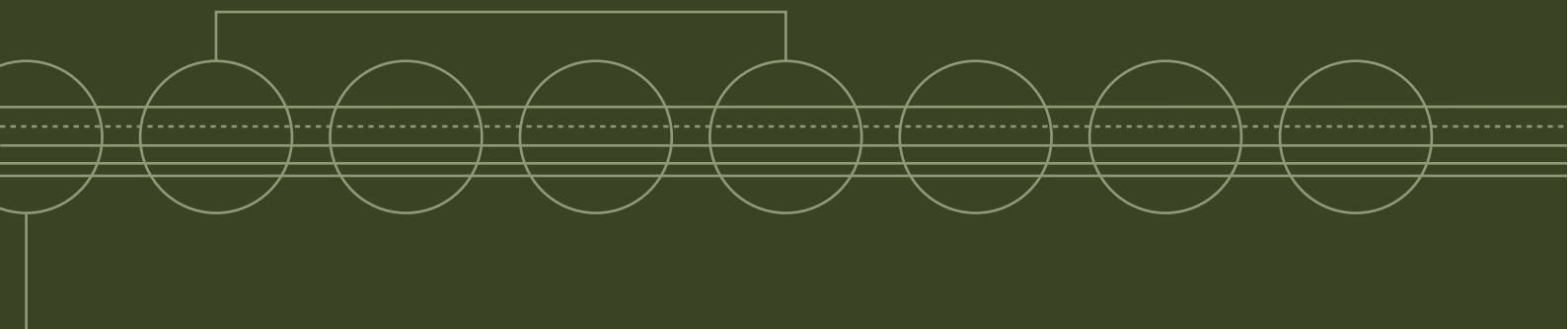




ANNUAL REPORT  
2001



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# YEAR ONE OF THE FINNISH ROAD ADMINISTRATION

The year 2001 was the new Finnish Road Administration's first year in charge of the public road network in Finland. Spanning two centuries, one administrative tradition ended as the agency responsible for road administration and maintenance was divided into two separate organizations at the beginning of 2001. By the end of that year, old administrative culture had already given way to a new one.

## Change in the agency's role

The Finnish Road Administration's field of interest has expanded from road maintenance to encompass the service function of the network and the entire transport system in society. This service function must be based on a profound understanding of society and customer needs. At present, the Finnish Road Administration is a road transport expert, hiring outside service providers to build and maintain both the visible and invisible road infrastructure.

While the change was great in principle, the separation of administration and production was not abrupt. Competitive tendering for regional maintenance and upkeep contracts will be gradually introduced during a transitional period of four years. All investments will be subject to competitive tendering by the end of 2002, and large-scale investments already now involve procurement of entire projects.

## Change in organization

When the reform was prepared over the years, the main concern was the development of the Finnish Road Enterprise into a free-market operator. Efforts to clarify the new role of the Road Administration, on the other hand, did not start in effect until early 2001.

During its first year of operation, the entire Road Administration has been impacted by a clear message that it is faced with major changes. The agency's new Vision 2007 and its completely new process and team organization have made it evident to all that it is a question of a genuine, not cosmetic, change.

The entire personnel were encouraged to participate in discussions about the vision and organization. Exchange of views on the net and along the corridors was active, open

and fruitful. The next stage is translating the reform into practice, to be positively reflected in our activities as perceived by our partners, ranging from road users to contractors.

Cornerstones of this reform include client-centredness, ability to engage in co-operation on a broad scale, a high level of expertise and the constant development of our procedures. Our goal is to manage the Finnish public road network as successfully as possible from the viewpoint of society and the entire transport system.

Success in these endeavours requires an appreciation of road maintenance and development needs, justifying the needs to the Government and purchasing cost-effective services on the market. In addition to efficiency, our activities are based on sustainable development and cost assessment that takes account of an investment's entire life cycle.

## Road assets have benefited other purposes

Contrary to the agency's wishes, appropriations for basic road management have not been increased and, consequently, funding has declined in real terms as the price level has gone up. Because making compromises in upkeep and maintenance would be fatal, reductions in finance were especially apparent in regional new and expansion investments.

Despite the emphasis on basic upkeep, the condition and capital asset value of the 15-billion-euro network have declined. The average rate of 21 years for repavement and over 120 years for structural overhaul are too long. Excessively poor condition is liable to make future repairs and daily travel costs even more expensive.

The former annual framework for network development has been abandoned in the State budget in favour of a system whereby projects and contractual authorizations are decided comprehensively. This is positive in terms of outsourcing, but the downside is that contractual authorizations are rigorously calculated, and thus competitive tendering for the projects agreed upon in the 2000 supplementary budget has been sluggish.

## STEERING



*Planned in 2001 and adopted in 2002, the idea behind the process organization is to guide the Finnish Road Administration in its altered role towards the new vision and to turn the organization into an expert on the entire transport system, a creative developer of the market and an effective purchaser of services. The organization is led by the Director-General, two Directors in the Central Administration and Regional Directors. The development of the processes is supervised by the Process Directors. Picture: Director-General Eero Karjaluo and Uusimaa Regional Director Rita Piirainen.*

## The main road network was developed further

The year 2001 saw completion of Main Road 25 between Hanko and Skogby and the motorway between Kemi and Tornio, based on the old annual framework funding, and the motorway section on E18 between Porvoo and Koskenkylä, the first project based on comprehensive funding.

Of the projects having started earlier and continuing after 2001, the most important is the E18 motorway section between Paimio and Muurla. When the supplementary budget for 2002 was drawn up, it was also decided that the remaining section between Turku and Helsinki will be constructed as a motorway. Clear-cut decisions on major undertakings create stability in road project policy that has formerly been criticized as unpredictable.

During the report year, four projects decided in the 2000 supplementary budget made progress, albeit in the form of competitive tendering. Only one new project was decided in 2001: improvement of Main Road 9 between Orivesi and Muurame was launched through comprehensive funding.

Focusing network development on main roads is effective and financially sound given the limited resources of the state economy. In length, the main road network constitutes only 17 per cent of highways, but it carries about 60 per cent of traffic, and the same applies to road fatalities. Traffic on public roads increased by 2.8 per cent in 2001.

## The Finnish Road Administration achieved its performance targets

Activities were so successful in all units that bonuses were paid. After many years of experience, steering by results operates smoothly. Within the framework of available finance, it is a powerful instrument for focusing attention to issues that must be addressed.

For instance, steering by results has made it possible to promote traffic safety and to reduce negative environmental impacts, despite the meagre resources. This will not create more money, however, and the agency has been forced to accept targets that have, among other things, led to declining pavement condition. Thus, the Finnish Road Ad-

ministration is concerned about its inadequate possibilities to prevent especially road fatalities and to improve the condition of roads.

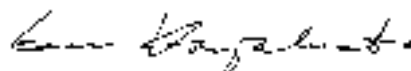
The Road Administration conducts regular road user studies to monitor customer satisfaction. According to the surveys carried out in 2001, private car owners were once again satisfied with the agency's operations: 50 – 60 per cent were satisfied with the services in general. Professional road users, however, took a more critical stance: 40 – 50 per cent were satisfied with the services provided in the summer, while as little as 30 – 35 per cent found the Road Administration's winter maintenance to be satisfactory.

Clients were mostly dissatisfied with the lower-standard network in particular. In the winter, roads were considered slippery, snowy and rutted, in the summer pavements were regarded as poor, and gravel roads were negatively affected by frost damage in the spring. The interviews suggested that more pedestrian and bicycle lanes should be constructed and more attention should be paid to public transport. Both road user groups were agreed that improvements to main roads should be prioritized.

## Getting our message across

We have set out boldly to shape working models in line with our new mission, with enhancing appreciation of road management among decision-makers as one of the most important objectives. The Finnish Road Administration is a repository of information about the condition of the road network and traffic, forming a sound basis for making, e.g. financial decisions.

We must also take a critical look at our activities and ask whether we have done enough to get our message across among different audiences. It is important to emphasize the importance of societal relations also in the future.

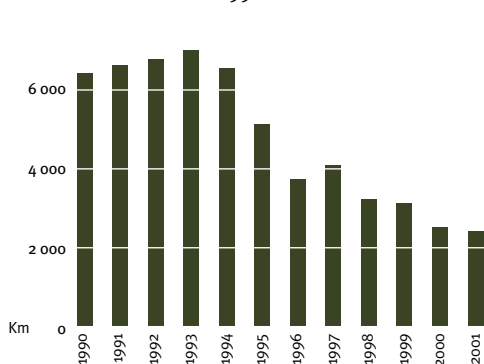


# ROAD MANAGER'S REPORT

The Finnish Road Administration is in charge of the public roads in Finland, with a total value of about 15 billion euros. The agency is concerned with maintaining and developing safe, smooth and environmentally friendly road connections as part of the entire transport system. The needs of road users, business life and society at large constitute the starting point for these efforts.

It is the manager's duty to give an accurate account of the condition of real estate or property and to make suggestions for investment optimizing the owners' interests. By the same token, the road manager must be an expert providing reliable information to form a basis for societal transport decisions.

PAVEMENT ACTIONS IN 1990–2001



*Pavement condition can be retained with a pavement action rate of 4,200 km per year.*

## Highway network in 2001

At the end of 2001, the length of public roads in Finland was 78,059 kilometres, of which 50,292 kilometres were paved. There were 13,262 km of main roads, 591 km of motorways and 4,382 km of pedestrian and bicycle ways. The public roads had 13,880 bridges, whose replacement value totalled about 2.7 billion euros.

Roads carried two thirds of goods transport and over 90 per cent of passenger traffic in Finland. In 2001, traffic performance on public roads was 31.3 billion automobile kilometres. This is some 65 per cent of the traffic performance throughout the road network, comprising about 2.5 million vehicles. The annual vehicle drive costs on public roads came to 10 billion euros.

## Upkeep and replacement investments

Upkeep and replacement investments include pavement actions, maintaining roads and bridges structurally intact or restoring their original condition.

Some 134 million euros were spent on road upkeep and repairs in 2001: 102 million euros on paved roads, 19 million euros on gravel roads and 13 million euros on bridges.

Pavement actions involved 2,370 kilometres of roads, which is 4.7 per cent of the entire paved network. Of them, 395 kilometres were replacement investments (0.8 per cent of pavements). In 2000, the pavement programme extended for approximately 2,500 km.

## Back to the 50's and 60's

In 2001, the amount of upkeep and replacement investment actions on paved roads was the lowest since the late 1960's. The rate of pavement actions in relation to the length of pavements was at an all-time low.

This rate means that pavement actions can be taken at an average interval of 21 years, and structural improvements are possible at an interval of 127 years. Pavements should be renewed every 12 – 13 years and structures should be reinforced every 50 – 60 years in order to maintain structural integrity throughout the paved network and to ensure satisfactory performance.

## CONDITION TARGETS WERE MET

The Finnish Road Administration was able to achieve the targets for road network condition in 2001 set by the Ministry of Transport and Communications, but the condition of the network continued its decline, which started in the mid-1990s. The decline mainly concerned the lower-standard pavements and was reflected in exacerbating surface problems but also as difficulties to maintain trafficability on connecting roads. The condition of main roads and gravel roads remained almost the same, but bridges deteriorated.

A total of 6,527 kilometres of pavements failed to meet the condition target by the end of the year. Pavement surface condition declined so that the amount of substandard roads increased by 70 km (target: a maximum of 200 km). On gravel roads, disadvantages to road users due to structural frost damage were reduced by 13 per cent (target: 12 per cent).

### **Economy now will be costly later**

The decline in pavement surface condition has been surprisingly minor, but actions to improve the underlying structures have been inadequate for years. The problem will accumulate and make it harder and more expensive to maintain surface condition in the future.

Some paved roads were converted back into gravel roads: about 90 kilometres of low-volume surfaced roads in bad repair were converted into gravel roads. Such action has mainly been taken during the past two years. In 2000, conversion involved 135 kilometres.

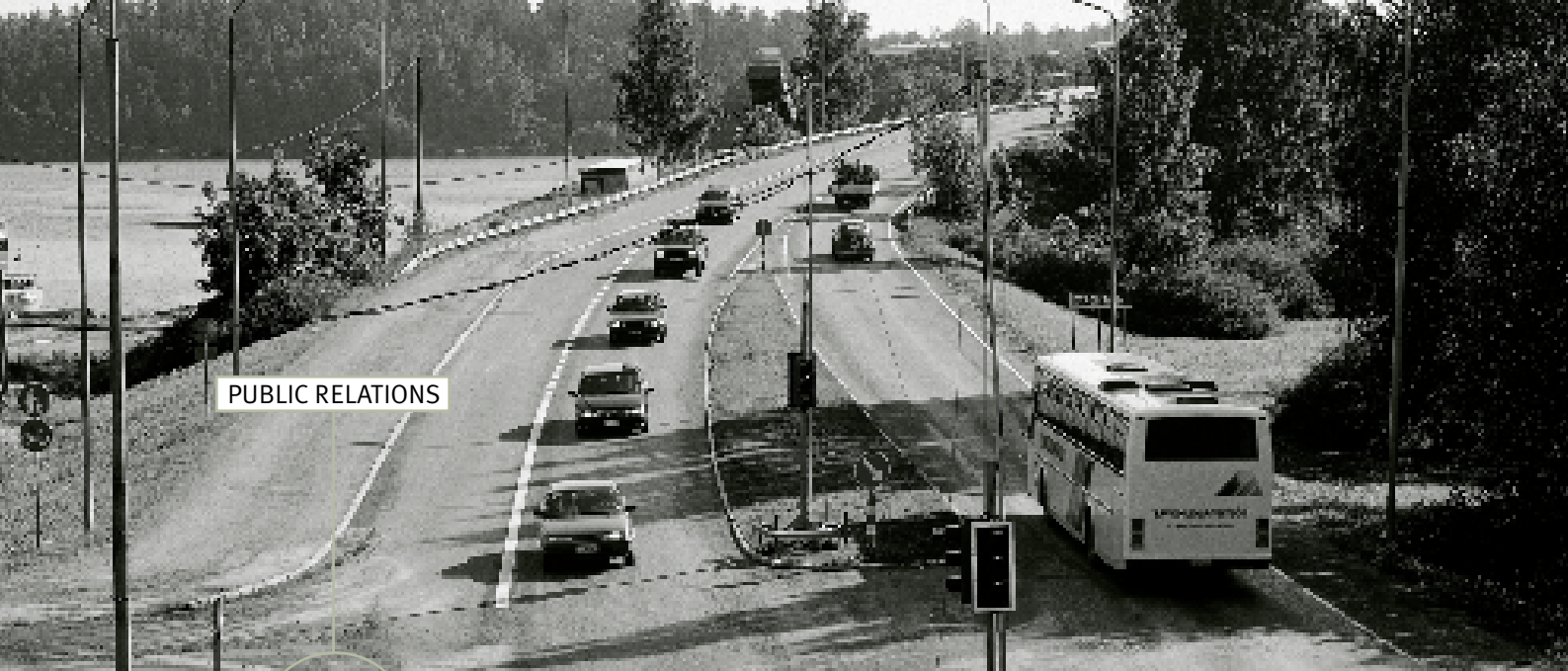
Actions to reduce transport disadvantages caused by structural frost damage were successful. Structural frost damage was repaired along 170 kilometres (0.6 per cent of gravel roads). In 2000, the length was 230 km. Such sections in bad repair totalled 1,020 kilometres in the spring of 2001.

Mainly built soon after World War II, the Finnish bridges need overhaul and, consequently, renovation has become particularly topical in recent years. The volume of bridge overhaul increased somewhat from the previous year. In 2001, 182 bridges underwent overhaul (1.3%), whereas in 2000 the number was 175.

### **Condition deficit 800 million euros**

As specified by the Programme of the Finnish Government, road management aims at maintaining the condition and capital value of the road network. The Ministry of Transport and Communications has set a long-term goal to reach a condition level that ensures maximum benefits with minimum disadvantages. Efforts to reach this optimum were successful in the early 1990s, but the last six years have meant drifting away from that optimum.

At present, the condition deficit is such that it would cost 800 million euros to achieve optimum condition. This would be a sound investment because, compared to an optimal network, the present condition annually causes additional drive costs of 50 million euros to road users and an extra 30 million euros in upkeep costs.



PUBLIC RELATIONS



*The Finnish Road Administration's user interface is the surface of the road. From a customer service viewpoint, the primary concern is not with the road but a person in need of transport either as a road user or societal decision-maker. It is the task of the Public Relations Process to explore the needs of various customer groups to form a basis for road management and to create interactive relations based on partnership also with service providers and other key players. The Public Relations Process is also in charge of the agency's external and internal communications. From left: Director of Public Relations Outi Ryyppö, Leena Anttila, Arto Muukkonen, Jukka Hopeavuori, Jukka-Pekka Kakkuri and Antti Rinta-Porkkunen.*



## AT THE SERVICE OF ROAD USERS

Several new projects improving service level were opened to traffic in 2001, the most important being the motorway sections Porvoo – Koskenkylä and Kemi – Tornio.

On lower-standard highways, restrictions must be placed in the spring because of frost damage. For this reason, weight limits have been imposed in recent years on 3,000 – 4,000 kilometres. Restrictions usually last for a month or so. In 2001, restrictions involved 3,229 kilometres, mainly lightly travelled connecting routes.

The condition of bridges has slowly deteriorated. The age distribution of the Finnish bridges requires an accelerated renovation rate. Nevertheless, there has not been any need to impose more weight limits for this reason. A total of 210 bridges had such limits, mostly on lower-standard roads.

### **Pedestrian and bicycle traffic and public transport were developed further**

In 2001, 115 kilometres of bicycle and pedestrian ways were constructed, including 35 grade-separated junctions. The Finnish Road Administration also contributed to the steering committee for bicycle and pedestrian traffic, working under the Ministry of Transport and Communications. The results include nationwide policies on pedestrian and bicycle traffic and a related research programme.

To enhance public transport, the agency's Regions drew up reports on the needs of this sector, to form a basis for

the Road Administration's public transport actions. More attention was paid to public transport at all stages of road planning and to its role in project impact assessment. The agency continued collaboration with other actors in the public transport sector. Actions to improve the operational possibilities of public transport are consistent with the policy guidelines drawn up in 2000.

### **Safety through co-operation with municipalities**

Traffic flow and safety are affected by speed limits. Revision of speed limits in built-up areas to improve the safety of pedestrian and bicycle traffic made progress in 2001. Speed limits under 50 km/h in designated built-up areas increased by 251 kilometres, accounting for about 31 per cent of the total length of this network, the goal being 40 per cent by the end of 2002. When speed limits have been decided, the agency has usually been in contact with municipalities. Consequently, these negotiations have often clearly impacted on local decisions as well.

The road safety investments jointly implemented with municipalities are based on municipal traffic safety plans and are generally small in scale. Compared to previous years, this collaboration was at the same level or slightly increasing. During the report year, special attention was paid to making and revising municipality-specific and regional road safety plans.



*The purpose of the Planning Process is to engage in planning of road and traffic conditions on highways so that they meet the needs and expectations of different client groups. The Process prepares road management plans and programmes as well as produces policy guidelines to ensure uniform actions and procedures throughout the country. The Planning Process has the agency's best understanding of road and traffic conditions as well as products and services. From left: Elisa Sanasvuori, Tuomas Toivonen, Planning Director Eeva Linkama, Sini Puntanen and Pekka Ovaska.*

## SERVICES WERE PLANNED

In its Action and Financial Plan for 2003 – 2006, the Finnish Road Administration emphasizes actions to ensure the daily performance of the existing network, to maintain road condition and to improve safety. The goal is to retain the present service level. However, in expanding urban areas, traffic congestion is liable to increase.

### Main network development

The agency is currently preparing guidelines for developing main roads further. Having started in 2000, the project strives to form a coherent view on the principles of developing main road connections and the service level pursued.

In 2001, separate reports were made on all connections in the trunk route network, describing their specifications, significance, present situation and problems. In the next stage, the Regions will draw up their reports on developing main connections in the trunk network.

### Planning of urban routes

Along with the guidelines for the main network, policies are also made on developing urban routes. The project was launched during the report year by arranging extensive meetings with associates and interest groups in every Region. The meetings clarified, for example, traffic problems in urban areas of different sizes.

In the Greater Helsinki Area and some other major urban areas, the paramount problem was periodic congestion. Safety among pedestrians and bicyclists turned out to be a problem everywhere, especially in towns with busy thoroughfares.

The most important developmental needs in urban areas were intensified co-operation between the key players, increased interaction in transport and land-use planning as well as traffic safety.

### Administrative classification of roads

According to the law on land use and earthwork construction, which took effect at the beginning of 2000, not only cities but also rural municipalities must engage in local zoning. As a result of this reform, the municipalities must

zone all public roads, which usually serve local traffic, as streets maintained by the municipality. According to the transition period provided for, the law does not have to be applied until 2010.

The Finnish Road Administration has made region-specific classification maps illustrating which sections will remain public roads and which will be zoned as streets. The new categorization has been presented to local authorities, and the maps have circulated in municipalities for comment since the end of 2001. Once ready, the maps will be distributed in municipalities as the Road Administration's preliminary statement serving the zoning process.

### Road management impact assessment

Impact data on planning and project construction are located in many sources, and there are several methods for impact assessment. Information about the impacts of planning and construction on the service level of pedestrian and bicycle traffic as well as public transport is very limited. Describing the impacts of maintenance and upkeep has also been found problematic.

During the report year, a project was launched to develop the methods of studying, assessing and presenting impacts. The project is estimated to last until the end of 2004.

### New policies on winter maintenance

The Finnish Road Administration defines the quality of winter maintenance on highways and the service level for different roads. As of the beginning of the new winter season, the regional maintenance contracts adopted the new winter maintenance policies.

Winter maintenance on low-volume roads has been locally improved. The winter maintenance class of some 2,000 kilometres was upgraded by one. A system known as smart maintenance, which is changeable according to situation, has been in more extensive use.



## PROCUREMENT



*The mission of the Procurement Process is crystal clear: more with less. The Process arranges competitive tendering for maintenance, upkeep and investment contracts as well as consult services. Its greatest challenge is to develop procurement procedures that are conducive to a viable and healthy market in Finland, since only profitable companies can genuinely enhance productivity. From left: Procurement Director Markku Teppo, Katri Eskola, Ari Huomo, Hannu Utti and Tapani Angervuori.*

## COMPETITIVE TENDERING FOR CONTRACTS

In 2001, the most significant factor affecting the agency's procurement practices was turning the Finnish National Road Administration's production activities into a state-owned enterprise and the gradual introduction of free competition. A timeframe was set for the changeover so that the Finnish Road Enterprise and the market could adapt to the new situation.

Construction and upkeep will be entirely subject to competition by the end of 2002, and the same will gradually apply to maintenance and planning by the end of 2004. During the transition period, services not subject to competitive tendering will be purchased as negotiated contracts directly from the Finnish Road Enterprise. Competition will bring an estimated saving of about 50 million euros by the end of 2004.

In maintenance, competitive tendering is based on a three-year regional contract, with a network ranging between 500 and 1,500 road kilometres. It was estimated that such frameworks would interest an adequate number of contractors so as to ensure genuine competition.

### Contract costs went down

During the report year, competitive tendering involved 23 regional maintenance contracts, i.e. a quarter of all maintenance. Of them, the Finnish Road Enterprise won 17, while six contracts went to private companies.

All contracts received several offers and competition was intense. The average price level of successful tenders was 8.6 per cent lower than the cost estimates calculated by the Finnish Road Administration.

As for construction and upkeep, 71 sites were open to competition during the year (totalling 200 million euros), and successful tenders were on average 9 per cent lower than the Road Administration's preliminary cost estimate. Of

them, the Finnish Road Enterprise won 27 per cent in terms of costs. Planning was subject to competition for the value of about 4 million euros (39 projects), of which the Finnish Road Enterprise won 14 per cent in terms of costs. The introduction of competition and its effects have been monitored in a working group appointed by the Ministry of Transport and Communications.

In implementing major investments, there was a changeover to comprehensive funding, which enables efficient schedules and timely completion that will result in savings.

### Procurement was developed

The guiding principle of developing the Road Administration's procurement procedures is a gradual changeover to purchasing service packages that require broader expertise. The agency has streamlined its procurement practices and the necessary documents through its own activities and by contributing to the development of infrastructure procurement in the Infra – Construction and Services 2001 – 2005 programme of the National Technology Agency (TEKES). The most urgent concern in this technology programme is to develop procurement activities in the field of infrastructure networks so that the activities would make the most of the service providers' innovative potential and product development.

The first project in the technology programme was an investigation into international procurement procedures. Co-funded by the Finnish Road Administration, the investigation showed that the agency's procurement policies were in line with international trends. In addition, other development projects on procurement practices were prepared during the report year in this technology programme and in association with actors and research centres in the field.



*Traffic Services constitute a Process where the Finnish Road Administration meets its customers on a road-surface level each day. The Traffic Services Process comprises Traffic Centre activities and some other official duties, such as overweight and wide-load transport licences. The task of the Process is to improve traffic information, control and disruption management so that uniform and effective services from Traffic Centres are available to road users all over the country. From left: Raimo Kaikkonen, Petteri Portaankorva, Traffic Services Director Lea Virtanen, Timo Karhumäki, Laura Sundell and Heikki Ikonen.*

## TRAFFIC SERVICES WERE IMPROVED

Basic services for road users – information, traffic control and roadside services – are conducive to safe, smooth and pleasant transport. In accordance with the Road Administration's new role, feedback from road users and authorities is channelled through traffic centres to contractors and contract supervisors.

The new operational policy has clarified the division of labour and resulted in a recording practice, which can be exploited in developing the services further. Making contact has also been made easier for road users, who can call our 24-hour telephone service (Road User's Line 0200-2100) and be sure that their concerns are dealt with.

### Satisfied customers

According to our customers, the agency's nine Traffic Centres provide good and unified services for road users, who are also better aware of, and more inclined to use, the existing services. Our up-to-date website has 200,000 visitors per month, and the Road User's Line made a new record in 2001, with 23,000 phone calls received. This information is also partly conveyed through the teletext services of the Finnish Broadcasting Company.

As usual, the 500,000-copy edition of the roadwork map was in great demand. Car owners regarded traffic information on the radio about accidents and other sudden disruptions as highly useful for their mobility. In 2001, 2,000 bulletins were issued to radio stations in co-operation with the police and emergency centres – more than ever before.

Up-to-date services are complemented by the Finnish Road Administration's own information kiosks located in major rest areas. The first ten kiosks are operating, and a couple of dozen more will be established in the near future, some of them together with municipalities.

### New needs were explored

Client needs and experiences were surveyed in a variety of ways. For example, we asked road users how they use information and how it affects traffic. Rapidly advancing technology is another consideration that calls for constant research, as new possibilities for online monitoring and control of traffic are emerging. An especially promising prospect is to use mobile communications with positioning capabilities to monitor traffic flows.

It would appear that the future role of the Finnish Road Administration will involve producing a content-related framework for services, while actual services are increasingly provided by the business sector. Different policies, cost distribution and protection of privacy have been studied to forecast future services.

Much research has gone into technologies that are visible on the road, such as markings, traffic and road signs as well as roadside advertising, and also new directives have been issued, with better service and safer transport as aims. Special attention has been paid to safety on construction sites and among people working on the road. A special Road Safety training programme was devised for this purpose. The European Agency for Safety and Health at Work found the programme to be worthy of an award.





## FINANCE



*The Finance Process steers budgeting and financial planning as part of action planning and steering by results. It is also responsible for external and internal accounting. An important challenge for the Finance Process is to develop the principles of internal accounting to suit the new organization so that each Process can keep track of its economy and efficiency. In addition to financial steering, the Process is in charge of financial administration and asset management. From left: Timo Blåberg, Erika Karjalainen, Arja Lundberg, Director Jani Saarinen, Pekka Korhonen and Liisa Uusheimo.*



# THE VALUE OF ROAD ASSETS DECLINED

In 2001, the Finnish Road Administration spent 709 million euros on road management; this is 2.4 per cent, or over 17 million euros, less than in 2000. The decline in the Finnish road assets thus continued in some parts of the network.

The growth rate of earthwork costs levelled off from the previous year's 7.9 per cent to 2.5 per cent, while the 20-per-cent increase in pavement costs levelled out to zero. Maintenance, construction and upkeep expenditure remained relatively well under control, thanks to moderate price trends and expanding competition. The contractual prices of contracts put out to tender by the Road Administration remained on average 8–9 per cent below cost estimates.

## Basic road management costs went up

Over 75 per cent of total road management expenditure, almost 540 million euros, was invested in basic road management. The net expenses of basic road management increased from the previous year by 2.2 per cent, or over 10 million euros.

Basic road management funding was used in order to ensure trafficability and to keep road structures and service at the agreed level. The largest cost items were maintenance (EUR 206 million), upkeep (EUR 134 million) and minor regional investments (EUR 123 million). Less money was spent on regional investments than the year before because maintenance and upkeep expenses increased by three per cent.

Outsourced road maintenance services, the adjustment costs of Finnish Road Enterprise personnel (EUR 20 million) and traffic management (EUR 6 million) were also entered as basic road management expenses. Road Administration salary and other such expenses amounted to 76 million euros.

Municipalities and other outside parties contributed to road investments by some 16.8 million euros. Minor basic road repairs received 3.36 million euros of labour policy funds and 5.05 million euros of EU Target finance.

## Delays in major launches

EUR 119 million was spent on road network development, i.e. major road investments; this is about 25 per cent less than in 2000. This resulted from delays in launching the projects already approved by Parliament in the supplementary budget. These new comprehensive funding projects will

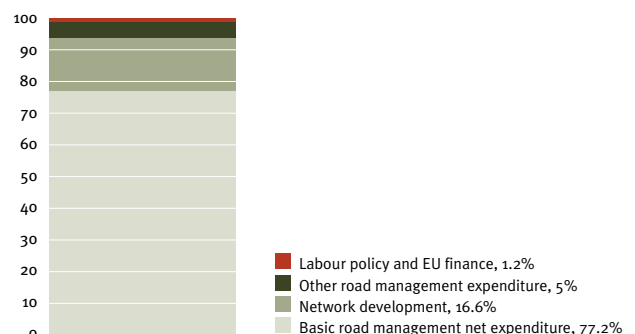
commence at full speed in 2002.

Land acquisition expenses were clearly smaller than budgeted, mainly due to the above-mentioned delays. A sum of 20 million euros was spent on land acquisition and compensation.

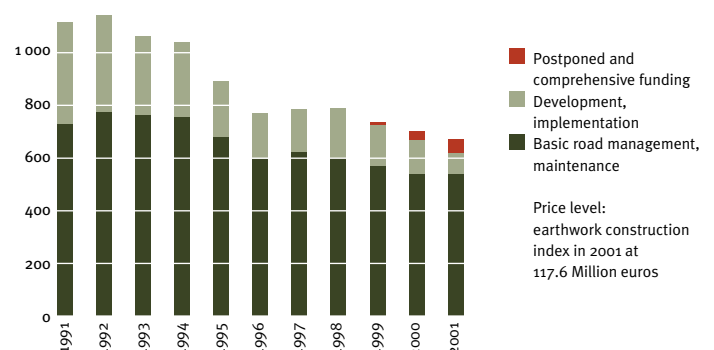
EUR 15 million was paid as compensation for the privately funded Järvenpää – Lahti motorway contract based on traffic performance. In 2000, the corresponding amount was 9 million euros.

In terms of state costs, planning of the Vuosaari Harbour road arrangements amounted to about 0.9 million euros. The City of Helsinki contributed to the project by an equal sum.

ROAD MANAGEMENT FUNDING IN 2001 TOTALLED 709 MILLION €



USE OF ROAD MANAGEMENT APPROPRIATIONS IN 1991 – 2001 MILLION €



*During ten years, road management appropriations have declined by almost 40 per cent in real terms.*



## TECHNICAL SERVICES



*The Technical Services Process provides technical support for highway management, as stipulated by the Road Act. The Process is in charge of developing necessary expertise in road, bridge and transport technologies as well as traffic safety and environmental technologies. In addition, it gives technical support to other Processes and Regions and takes care of national and international expert and official duties in its field. The Process also supports cities and municipalities in this respect. From left: Pauli Velhonoja, Research Director Jukka Isotalo, Auli Forsberg and Matti Piispanen.*

# ROAD FATALITIES ON THE INCREASE

According to preliminary information, there were 425 fatalities and 8,311 people were injured in road traffic. Having declined rapidly in the 1990s, the number of fatalities had stopped at around 400 by the year 2000, but it went up by almost ten per cent in 2001. Nevertheless, the Finnish Road Administration was able to achieve its calculatory target to reduce personal injury accidents.

The real variation and trends in fatalities are also affected by many other factors besides the measures taken by the Road Administration. However, the agency has an important role in safety because almost three-quarters of road fatalities and nearly half of personal injuries involve public roads. Of them, over 60 per cent of fatalities and some 50 per cent of personal injury accidents occur on main roads, which nonetheless account for as little as 17 per cent of the length of public roads.

What is more, personal injury accidents tend to be more severe on main roads than elsewhere. Compared to other public roads, the main roads claim over eight times more lives per kilometre. From a safety viewpoint, management policies on main roads are therefore crucial.

## Calculatory targets were met

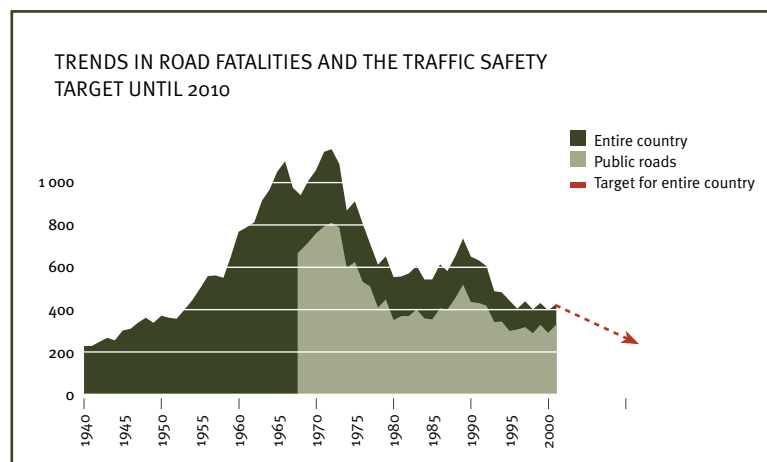
At the beginning of the previous decade, the Finnish National Road Administration started to use the calculatory effects of road management actions as a basis for its safety target, instead of annual trends in accidents. Each year, the agency has been given a calculatory target for reducing personal injury accidents. To reach it, certain actions had to be taken to improve the network. The effects were computed through traffic safety studies.

In terms of last year's calculatory reduction in accidents, 80 per cent was achieved through basic road management and 20 per cent through development. Of the former, the most beneficial actions were revision of speed limits mainly in built-up areas and some minor investments, including pedestrian and bicycle lanes.

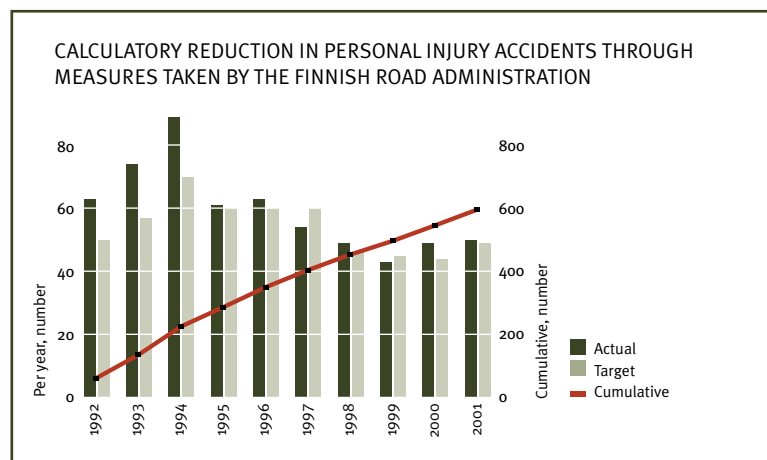
The graph below shows that the safety improvements in the public road network carried out by the Finnish Road Administration and its predecessor since 1992 have resulted in an accumulative calculatory reduction of 600 personal injury accidents in the 2001 figures. Had these actions not

been taken, about 60 people more would have been killed in accidents.

This means that in 2001 the Finnish Road Administration succeeded in implementing actions assigned to it by the Government Resolution on improving road safety, issued on 18 January 2001. An integral part of these efforts was preparing a programme on effective traffic safety measures for the near future.



*Road safety declined, but the agency achieved its safety target.*



*Safety improvements to traffic environments have helped avert hundreds of personal injuries.*



*The Finnish Road Administration constitutes an expert organization, in which all processes compile, store, process and diffuse information. A separate Information Management Process is required in order to ensure that information flows on the agency's information network free from compatibility problems as smoothly as traffic on the road. The Process is responsible for general affairs associated with data management and the purchase of related services. Back row from left: Maija Tihinen, Mika Vahala and Information Management Director Seppo Oinonen. Front row: Matti Raekallio and Ari Forstadius.*

# DIGIROAD – A NATIONAL SYSTEM FOR ROUTE INFORMATION

DIGIROAD is an information system comprising the exact location and main features of the Finnish road and street network. DIGIROAD will cover all public roads, streets, private and logging roads in Finland, totalling over 500,000 kilometres in length.

## **A basis of planning and services**

Scheduled to be ready in the autumn of 2003, information services yielded by DIGIROAD will provide planners with comprehensive and up-to-date information. A uniform system makes it possible to develop and commercialize route planning, navigation, tourism and transport telematics services. A nationwide standard, i.e. a road and street network defined by uniform specifications, enables comparison between different sections and areas.

The system progressed in several projects during the report year.

## **Legislative work**

Legislative work was set in motion by the Ministry of Transport and Communications to secure DIGIROAD's legal position before the autumn of 2003. This legislation will define, among other things, the status of the information system and the responsibilities and duties of different actors. In autumn 2001, the legislative working group interviewed members of interest groups.

## **Field inventory of main roads**

To meet the needs of DIGIROAD, video inventory equipment was designed in the autumn, and by the end of the year, some 20,000 kilometres of main and regional roads had been measured by using vehicles equipped for this purpose. Further data processing has been planned, but it has not started yet.

## **Compilation of transport restriction data**

Compilation of data on transport restrictions was carried out together with the National Land Survey in some 60 major built-up areas. Recording of these data is in progress.

## **Specification of the information system**

The information system was specified according to plan by November. During the specification phase, the system architecture, data model, types of data, interfaces and system users were defined. Competitive tendering for planning and implementation commenced in December.



## HUMAN RESOURCES



*The task of the Human Resources Process is to support the organization by ensuring equitable and effective personnel services in the Finnish Road Administration. The Process develops the supervisors' readiness to assess, support and reward employees' efforts in ways that promote the agency's vision. From left: Sirkka Kotisalmi, Marjaana Sunila-Kankare, Personnel Director Matti Hermunen and Kirsti Nieminen.*

## CATERING FOR EXPERTISE

In 2001, the Finnish Road Administration changed from an all-round road manager and developer to an expert organization, whose experienced and highly trained staff investigate and analyse the condition of the road network in order to draw up alternative action plans and to commission services on the market.

The Finnish Road Administration had 1,044 permanent and 36 temporary experts in its ranks. Thirty-six new employees were hired to replace the 53 who left the agency. The number of permanent personnel declined by 16.

The mean age of personnel was 50 years. One important challenge for the Road Administration and especially its Human Resources Process is maintaining the knowhow of experienced personnel and keeping the agency an attractive workplace for new versatile experts as well.

### A good job also in the future

Of the above-mentioned challenges, the former is easy to meet because 82 per cent of the agency's personnel believed it to be an agreeable workplace for them also in the future. Over 60 per cent were of the opinion that the new vision and approach give a positive impetus and that the new organization and procedures will live up to the goals outlined in the vision.

Most employees feel that it is pleasant or relatively pleasant to go to work each day. Overall, job satisfaction was high for the fourth year in a row.

The proportion of those dissatisfied with the compensation for work has always differed from other factors relevant to job satisfaction. The reasons for this were now scrutinized in more detail. Based on the results, personnel management training for supervisors was intensified. The training focused on performance and development discussions and supervisors' duties in implementing the salary system.

### Transferring expertise to younger employees

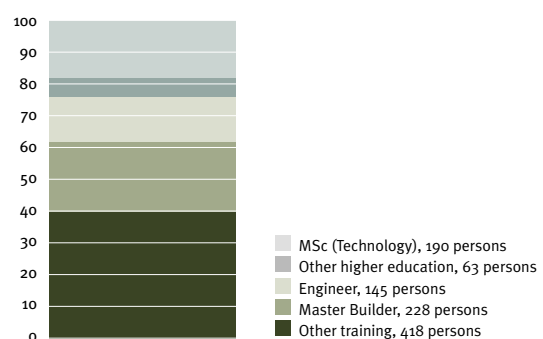
Necessary expertise was transferred, for example, by the mentor projects, which have resulted in twenty mentor-actor partnerships within the organization. According to feedback, both the actors and mentors have gained information and insights into their work and personal development.

The Finnish Road Administration also needs experts in new fields. Strategic work on expertise started with outlining new requirements for expertise in the future. New expertise was acquired by targeting recruitment at focal points.

The agency's potential as a future employer was displayed in various recruitment events. Information was disseminated by hiring many students in summer jobs. The aim was that the new employees would get to know the agency from a variety of perspectives, and such efforts were supported and rewarded.

The agency's personnel were also encouraged to maintain their working capacity and make active use of the occupational health, physical exercise and recreational services provided by the employer. Free-time physical exercise was supported through local service vouchers and personnel discounts.

ROAD ADMINISTRATION PERSONNEL BY EDUCATION







## ENVIRONMENT

The Finnish Road Administration revised its environmental programme and its entire environmental policy for 2001 – 2005. Taking account of the environment in road management has been adopted across the board. Results are monitored through environmental performance targets and environmental reporting. Research and development, planning and various actions taken will lead to ecologically friendlier solutions. Another challenge is to encourage service providers to indicate reliably the environmental sustainability of their products and services.

The total number of people exposed to road traffic noise has not been monitored continuously, but a study conducted in the early 1990s suggested that 320,000 Finns were exposed to noise pollution from public roads in their residential areas. Some 5,000 – 6,000 inhabitants have annually benefited from the Road Administration's noise abatement measures. In 2001, noise was reduced in the environment of 5,100 people.

During the past five years, the Road Administration has reduced the risk of groundwater contamination by building protection along a total of 100 kilometres of roads (15 km in 2001). Groundwater protection should urgently be implemented along another 145 kilometres.

Groundwater is mainly protected from de-icing salt, the use of which is monitored in order to reduce its application. In 2001, the amount of salt applied was 83,000 tonnes, considerably less than the five-year average of 97,200 tonnes. This reduction was partly attributable to favourable weather conditions.

Recycled materials are increasingly used in road construction and pavement actions. Recycled masses accounted for 45 per cent of new pavements in 2001, while in recent years the proportion has been a third. Ecologically sound recycling methods are developed for other purposes as well.

## RESEARCH AND DEVELOPMENT

The agency's research and development activities in 2001 were based on the R&D programme and strategy for 2000 – 2003. Activities have been targeted at the focal points specified in the strategy, which include managing the impacts of road maintenance and construction, developing the transport system, managing traffic and road information and developing road management contracting.

The focal points involved a wide range of research themes implemented in many projects. The Finnish Road Ad-

ministration also contributed to several co-operative endeavours, such as the Nordic VIKING programme on traffic management, the Finnish Research and Development Programme on ITS Infrastructure and Services 2001 – 2004 (FITS), the Personal Navigation (NAVI) programme and the technology programme Infra – Construction and Services of the National Technology Agency.

Co-ordinated by the Ministry of Transport and Communications, the Finnish Road Administration has engaged in





national co-operation with other state agencies as well as municipalities, universities and other research institutions. R&D information has been exchanged with other Nordic countries, certain EU countries, the Forum of European National Highway Research Laboratories (FEHRL) and the USA. We have maintained an R&D website, with links to major partner countries. Two strategic projects, the Research Program on Road Structures and Solutions to Improve Main Roads, have continued and will be completed in early 2002.

The Finnish Road Administration's R&D activities were evaluated in spring 2001. The results were positive and have been published as a report. During the year, a new R&D strategy for 2002 – 2007 was prepared because the operating environment has changed, making the old strategy outdated in part.

The agency's R&D budget totalled 6.73 million euros, and the value of EU projects underway was some 3.4 million euros.

## INTERNATIONAL ACTIVITIES

In its international activities, the Finnish Road Administration has made Finnish road management expertise known and in return updated its knowledge to provide better services for road users. International activities support networking among Finnish road and transport experts by endorsing good relations and by promoting commercial export in the field. The Finnish Road Administration concentrates on collaboration with international road authorities and on R&D co-operation in international road and transport organizations.

Co-operation with the road authorities of Russia, the Baltic states, China and Minnesota continued based on separate agreements. EU collaboration took place at regular meetings between the Western European Road Directors (WERD). In what is known as co-operation with Finland's

neighbouring areas – Russia and the Baltic states – the focus was on exchange of experts and training in the various sectors of road management and on promoting projects in the TACIS and PHARE programmes of the European Union. Co-operation with the road department of the Chinese Transport Ministry started in the Provinces of Jilin and Qinghai as road projects advancing environmental issues and societal development.

The Finnish Road Administration also engaged in international co-operation in the Road Transport Research (RTR) programme of the OECD and in the working groups of the World Road Association (PIARC) and the Nordic Road Association.

# KEY FIGURES

<b>Years 1980 – 2001</b> (End of year)	<b>1980</b>	<b>1985</b>	<b>1990</b>	<b>1995</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>
<b>Finnish automobile stock</b> (1,000 vehicles)	1 393	1 747	2 233	2 181	2 403	2 466	2 499
Cars	1 226	1 546	1 939	1 901	2 083	2 135	2 161
Other automobiles	167	201	294	280	320	331	338
<b>Traffic performance on public roads</b> (Billion automobile km)	18.1	21.6	27.9	27.2	30.0	30.5	31.3
Cars and vans	15.9	19.2	25.1	24.4	27.3	27.8	28.6
Heavy vehicles	2.2	2.4	2.8	2.6	2.7	2.7	2.7
<b>Personal injury accidents</b> <b>On public roads</b>	4 128	4 252	4 333	3 492	3 439	3 083	3 694 <sup>1)</sup>
<b>Public roads, km</b> (Excl. ramps and ferries)	75 387	76 386	77 080	77 722	77 900	77 993	78 059
Main roads (Class I)	7 430	7 420	7 458	8 417	8 587	8 575	8 574
Main roads (Class II)	3 690	3 790	4 032	4 343	4 687	4 687	4 688
Other highways	29 782	30 018	30 072	29 016	28 633	28 529	28 447
Local roads	34 486	35 158	35 517	35 947	35 993	36 201	36 350
<b>Pavement situation, km</b> (excl. ramps)							
Durable pavements	13 467	14 558	15 756	17 211	17 790	17 917	18 050
Light pavement (oil gravel, etc.)	22 264	27 318	30 663	32 131	32 459	32 384	32 251
Gravel	39 656	34 510	30 661	28 380	27 651	27 692	27 758
<b>Pedestrian and bicycle ways, km</b>	1 139	1 945	2 598	3 634	4 206	4 302	4 382
<b>Bridges</b> (incl. tubular bridges)	–	10 954	12 234	13 098	13 676	13 803	13 880
With weight limit	867	437	478	265	216	210	208
<b>Ferry sites</b>	93	77	65	62	52	47	46
<b>Finnish Road Administration's permanent personnel</b>					1 133	1 060	1 044
<b>Finnish National Road Administration's expenditure, million €</b>							
Current price	465	709	965	856 <sup>2)</sup>	728 <sup>2)</sup>	727 <sup>2)</sup>	709 <sup>2)</sup>
2001 cost level	1 090	1 107	1 171	1 014 <sup>2)</sup>	819 <sup>2)</sup>	757 <sup>2)</sup>	709 <sup>2)</sup>

<sup>1)</sup> Preliminary information

<sup>2)</sup> Excluding VAT paid out

# STATEMENT OF REVENUES AND EXPENDITURE (€)

Revenues from activities	1.1.2001 – 31.12.2001		1.1.2000 – 31.12.2000	
Revenues from activities subject to charge	1 318 865.96		54 461 316.45	
Rent and compensation for use	3 062 172.92		1 687 186.45	
Other revenues from activities	22 375 146.91	26 756 185.79	23 285 297.43	79 433 800.33
<b>Operating costs</b>				
Materials and supplies				
Purchases during fiscal period	- 9 146 908.52		- 110 870 782.91	
Increase/reduction in trading stock	- 137 511.53		1 392 641.77	
Personnel costs	- 44 051 362.33		- 202 823 668.92	
Rent	- 6 107 453.78		- 14 661 892.11	
Services purchased	- 634 408 944.68		- 400 402 325.20	
Other expenses	- 5 538 922.61		- 23 027 929.69	
Addition to ready stock	- 54 997.45		4 541.07	
Manufacture for own use	264 725 584.80		303 839 832.67	
Depreciation	- 465 260 916.05		- 435 559 878.69	
Internal costs	- 25 228.19	- 900 006 660.34	- 24 594.63	- 882 134 056.63
<b>Deficit I</b>		<b>- 873 250 474.55</b>		<b>- 802 700 256.31</b>
<b>Financial yields and finance costs</b>				
Financial yields	21 765.55		32 874.22	
Finance costs	- 1 176 586.28	- 1 154 820.73	- 1 919 580.83	- 1 886 706.60
<b>Incidental revenues and expenses</b>				
Incidental revenues	549 276.60		23 762 679.64	
Incidental expenses	- 410 921.19	138 355.41	- 44 929 405.72	- 21 166 726.08
<b>Deficit II</b>		<b>- 874 266 939.87</b>		<b>- 825 753 689.00</b>
<b>Revenues and expenses from transfers</b>				
Revenues from transfers				
Transfer expenses				
for municipalities	- 1 788 584.72		- 1 497 697.00	
for communities	- 5 501 879.85		- 3 746 923.84	
for households	0.00		0.00	
Other transfer expenses	- 1 988 447.29	- 9 278 911.86	- 2 026 260.87	- 7 270 881.71
<b>Deficit III</b>		<b>- 883 545 851.73</b>		<b>- 833 024 570.70</b>
<b>Tax revenues and obligatory charges</b>				
VAT levied	283 280.45		10 947 439.56	
VAT paid out	- 142 585 301.07	- 142 302 020.62	- 116 541 533.89	- 105 594 094.33
<b>Surplus/deficit during fiscal period</b>		<b>- 1 025 847 872.36</b>		<b>- 938 618 665.04</b>

# BALANCE SHEET

Assets (€)	31.12.2001	31.12.2000	Change	%
<b>Capital assets and other long-term investments</b>				
Intangible assets				
Intangible rights	949 115.31	3 361 400.36	- 2 412 285.05	- 71.8
Other long-term expenses	2 993 805.64	3 197 589.21	- 203 783.58	- 6.4
Advance payments and purchases in progress*)	1 289 526.67	10 795.98	1 278 730.69	11 844.5
	<b>5 232 447.62</b>	<b>6 569 785.55</b>	<b>- 1 337 337.93</b>	<b>- 20.4</b>
Tangible assets				
Land and water areas	6 922 163.94	17 343 807.10	- 10 421 643.15	- 60.1
Land and water areas for construction	509 111 853.79	493 911 504.13	15 200 349.66	3.1
Buildings	22 371 821.47	32 177 026.62	- 9 805 205.15	- 30.5
Temporary structures	2 458 264.04	2 458 920.75	- 656.71	0.0
Structures	14 137 933 055.21	14 356 672 325.37	- 218 739 270.16	- 1.5
– road beds	10 085 991 996.27	10 184 121 931.92	- 98 129 935.65	- 1.0
– pavements	1 086 313 004.46	1 212 783 284.62	- 126 470 280.16	- 10.4
– bridges	2 750 823 598.95	2 752 346 167.97	- 1 522 569.02	- 0.1
– other road structures	214 748 693.83	207 362 083.49	7 386 610.34	3.6
– other structures	55 761.70	58 857.36	- 3 095.67	- 5.3
Machines and equipment	11 390 226.16	84 053 022.51	- 72 662 796.35	- 86.4
Furniture	755 075.29	1 498 241.17	- 743 165.89	- 49.6
Other tangible assets	70 538.52	4 565.46	65 973.06	1 445.0
Advance payments and purchases in progress	300 928 122.66	275 836 635.10	25 091 487.56	9.1
	<b>14 991 941 121.08</b>	<b>15 263 956 048.21</b>	<b>- 272 014 927.13</b>	<b>- 1.8</b>
Capital stock and other long-term investments				
Capital stock	496 271.95	802 517.77	- 306 245.83	- 38.2
	<b>496 271.95</b>	<b>802 517.77</b>		
<b>Current and liquid assets</b>				
Current assets				
Materials and supplies	1 570 530.37	26 274 531.64	- 24 704 001.27	- 94.0
Unfinished products	0.00	54 997.45	- 54 997.45	- 100.0
	<b>1 570 530.37</b>	<b>26 329 529.09</b>	<b>- 24 758 998.72</b>	<b>- 94.0</b>
Short-term receivables				
Accounts receivable	4 848 910.04	14 967 904.57	- 10 118 994.53	- 67.6
Receivables carried forward	20 184 480.42	1 659 414.16	18 525 066.26	1 116.4
Other short-term receivables	119 053.62	78 296.09	40 757.53	52.1
Advance payments	44 282.12	1 228 276.30	- 1 183 994.18	- 96.4
	<b>25 196 726.20</b>	<b>17 933 891.12</b>	<b>7 262 835.07</b>	<b>40.5</b>
Cash, bank receivables and other finances				
Cash accounts	502.92	7 209.36	- 6 706.44	- 93.0
Payment transactions expense accounts	0.00	- 500 728.93	- 500 728.93	100.0
	<b>502.92</b>	<b>- 493 519.57</b>	<b>494 022.49</b>	<b>- 100.1</b>
<b>Assets, total</b>	<b>15 024 437 600.13</b>	<b>15 315 098 252.18</b>	<b>- 290 660 652.05</b>	<b>- 1.9</b>

\*) Due to an error in activation entry, 24.4 million euros are missing from Item, purchases in progress (unfinished road structures). The error will be corrected as balance adjustment in 2002 accounting.

# BALANCE SHEET

Liabilities (€)	31.12.2001	31.12.2000	Change	%
<b>Own capital</b>				
State capital				
State capital 1 January 1998	15 447 576 079.51	15 447 576 079.51	0.00	0.0
Change in capital from previous fiscal periods	- 221 031 203.32	- 101 351 093.37	119 680 109.95	- 118.1
Capital transfers	763 039 925.39	818 938 555.09	- 55 898 629.70	- 6.8
Trading deficit during fiscal period	- 1 025 847 872.36	- 938 618 665.04	87 229 207.32	- 9.3
	<b>14 963 736 929.23</b>	<b>15 226 544 876.20</b>	<b>- 262 807 946.97</b>	<b>- 1.7</b>
<b>Outside capital</b>				
Short-term				
Advance payments received	17 048.68	11 908.20	5 140.48	43.2
Accounts payable	47 927 459.10	43 995 858.36	3 931 600.74	8.9
Transfers between state agencies	945 751.38	4 487 676.07	- 3 541 924.69	- 78.9
Accounts carried forward	2 079 293.22	5 998 730.65	- 3 919 437.43	- 65.3
Adjusting entries for liabilities	9 729 155.76	33 464 920.30	- 23 735 764.54	- 70.9
Other short-term debt	1 962.75	594 282.40	- 592 319.64	- 99.7
	<b>60 700 670.90</b>	<b>88 553 375.98</b>	<b>- 27 852 705.09</b>	<b>- 31.5</b>
<b>Liabilities, total</b>	<b>15 024 437 600.13</b>	<b>15 315 098 252.18</b>	<b>- 290 660 652.05</b>	<b>- 1.9</b>

# THE BOARD OF THE FINNISH ROAD ADMINISTRATION 1 JANUARY 2001 – 31 DECEMBER 2002

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## FINNISH ROAD ADMINISTRATION'S STRATEGIC MANAGEMENT – 1 JANUARY 2002

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