maintenance, lighting, clarity of routes, and trying out routes that are only calmed down for walking in the city centre.

The movement habits of Helsinki residents have been studied annually with a survey (Helsinki, 2022e). The studies examine the number of internal trips, their purposes, and the means of transport used during the trips. In 2021, walking was the most common way of travelling, which covered 46 per cent of the trips made within the city. The share of walking is especially emphasised in the inner city. The next most frequent, 23 per cent of trips made during the day, were made by public transport, such as buses, metros, and trains. Furthermore, 21 per cent of trips were by car and 9 per cent by bike. Of all the trips made during one day in Helsinki, the majority, 41 per cent, were leisure trips. A quarter of the daily trips were ways to work or school. On the other hand, shopping trips accounted for 18 per cent of all trips during the day.

Comparing only the shares of cars and public transport in 2021 in Helsinki, the share of public transport is higher by 52 per cent than private cars by 48 per cent. The number of car-free households in Helsinki has increased, especially in the inner city, where the number of car-free households is significantly higher, at 55 per cent. In 2021, a total of 57 per cent of Helsinki residents had at least one car in their household car, while 43 per cent did not have a car. Most Helsinki residents use public transport weekly, 42 per cent, or daily, 21 per cent. The remaining 38 per cent use public transport monthly or less frequently (Helsinki, 2022e).

According to the Helsinki Walking Promotion Program (Helsinki, 2022d), improvements made to the walking conditions increase the number of pedestrians

in the street space and have positive effects on the number of customers, turnover, revenue, number of businesses, occupancy rates of business premises and tax revenues generated by businesses in the pedestrian area. In addition, spending power can be used to describe individual consumers' spending to understand how much a customer using each means of transport spends. In Helsinki in 2021, 53 per cent of shopping trips were made on foot, 25 per cent by private cars, 15 per cent by public transport, and the remaining 5 per cent of trips by other means, such as bicycles or electric scooters (Helsinki, 2022e).

Research (Helsinki, 2019) has estimated that the average consumption of those who arrived by car is 150€, by foot 125€, by public transport 110€ and by bicycle 100€. However, these amounts are indicative and do not correlate with the total consumption. When considering the frequency of transactions in the centre of Helsinki based on which vehicle is used most often in everyday life, the frequency of transactions by the public- or other sustainable transport users are highlighted. Meaning, that consumers who use public transport shops more often than those who usually travel by car. The majority of consumers who use public transport (55 per cent), walk (40 per cent), or cycle (38 per cent) shop in the centre of Helsinki at least once a week, while the majority (62 per cent) of consumers who usually travel by car, shops in the centre of Helsinki 1-2 times a month or less often. Therefore, although the average consumption of light and public transport users is, on average lower than that of the consumption of consumers who travel by car, their total spending power is still higher due to multiple visits.

5.3 Walkable Helsinki by 2030

The city of Helsinki has strategically chosen to prioritise walking and other sustainable forms of movement in its traffic planning (Helsinki, 2021), and the vision is that Helsinki should be walkable by 2030. Walking is seen as the most functional, space-efficient, environmentally friendly, equal, and healthy way to move around the city (Helsinki, 2022d). Walkability promotes the city's goals such as carbon neutrality, lively, health and competitiveness. Promoting walking also forward the traffic emission reduction goals set in the City Strategy and the Carbon Neutral Helsinki Program, i.e., carbon neutrality by 2030. Although in 2018, the proportion of sustainable means of transport was already 77%, emissions can be further reduced by prioritising space-efficient transport such as walking or cycling. The tight and compact urban structure further supports the walking-based travel chains to emerge more than now. Helsinki aims to use walking to create a more lively city in such a way that movement is not just a way to get from the starting point to the destination. The Walking Promotion Program (Helsinki, 2022d) emphasises that walking is not an independent part of the urban environment but depends on the various activities in the area and people's ways

of using the city. Public spaces should be utilised better for various events and services in developing a car-free city.

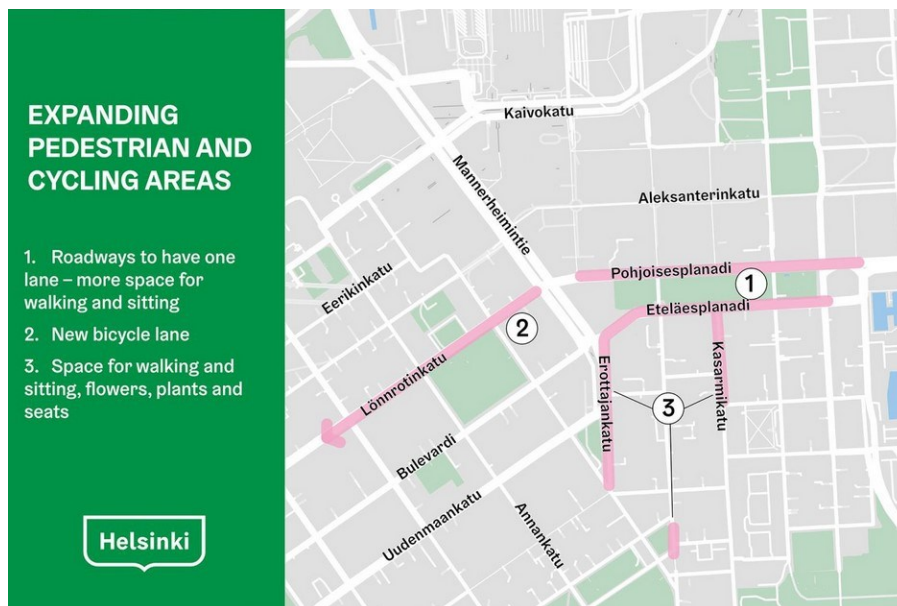
Walking itself, as well as reducing the effects of car traffic, has numerous positive health effects. The basic idea of a walkable Helsinki is that the residents, regardless of age and health, should have the opportunity to use the safe street space and enjoy its atmosphere. The Walking Promotion Program (Helsinki, 2022d) emphasises that the safety, accessibility and comfort of walking environments influence the choice to move by foot or bicycle, and these conditions must be maintained all year round. According to Helsinki, encouraging walking and creating conditions for walking also has public health and economic effects; walking can protect against various diseases, increase social well-being and raise life expectancy. Thus, a positive public economic impact is created by decreasing healthcare costs, as well as in the form of longer working careers and increased productivity.

Finally, a compact and, therefore, walkable urban structure increases the interaction opportunities between businesses and people. The Walking Promotion Program (Helsinki, 2022d) highlights that walkability has been identified in several cities, increasing business potential. Improvements made to walking conditions add a number of pedestrians and, thus, potential customers in the area. That again has a positive effect on businesses turnover, income, number of businesses, area to the value, the utilisation rates of the premises and rental income and business activities to tax revenues generated. The walkable urban environment is seen to be an attraction factor for businesses and experts located in Helsinki.

5.3.1 Walking centre experiments in Helsinki

One of the Walking Promotion Program's main goals is to advance and utilise research, planning and experiments related to walking within the city. The planning is guided by high-quality research. As part of the process, quick experiments are also conducted to discover the functionality of different solutions from the user's point of view. Experiments open possibilities to quickly test various solutions and implement the most functional into permanent structures. New pedestrian areas are currently being experimented with in the central area of Helsinki (Helsinki, 2023a) (figure 5). The experiment aims to reduce driving in the area by closing one of the car lanes and making it available for cyclists. Correspondingly, the street area will be widened for pedestrians and businesses to expand their operations onto the street.

Figure 5. Plan to expand pedestrian and cycling areas. Helsinki, 2023a.



The changes will be implemented in the summer of 2023, and the effects will be monitored until the fall of 2024. The streets are implemented in such a way that they provide information to support more permanent solutions. The effects are monitored, and experiences and opinions from businesses and city residents are collected. In the monitoring, special attention is paid to how they affect the businesses' operations in the core centre and the number of pedestrians in the area. Attention has also been paid to the engagement of stakeholders. To support the needs of businesses, they have been invited to plan the implementation of a car-free city, for example, in the form of workshops (Helsinki, 2023a).

6 RESULTS AND ANALYSIS

The results and analysis in this research consist of two parts. The first part analyses the policy documents based on the analytical framework. This research utilises the framework Nieuwenhuijsen et al. (2019) presented when analysing how the city of Helsinki has managed its car-free city development project and how the city has engaged businesses in its planning phase. The reviewed documents are presented in tables 1 and 2 in chapter 3. Then the second part analyses businesses' concerns regarding a car-free city based on policy documents and the data collected through the survey.

6.1 Project planning

Nine prerequisites to consider when planning a car-free city were presented in chapter 2. When examining the policy documents, it was noticeable that Helsinki's project planning and the theory of implementing car-free cities have a lot of similarities. In the documents related to the Helsinki car-free city project, the same development objects were brought up as in the theory of implementing car-free cities. Such objects were, for example, accessibility, resource allocation, research and evaluation of the current status, stakeholder engagement and comprehensive planning.

6.1.1 Mobility to accessibility through dedicated funding

As was referred to in the analytical framework of the implementation of car-free cities, transport policies should shift from facilitating mobility to ensuring sufficient access to essential services so that public transport can reach destinations as easily as a private car. The review of the policy documents highlighted that more and more attention is focused on improving accessibility, but the cost-benefit of the development still seems to have more weight than the accessibility itself.

Urban planning in Helsinki aims to promote socially, economically, and ecologically sustainable development. According to the policy documents, Helsinki is being developed as a city that relies primarily on rail traffic. It aims to sustainably improve connections within the inner city and surrounding areas. Walking is prioritised around the tracks and their stations and stops, especially from the point of view of accessibility and safety for pedestrians. Prioritising walking is also valuable for reducing carbon dioxide emissions and achieving climate goals. As part of urban planning, different activities from housing to services are also further mixed in these environments, which in turn support the accessibility of services and improve the equality of movement.

However, the policy documents take into account that the city centre must also be accessible other than by light or public transport. Parking possibilities for private cars are part of perceived accessibility as well. Policy documents note that businesses operating in the centre have raised concerns regarding the number of parking spaces and the price level in the area. Following the City Strategy, underground parking facilities are accessible, and their utilisation rate and connections to the street level will be further improved. In order to ensure parking opportunities in resident parking and connection parking, a market-based parking policy is promoted.

Furthermore, the car-free city implementation framework presents that accessibility as the primary goal instead of general mobility-oriented development can be achieved with dedicated funding and removing barriers. Based on policy documents, the development of the walking environment requires allocating resources to those places where the impact on walking conditions is most significant, and transport investments are allocated to the most effective measures. From the point of view of removing obstacles, significant allocations concern keeping public transport prices reasonable. In addition, in increasing the vitality of the entire city centre, focusing resources both on the core centre and on the outskirts of the inner city strengthens walkability and natural walking connections from an ever more expansive area.

6.1.2 Data collection and evaluation of the current status

Car-free city implementation model presented that data collection and analysis are required to demonstrate and develop an understanding of the current status and further evaluate the impact of car-free policies as they are implemented. Collected data should include information from land use, mobility patterns, emissions, road accidents and demographic characteristics. The Helsinki Walking Promotion Program is based on walking research that evaluates the quality of the walking environment. The studies are focused mainly on areas where walking is prioritised as the primary form of movement. The research data serves as the starting point for improvement measures and provides comparison points before and after the changes for further development of the change processes.

According to the policy documents, Helsinki has collected data on land use, mobility, and demographic characteristics. Land use data can be used in the analysis to examine where people are located, and mobility models show how and where they move. Demographic information again shows who moves. Based on the Helsinki Walking Promotion Program, Helsinki has observed the number of visitors and locations of activities and has done land use research, for example, through traffic studies and modelling. In addition, as Land Use Development Picture points out, the current state of mobility in the centre is analysed, and the critical development needs are identified in different areas and with different

modes of mobility. To understand demographic information, meaning what kind of people move around and what kind of beliefs and habits they have, Helsinki has conducted surveys for residents and businesses on satisfaction with walking conditions and the quality of the walking environment. Evaluation of the current state and policy impact again reveals that the city centre of Helsinki needs to be more attractive for residents and businesses, and it should engage them both. Lastly, there are currently difficulties with the accessibility of the centre, but also with maintenance.

The primary development targets in the policy documents are planning, researching and prioritising walking. Three necessary political implementations have been defined. First, city centres are designed primarily from the pedestrian's point of view to develop the city centre as a functional, comfortable and safe walking environment. For this purpose, the factors that make up a high-quality walking environment are defined. Secondly, services and jobs are easily reached regardless of time, income level and car ownership. For this, resources that improve the quality of the walking environment are examined and targeted, e.g. to remove barriers and thus improve accessibility. Thirdly, walking is researched, planned, and tested. Plans and decisions are made based on research and experiments. The framework emphasises that the importance of pre- and post-evaluations increases, especially when potentially politically unfavourable practices are planned and implemented, which, for example, car-free cities often are. However, the tools related to monitoring Helsinki's implementations were mentioned in the documents at a very general level, and thus the means for pre- and post-evaluation remained unclear.

6.1.3 Communication and stakeholder engagement

According to the Helsinki City Strategy, land use is planned together with the city and landowners. The city strategy also emphasises Helsinki's active interaction with businesses and universities. Helsinki sees itself as a business-friendly city and strives to strengthen further dialogue and cooperation between the city and the business community, starting from the decision-preparation stage. Based on the Helsinki City Strategy, the economic policy goal is to strengthen and develop Helsinki's position as one of Europe's best innovation environments and a cradle of new businesses.

The document of Industrial Policy Goals for Land Use again underlines that the centre of Helsinki needs to be invested purposefully to make it more attractive, accessible, and functional, together with the residents and the business sector of the centre area. This document emphasises that the cooperation of businesses and services in the city centre, which is now quite separated, should be further interconnected, for which the Helsinki City and Business Cooperation Group (HELY) has been established. The group's task is to define the common will of the city

and business actors, based on which the city will be developed in cooperation with stakeholders.

Helsinki's Walking Promotion Program emphasises a business-friendly culture of experimentation and solution-focusedness. The program underlines the engagement of existing actors and businesses in the area and the implementation of the plan in close cooperation with them. Ensuring engagement is seen as necessary so that the participation of local businesses in the development of a car-free city strengthens their local identity and supports the possibilities of turning successful solutions into permanent ones. According to the program, developing a car-free city requires cooperation and commitment from all the city's actors. In addition to infrastructure-related development measures, it requires reviewing and developing walking-related issues that other city service entities are responsible for, such as health and communication. Otherwise, regarding movement and traffic, the engagement of stakeholders is defined in the Land Use Development document, which states that as part of the city centre's transport system plan, a dialogue is held about the various needs and goals of the city centre's businesses and other actors.

6.1.4 Detailed plan aligned with other strategies

According to the car-free city implementation model, the plan for a car-free city centre should be detailed to ensure implementation. The most detailed plans in Helsinki are related to the development of a car-free city. The plan focuses on the concrete actions of the walking environment in the central areas of Helsinki, considering the interaction of traffic and land use.

The plan should also consider the city's other key strategies. In Helsinki, the plans for developing a car-free city are strongly interconnected. The Walking Promotion Program is based on the master plan of Helsinki. The Walking Promotion Program clarifies the starting points of the master plan, which support the development of the urban environment. The Walking Promotion Program is also connected to the City Strategy, for example, from the point of view of allocating resources. The program promoting walking also progresses toward Helsinki's goal of becoming carbon neutral, defined in the Carbon Neutral Helsinki-action plan. The carbon neutral goals define, e.g., concrete measures to reduce traffic and emissions as part of the development of the city centre.

Strategies related to nature and climate change are also considered in the plans. For example, in accordance with the Helsinki Nature Conservation Program and the Action Program for the Protection of Diversity, the urban areas are not spread over valuable nature zones or built on them. Helsinki prepares for the possible extreme effects of climate change by adding green spaces and local ecosystems

to the walking centre, acting as carbon sinks and stormwater solutions. In addition, the plan for the car-free city is in connection with the Land Use Development Plan for the centre of Helsinki, which is a strategic presentation of the development needs of the centre for the next ten years. The development plan discusses concrete long-term measures and principles with which it is possible to realise the target space according to the master plan, the City Strategy, and the city centre's vision.

6.2 The business in the plan

The second part of the analysis utilises the policy document of Business Impact Analysis and data collected through a survey when analysing how the city has engaged businesses in its planning phase and what concerns businesses have regarding the car-free city.

6.2.1 Business impact analysis

The business impact analysis has been carried out as part of the walking centre's planning. The business impact analysis that Helsinki has carried out contains six points: scope, target, timing, indirect and other impacts, and responding to impacts.

The scope of the business impact analysis point contains two perspectives: how many businesses and what kind of businesses will the change affect. The business impact analysis concluded that the effects could be assumed to be limited to a small area near the streets. It will potentially affect a large number of businesses, but the majority of businesses will not have significant effects from the change. The effects are expected to be seen especially in businesses that are specialised in trade or service because the increase in the number of pedestrians is predicted to increase the number of potential customers.

The second point of the business impact analysis examined the targeting of impacts in businesses. In the analysis, these targets were employees, customers, logistics, cost, and business image. In the case of employees and customers, the impacts depend on how they travel. In the analysis, as potential customers were counted, all people who passed the business premises, regardless of the mode of transportation. If employees or customers travel by car, a slight increase in travel times and the growing challenges of parking near shops and services can be expected. It is identified that it can lead some potential customers moving elsewhere than the centre to do business. However, the possibility of parking on the street is already, in the current situation, quite limited. The development of the walking centre reduces the number of parking spaces on the street by about a

third, so the change is insignificant. Thus, the effects are expected to affect only a tiny proportion of employees and customers in the area. Actions affecting maintenance and logistics remain small, so the effects are not likely to be significant either. For the majority, i.e., those who move on foot and by public transport, improving the pedestrians' conditions improves accessibility. The improvement in pedestrian conditions has been found to be connected to the increase in the value of the area. The increase in value of the area can increase the image of the business located in the area. In addition, even though on-site arrangements can cause short-term income losses for businesses, businesses running at street level have the opportunity to expand their operations in the walking street.

Thirdly, in the business impact analysis, the timing of the impacts was examined from the perspective of whether the timing of the change matters for the business's operations and whether the effects on the businesses' operations are permanent or temporary. In the analysis, the life cycle of the walking centre development was examined, and different stages of development were identified. The construction phase and the resulting inconvenience to businesses will likely be temporary. During construction, it is expected that there will be adverse effects on businesses and customers from the temporary arrangements. These disadvantages can be minimised by timing the construction at a quieter time for trading. The final impacts are expected to be noticed only after the completion of the walking centre and the adaptation phase. The environment, attitudes, and preferences are expected to affect impacts.

The fourth and fifth points of the business impact analysis dealt with indirect and other impacts that may arise from the development. The first analysed indirect impacts on businesses, and the second on the municipality. Indirect and other impacts that were analysed related to businesses were effects on the area's business climate, unpredictable multiplier effects, and effects on business operations in the future. Research shows that most businesses in the region will likely experience the development as positive. However, the analysis identified a risk that if the quality of the implementation does not correspond to the area's image and functionality, its image as a high-class shopping area might weaken. Otherwise, the impact mechanisms and risks related to the walking centre development are known, and there are no known unexpected multiplier effects. Based on international experiences, improving pedestrian conditions in the city centre is expected to attract new businesses and improve turnover due to improving the vitality and attractiveness of the city centre.

Indirect and other impacts that were analysed related to the municipality were additional costs, positive and negative consequences, the development of the city's image, and effects on the city's other plans. According to the analysis, developing a walking centre will generate costs for the municipality in terms of planning and implementing traffic and work arrangements and monitoring the

impacts. The development of the car-free city is expected to promote many strategic goals, positively affecting the use of sustainable modes of transportation, traffic safety, and the vitality and attractiveness of the centre. It can also be used to experiment and gather information for future pedestrian conditions in the city. According to the analysis, the development of the car-free city is a significant change in the central area of the city, which may include risks. One identified risk is that the quality of the implementation will fall short of expectations, and the full potential of the arrangement will not be realised. In the public debate, the adverse effects of car traffic can be emphasised, leading to distorted conclusions and a slowdown in sustainable development. That can also affect the city's image. However, with the help of the analysis, it is concluded that international experiences show that projects aimed at improving pedestrian conditions can undeniably increase the vitality of the city centre and, thus, the operating conditions of businesses. Therefore, the direction of development where the walkability of the city centre is improved can emphasise the city's business-friendly image.

The business impact analysis also identified the importance of interaction between businesses and the municipality. The analysis concluded that many businesses wish that the city would avoid implementing significant changes during the recovery from the covid-19. Concerning planning the car-free city, it can be anticipated that the reduction of parking spaces will raise doubts among some businesses about the city's business-friendly nature. Many businesses are expected hoping to secure on-street parking spaces because they are considered necessary for their business. Based on an international comparison, the reduction of parking spaces has little impact on businesses. Still, their removal may affect the type of businesses worried about parking spaces and see the city's action on the project when deciding on and implementing it. The analysis emphasises open dialogue in the direction of businesses, thereby managing the city's image.

The last point of the business impact analysis discussed responding to the positive and negative impacts. It examined how positive effects could be strengthened, but adverse effects prevented or mitigated. Negative effects, such as inconveniences to businesses and customers, can be mitigated by timely and appropriate communication, minimising construction times, and ensuring that business conditions are maintained in the vicinity of businesses. The analysis concludes that a successful outcome requires the city to have intensive communication, information, and coordination. Businesses can be engaged in the planning, with which the implementation details can be developed, and the project's acceptability can be secured. The effects of the car-free city's development are related to improving business conditions. The city believes the impact will be realised by the increase in the number of pedestrians and customers. Thus, the space reserved for motoring should be harnessed in such a way that it creates value for all city users.

6.2.2 Interviews

The majority, 88 per cent of those who answered the survey, had heard about Helsinki's new pedestrian areas. However, the rest, 12 per cent, had not heard about the upcoming changes. The typical time the responding businesses have been located in the area is 1-10 years. Twenty-five per cent of the businesses have been in the current location for 1-5 years, and 25 per cent have been there for 6-10 years. Thirty-eight per cent of the businesses have been there for more than ten years, and 12 per cent of the respondents have been there for less than a year. The businesses that had heard about the changes have been in the area for at least a year, as the businesses that had not heard about the development of the pedestrian street for less than a year. The businesses that responded to the survey offer various services, as 37 per cent of respondents offer food services, and 25 per cent of respondents offer design or fashion services. The remaining 38 per cent of respondents answered that they offer other, such as health services.

In the survey, businesses were asked whether they are interested in participating in planning a car-free city centre. Eighty-eight per cent of the responding businesses were interested, while 12 per cent were not. However, only 25 per cent of the respondents point out that they have tried to influence the area's planning independently. The policy review revealed that Helsinki emphasises its willingness to plan a car-free city with actors in the area, such as businesses. However, the survey shows that more than half, 63 per cent, of the responding businesses, feel that they need to be more actively engaged in planning. In comparison, only 37 per cent of the respondents think they have been engaged. The respondents say, for example, that various discussions have taken place with the City of Helsinki in the form of information sessions, coffee meetings and other events. Still, the businesses feel that they have yet to be heard. On the other hand, businesses that think they have been included point out that they have actively aimed to participate and have expressed their opinions.

The policy review also brought up that Helsinki involves businesses, for example, through workshops as part of planning the car-free city. In the survey, the businesses were asked whether they had received an invitation to a workshop, and 50 per cent had received an invitation, while 37 per cent of the respondents had not. The remaining 13 per cent of the businesses that responded neither agreed nor disagreed whether they had received an invitation. However, only 25 per cent of those invited had participated in the workshop organised by the city of Helsinki.

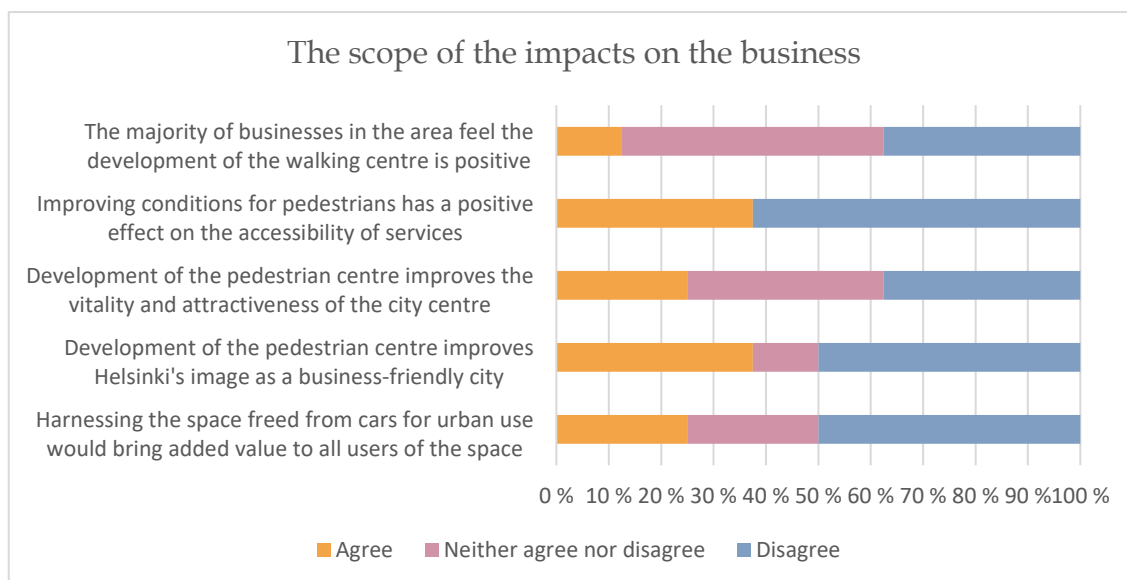
The walking centre has been actively planned and tested by the City of Helsinki since 2020. In the survey, businesses were asked whether how the City of Helsinki communicates to businesses changed during this time. Sixty-three per cent of the responding businesses answered that communication had stayed the same, while 12 per cent felt that communication had changed. Twenty-five per cent of

respondents neither agreed nor disagreed. Some respondents felt that communication had worsened, so in previous years, businesses in the area have been informed more than at present. Some respondents feel that during this time, the attitude of the City of Helsinki towards engaging the business in urban planning has improved. Fifty per cent of the responding businesses think that the opportunities for businesses to participate have changed during this time, while 37 per cent feel that the opportunities have not at least improved.

The public discussion has brought out that the businesses in the area are concerned about the direction of development that supports light traffic by forbidding car traffic. Eighty-eight per cent of the businesses that responded to the survey recognised this phenomenon. In principle, the respondents were not against the car-free city as such, and many liked the opportunities it brought, such as that businesses can expand their operations to the street in the summer. Still, they were worried about the possible effects. As the main reasons for these concerns, the businesses that responded to the survey presented, for example, the fear that customers will move to do business elsewhere, to areas that can be reached by car.

In the survey, businesses were presented with the business impact analysis made by the City of Helsinki, and the businesses were asked whether they agreed or disagreed with the claims. The first set of statements was related to the scope of the business impacts (Figure 6).

Figure 6. The scope of the impacts on the business.

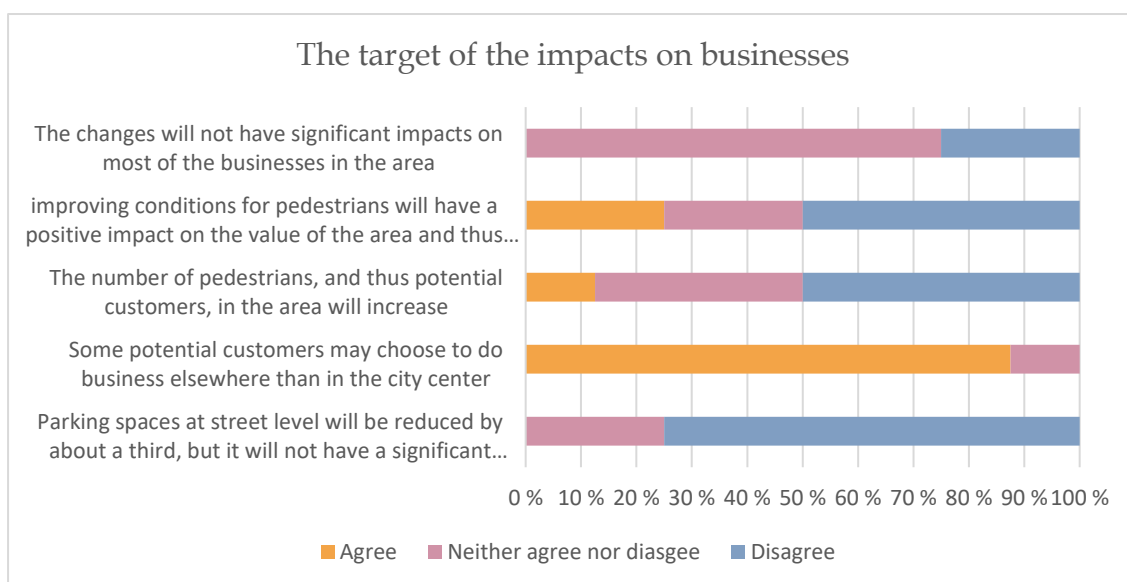


Regarding the scope of the business impacts of the walking centre, the businesses were asked if they agree that most businesses in the area feel the development of the walking centre is positive. More respondents disagreed (38 per cent) than agreed (12 per cent). Half of the respondents neither agreed nor disagreed. The

businesses were also asked what they think about that, according to the analysis, improving conditions for pedestrians positively affects the accessibility of services. Sixty-two per cent of them disagreed, while only 38 per cent agreed with the statement. The statement that the development of a car-free city improves the vitality and attractiveness of the city centre divided the respondents more: 25 per cent of respondents agreed, 38 per cent disagreed, and 38 per neither agreed nor disagreed. However, the respondents disagreed that the car-free city development improves Helsinki's image as a business-friendly city; more than half disagreed, and only 38 per cent agreed. Finally, the businesses did not believe that harnessing the space freed from cars for urban use would bring added value to all users, as only 25 per cent agreed with the statement.

The second point of the business impact analysis examined the target of impacts on businesses. In the survey, businesses were asked whether they agreed or disagreed with the claims (figure 7).

Figure 7. The target of the impacts on businesses.



Regarding the target of the business impacts of the walking centre, the businesses were asked if they agree that the changes due to the walking centre will not significantly impact most of the businesses in the area. The majority, 75 per cent of the businesses that responded to the survey, neither agreed nor disagreed. The businesses were also asked whether they agree that improving conditions for pedestrians will positively impact the area's value and, thus, the image of the businesses. Half of the respondents disagreed, and 24 per cent of the respondents agreed. Half of the businesses that responded to the survey also disagreed that the number of pedestrians, and thus potential customers, in the area would increase due to the development of the walking centre. Only 25 per cent of respondents agreed with the statement. However, almost all respondents, 88 per cent, agreed that some potential customers might choose to do business elsewhere

than in the city centre. Finally, businesses were asked if they agreed it would not significantly impact businesses or customers in the area if parking spaces at street level were reduced by about a third. Seventy-five per cent of the businesses that responded to the survey disagreed, and 25 per cent neither agreed nor disagreed, but none of the respondents agreed.

In the survey, businesses were asked how the city of Helsinki could better engage them in planning. The answers brought up that businesses should be involved at the very beginning of the project. Many respondents felt that the decisions, for example, regarding the car-free city, have already been made earlier, and businesses are consulted later, mainly for form's sake. The respondents would have hoped that the city would have consulted businesses about the most significant changes that affect them, such as the reduction of parking spaces and changes to the area's image. For example, the businesses would have been happy to highlight their experiences about what happens in the area daily, how their customers move, why, and what problems and opportunities the area has. Many businesses that responded to the survey feel that they have been involved primarily in designing flowerpots to be placed on the pedestrian street, which is a minor matter in terms of the whole project.

7 CONCLUSIONS

7.1 Summary

To summarise the discussion, this research aimed to find out why engaging stakeholders in car-free city planning is necessary. The first three chapters presented the background and method of the research. The conceptual framework in chapter two introduced that this research is based on the expectation that businesses and urban planning are continuously interacting. It is assumed that businesses that strive for sustainability depend on sustainable urban planning, just as cities that strive for sustainability depend on sustainable businesses. Therefore, the success of stakeholder engagement affects the relationship between urban planning and sustainable business. This research's link between urban planning and sustainable business was car-free city implementation in Helsinki.

Chapter two also introduced the analytical framework of this research, which included a model for car-free city implementation and stakeholder engagement. The model of car-free city implementations is a nine-point theory about the prerequisites that must be met to achieve a car-free city. It included prerequisites such as clear political vision, mobility and accessibility, funding, communication, data collection and evaluation, stakeholder engagement and a detailed plan. The chapter on stakeholder engagement again presented stakeholder theory from origin to theory that meets today's requirements. Stakeholder theory has developed from a corporate-centric perspective that manages stakeholders in business-society relations and relationships with stakeholders. The chapter also considered the meaning of stakeholder engagement in urban planning. To summarise the meaning, the key point was the change from rational, top-down management-based planning to communicative planning, which strives to achieve consensus and general acceptability among all involved. The literature shows that municipalities that implement the communicative approach have been shown to gain value in terms of engagement, legitimacy, and partnership, when again rational approach can negatively impact the ambition level of strategies in terms of scope, targets, and the likelihood of implementation. In chapter three, the research's methodology and methods were presented, emphasising that this research is based on a case study, with the assistance of a literature review, a document review, and a survey.

The literature supporting and connecting this research to other studies was presented in chapter 4. The literature review covered two main themes, sustainable cities and businesses and car-free cities. The chapter on sustainable cities highlighted literature and topics related to sustainable development goals, urbanisation, requirements of a sustainable city and different models of urban forms that can contribute to sustainability. To summarise the review, sustainable cities and

communities are one of the sustainable development goals of the United Nations. Even though cities are centres of development and economic growth, they face critical environmental and social problems. Major environmental problems are caused by emissions and pollution, inappropriate urban forms that increase transport needs and traffic congestion, which affect citizens' public safety and health. Social problems can arise again from urban sprawl and income-based residential segregation, discouraging social inclusion. Therefore, new urbanism was presented as a form that promotes a human-centred and socially inclusive environment that reduces the need for private transport and instead ensures efficient and sustainable public transport, encourages walking and cycling, and supports biodiversity and green areas within the city. The chapter on sustainable businesses again highlighted literature on corporate citizenship and responsibility, sustainable business models and the relationship between corporate sustainability and financial performance. To summarise the review, businesses have a significant role in society in generating economic development and growth in cities while also considering the environmental problems that society is currently facing through their sustainable business models. A sustainable business model differs from a traditional business model in that it integrates the social and environmental objectives into the businesses' core actions, including a broader group of stakeholders than just customers and shareholders, for example, society and the environment. Therefore, corporate social responsibility was presented as one way to measure businesses' actions towards society, the environment, and relations with stakeholders, while also taking into account that businesses that are more financially stable have better opportunities to promote environmental initiatives, and that is why it does not always pay to be green.

Lastly, a chapter about car-free cities highlighted literature and topics related to the pros and cons of restricting car use from the point of view of sustainability. From an economic point of view, positive effects arise from the innovation and new business models related to sustainable transport, but also from improving public health through encouraging walking and the savings that arise when expensive car infrastructure is harnessed for other urban uses, such as green areas. On the other hand, adverse effects on the economy can arise when some of those who travel by car choose to do business elsewhere than in the city centre, as well as increased costs arising from the provision of public transport and other public services. From an environmental point of view, car traffic contributes several emissions, such as air and noise pollution and raises local temperatures within a city. In addition, in 50 years, direct transport-related greenhouse gas emissions increased higher and faster than in any other energy end-use sector. From a social point of view, in addition to cars bringing freedom and opportunities, it also contributes to social exclusion and traffic poverty through the inaccessibility of public services. Literature shows that car dependency is disadvantageous to health and well-being; people without the benefits of a car will also suffer from climate change, poor air quality, exposure to noise and the cost of accidents.

The case study revealed that Helsinki has strategically chosen to prioritise walking and other sustainable forms of movement in its traffic planning. The vision is that Helsinki should be walkable by 2030. Walking is seen as the most functional, space-efficient, environmentally friendly, equal, and healthy way to move around the city. Walkability promotes the city's goals such as carbon neutrality, lively, health and competitiveness. New pedestrian areas are currently being experimented with in the central area of Helsinki. The experiment aims to reduce driving in the area by closing one of the car lanes and making it available for cyclists. Correspondingly, the street area will be widened for pedestrians and businesses to expand their operations onto the street. To summarise the results, Helsinki has managed its car-free city development project from four points of view; strategies, research, funding and stakeholders.

The presented discussion highlights that Helsinki has systemically linked its different strategies and plans to one another to develop the city comprehensively. The literature presented the typical challenge of car-free cities, which arises when traffic and emissions move to another part of the city instead of traffic and emissions actually decreasing. However, this can be addressed with comprehensive urban planning. Helsinki utilises research to support its decision-making regarding the car-free city and pedestrian streets and has collected data on land use, mobility, and demographic characteristics to form an understanding of the current status and to evaluate the impact of car-free policies further as they are implemented. Necessary political implementations have been defined to meet its accessibility, maintenance, attractiveness and collaboration goals.

The results also show that although Helsinki strives to shift from facilitating mobility to accessibility, for example, through funding, it uses methods such as cost-benefit analyses. However, that does not address the root causes of the need to travel but only indicates whether the benefits exceed the costs by predicting travel demand, but this method has been shown even to increase traffic and congestion. Helsinki points out in its documents that it allocates resources to the most effective measures. Still, at the same time, it aims to allocate resources both to the city centre and the outskirts of the city. The research has shown that households in the centre of Helsinki use public transport more and own fewer cars than those living outskirts of the city. Considering this, it remains unclear how allocating resources outskirts of the city can be the most effective measure in terms of accessibility when it can be assumed that outskirts of the city, public transport competes with private cars. Thus, developing walkability and accessibility within the city centre would seem more effective.

Based on the presented discussion, the way Helsinki engages business stakeholders in planning its car-free city remains unclear. The discussion highlights the aim to strengthen further dialogue and cooperation between the city and the business community, starting from the decision-preparation stage and engage-

ment of existing actors and businesses in the areas to be developed and the implementation of the plan in close cooperation with them. So far, the only action seems to be establishing the cooperation group between Helsinki and businesses to define the city's and business actors' common will. However, with the survey, the businesses' view was collected on how the city has engaged them and the key concerns of businesses on having a car-free city centre. To summarise the results, several businesses in the area would have been interested in influencing and participating but have not participated because it seems that opinions are not asked about matters that are important for the whole. The answers support that engagement should start at the beginning of the project, and stakeholders should be involved in key decision-making. The main fear that emerged concerned the customers that would move to do business in areas that can be reached by car.

7.2 Findings

This research argues that the constant engagement of the city with the business sector is necessary to attain sustainability goals for all stakeholders. The question was examined in the context of planning the car-free centre in the city of Helsinki. Through the presented discussion, it is possible to conclude what kind of connection sustainable cities and businesses have. As mentioned, a sustainable city is socially inclusive, safe, healthy, accessible, environmentally friendly, resource-efficient, and competitive. Sustainable business again integrates the social and environmental objectives and a broad group of stakeholders into the businesses' core actions and responsibilities. In summary, one could think that it is not so much that sustainable cities influence the creation of sustainable businesses or vice versa but that their actions interact continuously. For example, if a sustainable business is based on the fact that it considers the society in which it operates, that society must also be sustainable.

Similarly, suppose a city wants to attract especially sustainable businesses to support achieving its objectives, such as carbon neutrality. In that case, it must be sustainable to maintain an attractive business city image. If one examines car-free urban development, the presented literature shows that improving the conditions for pedestrians and other sustainable ways of transport increases the number of pedestrians and, thus, the potential number of customers. As the number of customers also increases, that again has a positive effect on businesses turnover, income, number of businesses, area to the value, the utilisation rates of the premises and rental income and business activities to tax revenues generated. Therefore, the walkable urban environment is an attraction factor for businesses and experts. That also requires the cooperation of sustainable cities and sustainable businesses.

Further, the presented discussion shows that the engagement of stakeholders is essential for both sustainable cities and businesses. From the point of view of sustainable businesses, it has been shown that long-term relationships and two-way communication with stakeholders are one of the principles of organisational sustainability. It may support organisations in solving complex problems, implementing a sustainable business model, and opening access to new markets. In addition, the engaging stakeholder is a central element of sustainable urban planning as well, as municipalities have a significant role in sustainable urban development. Whether or not stakeholders are involved in the planning has been shown to have different outcomes. As presented in the discussion, involving a communicative planning approach, rather than a top-down rational planning approach, can be seen as an embrace of the democratic values of stakeholders to be part of the decision-making. Furthermore, municipalities that implement the communicative approach have been shown to gain value in engagement, legitimacy, and partnership. Again, a rational approach can negatively impact the ambition level of strategies in terms of scope, targets, and the likelihood of implementation. Therefore, communicative planning can also be the answer to successful car-free city implementation.

When considering why it is necessary to engage stakeholders in car-free city planning, one can utilise the information cycle presented in the analytical framework. The framework states that significant changes in the urban environment, such as a car-free city, require stakeholders and decision-makers to have all the information on the issues; they must understand and accept the changes, and they both need to be ready for the change. However, if one of these does not occur, the information must be processed again. Based on the discussion presented, the most significant threshold in transmitting information is the communication challenges in such a way that, for example, the moral bases of decision-makers and stakeholders do not meet. Therefore, it is important to involve stakeholders from the beginning for decisions to be implemented. In this case, the stakeholder theory could be utilised to view the issues from a stakeholder perspective to understand the strategies that stakeholders use to accomplish their claims and to understand what kind of beliefs and customs are behind them instead of just managing the stakeholders based on the decision makers' moral foundations.

7.3 Recommendations

Based on the policy documents reviewed and the business stakeholders' concerns identified, a series of recommendations for successful business stakeholder engagement in urban city planning are set out (figure 8).

Figure 8. Recommendations for successful business stakeholder engagement in urban city planning.



The first recommendation concerns consulting. Businesses should be systematically consulted on issues that concern them to improve engagement. The responses to the survey revealed that businesses were not consulted on issues that mattered, or their concerns were not responded to. Helsinki highlights the importance of the business sector for the entire city and emphasizes the importance of engagement as part of the planning of a car-free city. However, it seems that currently, engagement only meets the requirements of the law, and stakeholder engagement should still evolve from stakeholder management to establishing a two-way relationship. The consultation process should therefore be developed more flexibly so that the city can react to concerns and make possible changes so that the area also serves the stakeholders operating there.

The second recommendation concerns communication. To improve stakeholder engagement, attention should be paid to communication. The responses to the survey revealed that communication has not changed, or at least developed during the entire project, in three years. However, some of the respondents feel that during this time, the attitude of the City of Helsinki towards engaging the business in urban planning has improved. Businesses located in the area longer were involved more than new businesses, and some new businesses had not even heard of the area's development plans. Therefore, already in the early phase of the project, a strategy to communicate should be established to achieve transparency and consistency in communication and ensure all stakeholders are informed.

The third recommendation concerns support. To improve stakeholder engagement, the city should support businesses in the change. The responses to the survey revealed that businesses were not against the car-free city as such, and many respondents liked the opportunities it may bring. Therefore, the benefits of a car-free city should be further promoted to stakeholders. In addition, the concerns of business stakeholders should be addressed and resolved in cooperation, for example, by planning how businesses and underground parking can be connected in a way that is pleasant to the customers.

The fourth recommendation concerns monitoring. To improve stakeholder engagement, both the implementation of the plans and those already implemented should be monitored and documented so that pre- and post-evaluation can be

done and possible problems can be responded to immediately. Impacts should also be regularly communicated to stakeholders. The policy documents that have been reviewed reveal that the plans related to the car-free centre project were well integrated with other major city strategies and plans. However, the plan to monitor the implementations remain unclear.

The fifth recommendation concerns project management. To improve stakeholder engagement, project managers should be known to all stakeholders. Based on policy documents, the car-free city is planned in cooperation with several organizations, and it remains unclear who is ultimately responsible for the project. Better project management coordination would address problems, such as frequent communication and addressing concerns.

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APPENDIX A Survey, cover letter

Kutsu vastata kyselyyn osana lopputyötä

Hei,

Olen kaupunkimaantieteilijä, ja kauppatieteiden maisteriopiskelija Jyväskylän yliopistosta. Teen parhaillaan lopputyötä, joka tutkii yritysten osallistamista Helsingin kävelykeskustan suunnitteluun. Osana lopputyötä kerään kyselyn avulla yritysten kokemuksia ja mielipiteitä liittyen kävelykeskustaan. Olette tulleet valituksi tähän tutkimukseen, sillä yrityksenne sijaitsee tutkittavalla alueella.

Kyselyssä on kolme kohtaa; yleiset tiedot, yritysten osallistaminen ja mielipiteet. Kyselyyn vastaaminen kestää noin 10 minuuttia ja jokainen vastaus on tärkeä. Toivon, että kysely osoitetaan sellaiselle henkilölle, joka vastaa liikkeen toiminnasta Helsingin keskustan alueella.

Vastauksista ei voida tunnistaa yksittäisiä yrityksiä, eikä yksittäisiä yrityksiä mainita nimeltä tutkimuksessa. Kyselyn vastauksia hyödynnetään vain tutkimuskäyttöön ja yksittäiset vastaukset hävitetään tutkimuksen päätyttyä. Tutkimusta ei tehdä yhteistyössä Helsingin kaupungin kanssa, eikä yksittäisiä vastauksia jaeta heille. Tutkimustulosten perusteella voidaan kuitenkin välittää kehitysehdotuksia Helsingin kaupungille.

Kysely on auki 10.2-24.2.2023 välisenä aikana. Linkki kyselyyn on yrityksen henkilökohtainen, joten ettehan jaa sitä eteenpäin.

<https://link.webpolsurveys.com/esimerkki>

Mikäli teillä on kysymyksiä kyselystä tai tutkimuksesta, vastaan niihin mielelläni.

*This is a survey related to a master's thesis that studies the engagement of business stakeholders in urban planning. If you would like to answer the survey in English, please do not hesitate to contact me.

Ystävällisin terveisin

Kiia Lempinen

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APPENDIX B Survey



Yritysten osallistaminen Helsingin kävelykeskustan suunnitteluun – kysely yrityksille

Tervetuloa vastaamaan opinnäytetyön kyselyyn, jonka avulla tutkitaan yritysten osallistamista Helsingin kävelykeskustan suunnitteluun. Tämän kyselyn avulla kerätään alueella sijaitsevien yritysten kokemuksia ja mielipiteitä alueen kehityksestä.

Kyselyssä on kolme kohtaa; yleiset tiedot, yritysten osallistaminen ja mielipiteet. Kyselyyn vastaaminen kestää noin 10 minuuttia ja jokainen vastaus on tärkeä. Kiitos!

Pakolliset kysymykset merkitty tähdellä (*)

Yleiset tiedot

Helsingin kaupungilla on visio käveltävästä Helsingistä vuoteen 2030 mennessä. Kävelyn edistämishjelman päätavoitteena on käveltävyyden ja muiden kestävien liikkumistapojen edistäminen osana kaupunkikeskustojen kokonaisvaltaista kehitystä. Osana ohjelmaa toteutetaan kävely-ympäristön kokeiluja ympäri Helsinkiä. Myös Helsingin keskustan alueella kokeillaan kävelyalueita (katso kartta).

Helsinki korostaa, että yrityksiä ja asukkaita osallistetaan aktiivisesti kävelykeskustojen suunnitteluun ja toteuttamiseen, jotta alueen kehitys tukee yritysten ja asukkaiden tarpeita. Myös kansainvälinen tutkimus tukee näkemystä siitä, että yritysten ja asukkaiden osallistaminen suunnitteluun on välttämätöntä tuen, muutosten hyväksymisen ja projektien onnistumisen kannalta.

1. Oletteko kuulleet Helsingin keskustan uusista kävelyalueista? * *Kyllä/Ei*
2. Yrityksen sijainti * *Eteläesplanadi/ Erottajankatu/ Kasarmikatu/Lönnrotinkatu/ Pohjoisesplanadi*
3. Kauanko yritys tai toimipiste on sijainnut alueella? * *Alle vuoden/ 1-5 vuotta/ 6-10 vuotta/ yli kymmenen vuotta*

4. Minkälaisia palveluita yritys tarjoaa? * *Kauneus- ja terveystalvelut/ Ravitsemuspalvelut/ Sisustus- tai muotipalvelut/ Muu*

Yritysten osallistaminen suunnitteluun

5. Oletteko yrityksen edustajana kiinnostuneet vaikuttamaan kävelykeskustan suunnitteluun? * *Kyllä/ Ei*
6. Oletteko yrityksen edustajana yrittäneet vaikuttaa suunnitteluun (Esimerkiksi kerrokantasi-palvelun kautta)? * *Kyllä/ Ei*

Jos kyllä, miten?

7. Helsinki tuo esille, että kävelykeskustaa on suunniteltu yhdessä alueen toimijoiden kanssa. Koetteko, että edustamaanne yritystä on aktiivisesti osallistettu suunnitteluun? * *Kyllä/ Ei*

Jos kyllä, miten?

8. Helsinki tuo esille, että osana kävelykeskustan suunnittelua yrityksiä ja asukkaita osallistetaan esimerkiksi työpajojen avulla. Onko yritys saanut kutsua tällaiseen työpajaan? * *Kyllä/ Ei/ En osaa sanoa*

Jos kyllä, osallistuitteko työpajaan? * *Kyllä/ Ei*

9. Kävelykeskustaa kokeillaan alustavasti kesästä 2023 alkaen syksyyn 2024 asti. Tätä ennen kävelykeskustaa on kokeiltu kesäkatujen muodossa vuosina 2020–2022.
- 9.1 Onko Helsingin tapa viestiä yrityksille muuttunut tänä aikana? * *Kyllä/ Ei/ En osaa sanoa*

Jos kyllä, miten?

- 9.2 Onko yrittäjien mahdollisuudet osallistua suunnitteluun muuttuneet tänä aikana? * *Kyllä/ Ei/ En osaa sanoa*

Jos kyllä, miten?

10. Miten Helsinki voisi paremmin osallistaa yrityksiä kävelykeskustan suunnitteluun?

Yritysten mielipiteet

11. Julkisessa keskustelussa tuodaan esille, että alueella sijaitsevat yritykset ovat huolissaan kehityssuunnasta, joka tukee kevyttä liikennettä keskustassa, mutta vastaavasti rajoittaa autoilua. Tunnistatteko yrityksen edustajana tällaisen ilmiön? * *Kyllä/ Ei/ En osaa sanoa*

Jos kyllä, mitkä näkemyksenne mukaan ovat keskeisiä syitä näille huolille?

12. Julkisessa keskustelussa tuodaan esille, että kävelykeskustan kokeilu toteutetaan kiireiseltä vaikuttavalla aikataululla ottaen huomioon maailman tilanne (esimerkiksi korona, sota, inflaatio). Koetteko yrityksen edustajana, että toimet ovat liian nopeita? * *Kyllä/ Ei/ En osaa sanoa*

13. Helsinki on osana kävelykeskustan suunnittelua arvioinut yritysvaikutuksia. Voitte seuraavassa vastata, oletteko väittämien kanssa samaa vai eri mieltä

13.1 Vaikutusten laajuus * *Samaa mieltä/ En osaa sanoa/ Eri mieltä*

- a. Suurin osa alueen yrityksistä kokee kävelykeskustan kehityksen positiivisena
- b. Kävelijöiden olosuhteiden parantaminen vaikuttaa positiivisesti palveluiden saavutettavuuteen
- c. Kävelykeskustan kehittäminen parantaa keskustan elinvoimaisuutta ja vetovoimaisuutta
- d. Kävelykeskustan kehittäminen parantaa Helsingin imagoa yritysympäristävällisenä kaupunkina
- e. Autoilusta vapautuvan tilan valjastaminen kaupunkikäyttöön tuo lisäarvoa kaikille tilan käyttäjille

13.2 Vaikutusten kohdentuminen * *Samaa mieltä/ En osaa sanoa/ Eri mieltä*

- a. Suurimpaan osaan alueen yrityksistä muutoksilla ei ole merkittäviä vaikutuksia
- b. Kävelijöiden olosuhteiden parantaminen vaikuttaa positiivisesti alueen arvoon ja siten yritysten imagoon alueella
- c. Kehityksen seurauksena jalankulkijoiden, ja siten potentiaalisten asiakkaiden määrä alueella kasvaa
- d. Osa potentiaalisista asiakkaista voi valita asioivansa muualla kuin keskustassa kävelykeskustan laajenemisen myötä
- e. Parkkipaikat katutasolla vähenevät noin kolmanneksella, mutta sillä ei ole merkittävää vaikutusta alueen yrityksiin tai asukkaisiin

Palaute

14. Halutessanne voitte antaa palautetta kyselystä.