

SUOMENLINNA
SVEABORG

A Prosperous Suomenlinna for Future generations

MANAGEMENT PLAN, FORTRESS OF SUOMENLINNA – UNESCO WORLD HERITAGE SITE
2020–2024



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Cover photo: Arttu Kokkonen / Governing Body of Suomenlinna (2016)

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Foreword: Suomenlinna for all!

Citizens have a common right to their cultural heritage as well as to world heritage. This forms the starting point for the revision of the Suomenlinna Management Plan. The objectives for the new Management Plan were forged in more than 30 workshops, involving a network with some 450 members.

The result is one of the first ever management plans for a World Heritage Site produced through participatory means, incorporating a set of principles which were agreed upon by the entire community and to which, therefore, everyone can commit themselves.

The Suomenlinna sea fortress is both a timeless and living entity, and this is reflected in the Management Plan. The ultimate objective is to preserve a prosperous Suomenlinna for future generations.

I would like to extend my warmest thanks to everyone who contributed to this effort.

Ilari Kurri

Director of the Governing Body of Suomenlinna



Photo: Hannes Teräsvuori / Governing Body of Suomenlinna (2019)

Introduction

Suomenlinna is a historical sea fortress and a UNESCO World Heritage Site. The fortress is one of the most popular tourist sites in Finland, with approximately one million visitors a year. Suomenlinna is also a city district of Helsinki and home to approximately 800 permanent residents. The Governing Body of Suomenlinna is a government agency under the Ministry of Education and Culture responsible for the restoration, maintenance, presentation and administration of Suomenlinna.

The Governing Body of Suomenlinna has produced the present Management Plan in cooperation with the various Suomenlinna stakeholder networks. The workshops involved officials, residents, tourism service providers, and enthusiasts of the maritime environment and culture.

A management plan is crucial, because the operating environment of Suomenlinna is changing rapidly. Climate change poses new demands on the preservation of the cultural heritage. Digitisation is advancing by leaps and bounds. Global tourism continues to grow, with more and more people travelling ever further afield. The World Heritage Site situated just off Helsinki is interesting and attractive but also vulnerable.

This Management Plan aims to engage a network of stakeholders more extensive than previously in collaboration more intensive than previously. The goal in using participatory methods for producing the plan was to foster an atmosphere of trust, where candid debate on how to preserve a prosperous Suomenlinna for future generations was possible. Responsibilities and resources will be systematically allocated; a balance between preservation, the management of use and the management of visitors will be achieved through planned cooperation.

The Management Plan process consists of four stages: a description of the history and the present state, the priorities for the future, the implementation, and action plan. The plan is governed by the values of Suomenlinna and the goals of sustainable development. The action plan is being updated on the website of the Governing Body of Suomenlinna.

The world is continuously changing, and the Suomenlinna Management Plan likewise needs to evolve. The content of the plan will be continuously reviewed together with the stakeholder networks, because everyone is entitled to contribute to the preservation of the cultural heritage.

The values of Suomenlinna as a World Heritage Site

The UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage was adopted in 1972. The key tenet underlying the Convention is a concern for how the cultural and natural heritage of the world may be preserved for future generations. The Convention aims at the identification, protection, conservation and presentation of the world's most valuable cultural and natural heritage through international collaboration.

World heritage belongs to all humanity, and all nations are thereby charged with its protection. Finland ratified the Convention in 1987.

For a site to be inscribed on the World Heritage List, it must represent Outstanding Universal Value – it is not enough to be a site of national significance. A cultural heritage site may, for example, represent a type of building emblematic of a significant historical era, a traditional settlement in a particular culture, a masterpiece of human creative genius, or a subject related to another area of human culture.

Preserving the recognised Outstanding Universal Value is an absolute requirement for a site being retained on the World Heritage List. The purpose of the Suomenlinna Management Plan is to address the question of how the values of Suomenlinna as a World Heritage Site can be preserved in the decades to come.

Suomenlinna was inscribed on the World Heritage List in 1991 under criterion (iv), being an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history. The Suomenlinna sea fortress is an outstanding example of general fortification principles of the 17th and 18th centuries, and also showcases individual characteristics.

A complete description of the Outstanding Universal Value of Suomenlinna is given as an [appendix](#) to this publication.

The question of how Suomenlinna as a fortress is a reflection of its era is discussed in detail in the History section on [p.11](#).

Local values of Suomenlinna

In addition to its Outstanding Universal Value, many local values are cherished in Suomenlinna. The Suomenlinna sea fortress is a versatile, modern and historic complex, as demonstrated by its multi-layered values.

These values were discussed in the various workshops held during the production of the Management Plan, and through them the local values were distilled into four categories. The values that were considered the most important arose from or supported the Outstanding Universal Value of Suomenlinna.

The values are discussed in more detail on the following pages.

- **STRONG SPIRIT OF PLACE**
- **MULTILAYEREDNESS AND CONTINUITY**
- **VIBRANT AND VERSATILE**
- **HARMONY AND DIVERSITY**



STRONG SPIRIT OF PLACE

The special features and historical layers of the fortress are apparent in its materials, construction methods and architecture. New uses have not changed the monument but have instead added their own temporal layers to it.

Authenticity means more than just the preservation of original materials, shapes or uses. Preserving authenticity requires an understanding and appreciation of the values and characteristics of Suomenlinna in all operations, repairs and alterations.

Authenticity is something that can be sensed as a spirit of place, or *genius loci*. In Suomenlinna, the *genius loci* is powerful and stems from the fortresses' diversity: the dynamic relationship between history and the present that is ubiquitous in its operations, buildings and landscape.



Performers and audience at the Viapori Jazz festival in the Levyhalli hall. The hall was built for the use of the shipyard in 1917.

Photo: Arttu Kokkonen / Governing Body of Suomenlinna (2015)



MULTILAYEREDNESS AND CONTINUITY

Suomenlinna is considered valuable because of the architectural and functional totality formed by the well-preserved defensive structures, utility buildings and landscapes representing various eras.

The different layers of history are visible in Suomenlinna, often immediately adjacent to each other, and this is generally felt to be important. It is possible to chart the historical stages through the materials and forms.

Some of the buildings still serve their original purpose, while others have been repurposed but with an appreciation for their history. Even after all the changes that have occurred over the centuries, Suomenlinna remains cohesive and thriving.



Built as officers' quarters between 1759 and 1761, E4 is still today a residential building.

Photo: Arttu Kokkonen / Governing Body of Suomenlinna (2015)



VIBRANT AND VERSATILE

Suomenlinna is a district of Helsinki with a character all of its own. It is part village community, part shipyard and part historical monument. The fortress is a vibrant city district with a low turnover of residents in its historically valuable buildings, sometimes even from one generation to the next.

Suomenlinna is an excellent environment for children to grow up in, and the residents represent a wide variety of backgrounds. It attracts widespread interest and is easily accessible all year round. Both residents and visitors particularly appreciate the history of Suomenlinna and the archipelago nature.

It is considered vital to retain services and leisure opportunities on the islands making up the fortress. There is no desire to convert Suomenlinna into an outdoor museum.



Children leading their bikes on the slope of Bastion Hyve [Virtue].

Photo: Dorit Saluts kij / Governing Body of Suomenlinna (2012)



HARMONY AND DIVERSITY

Suomenlinna is a historical monument, but it is also a functioning city district with permanent residents and services. Alongside the residents, the historical environment accommodates businesses, education, shipyard operations and the public administration.

The Governing Body of Suomenlinna encourages the planning and practice of a wide variety of different functions in the fortress. Every proposed new use is considered from the perspective of maintaining a balance between the various functions and values.

Any changes implemented must ensure the preservation of cultural, historical, architectural and landscape values.



The ceremonial King's Gate was built at the mouth of the Kustaanmiekka strait in 1753–1754.

Photo: Susanna Kekkonen / Governing Body of Suomenlinna (2017)



History

Founded in 1748, Suomenlinna is a sea fortress occupying a cluster of islands off Helsinki. During the course of its history, the fortress making up the present-day World Heritage Site has been built over several islands with 80 hectares of land, 200 buildings and six kilometres of fortifications.

Every World Heritage Site must represent Outstanding Universal Value. Suomenlinna was inscribed on the UNESCO World Heritage List in 1991 as an example of the European military architecture of its era. A bastion fortress is a type of fortification typical for the 17th and 18th centuries; it consists of bastions linked by curtain walls and extensive outworks. Bastions are angled structures designed to efficiently minimise defenders' blind spots and thus prevent the enemy from approaching from various directions.

Suomenlinna also comprises unique features. The founder of the fortress, Augustin Ehrensvärd, applied the bastion fortification system to the irregular archipelago terrain by making use of existing rocky outcrops. Rock excavated on the islands was used as construction material.

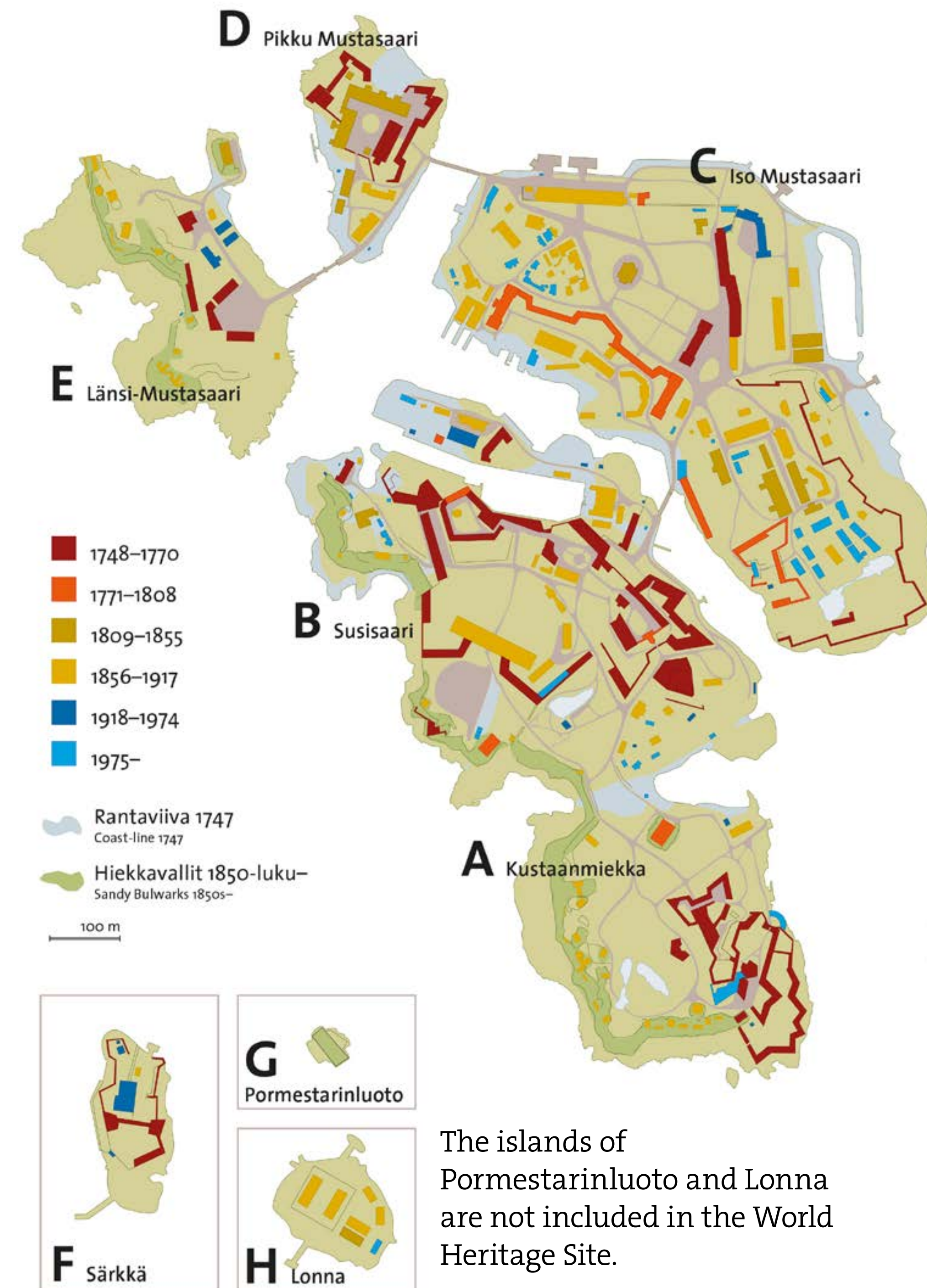


AUTHENTICITY AND INTEGRITY

A World Heritage Site must satisfy the criteria of authenticity and integrity. Suomenlinna is an architectural and functional totality, comprised defensive structures, utility buildings and landscapes built at various times, which has retained its unique features in regard to materials, construction methods and architecture. The World Heritage Site includes the islands upon which the fortress was built, and forms a consistent ensemble sufficiently extensive to preserve and present the values of the property.

Various historical eras have left their mark on the buildings of Suomenlinna. Buildings from the Swedish era (1748–1808) and the Russian era (1808–1918) have been well preserved. There are rather fewer buildings built during the Finnish era (1918–), but they nevertheless constitute a separate historical layer.

The preservation of the complex is maintained by favouring traditional construction methods, by using the indoor and outdoor spaces with deference to their cultural and historical values, and by signposting access routes to guide visitor flows.

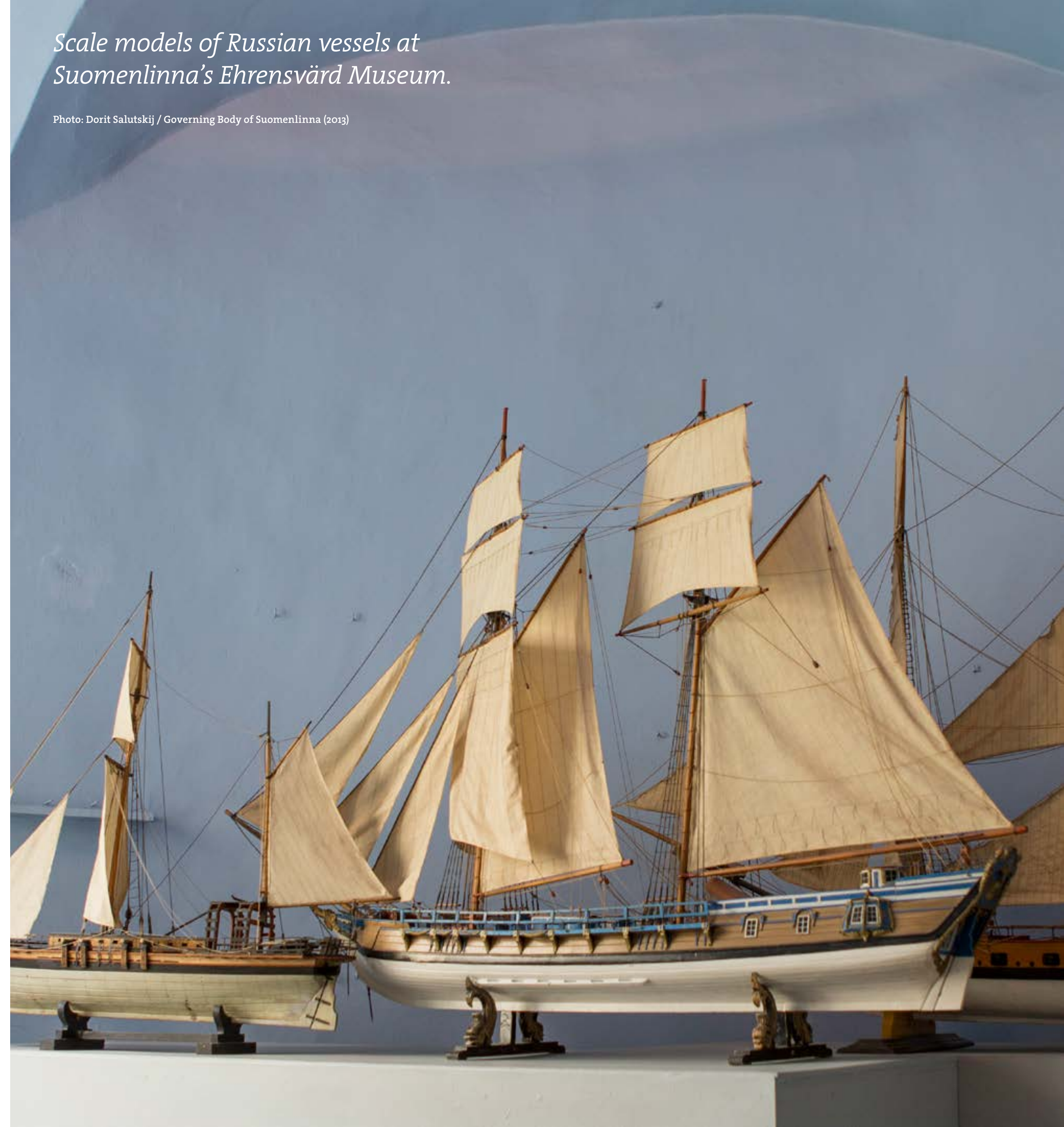


The islands of Pormestarinluoto and Lonna are not included in the World Heritage Site.

WHY WAS SUOMENLINNA BUILT?

The founding of Suomenlinna dates back to a history of conflict between Sweden and Russia. Sweden's status as a regional superpower was eroded in wars with Russia in the early 18th century, which also led to the loss of Sweden's most important eastern fortifications. The subsequent peace treaties between the two realms led to Sweden making territorial concessions to Russia in Finland, which was part of Sweden at the time, and it was considered vital to improve the defences of Sweden's new eastern border. Because Finland's roads were few and poor, it was decided to build a central fortress with a naval base on the coast.

The balance of power in the Baltic Sea area shifted when the city of St Petersburg, founded in 1703, became Russia's new capital in 1712. The city developed into a significant centre of power in the Baltic Sea area. The purpose of the fortifications built along Finland's southern coast was to prevent an attack on Swedish territory from the sea and also to hinder Russian ships from taking advantage of the shelter offered by the coast when sailing westwards. The islands and skerries off Helsinki formed a natural harbour which the Swedish navy and Archipelago Fleet could exploit. The purpose of the fortress was to protect the sea access to this harbour. In addition to the defensive use, it could also be used as a base for naval attacks, which was evidenced by Gustav III's Russian War of 1788-90.



FORTRESS HISTORY

SWEDISH ERA (1748–1808)

1748: Construction of the fortress begins.

1788: : War erupts between Sweden and Russia, and the fortress serves as the base for Sweden's Archipelago Fleet.

RUSSIAN ERA (1808–1918)

1808: : The fortress surrenders to the Russian army and becomes a Russian naval base in the Grand Duchy of Finland.

1855: Crimean War. An Anglo-French fleet bombards the fortress, causing severe damage.

Early 20th century: : With war imminent, the focus of defence is shifted to islands beyond the fortress, and a defensive strategy based on mines and fast torpedo boats is developed.

FINNISH ERA (1918-)

1918: : Finnish Civil War. The Russian Navy departs, and the fortress is incorporated into independent Finland.

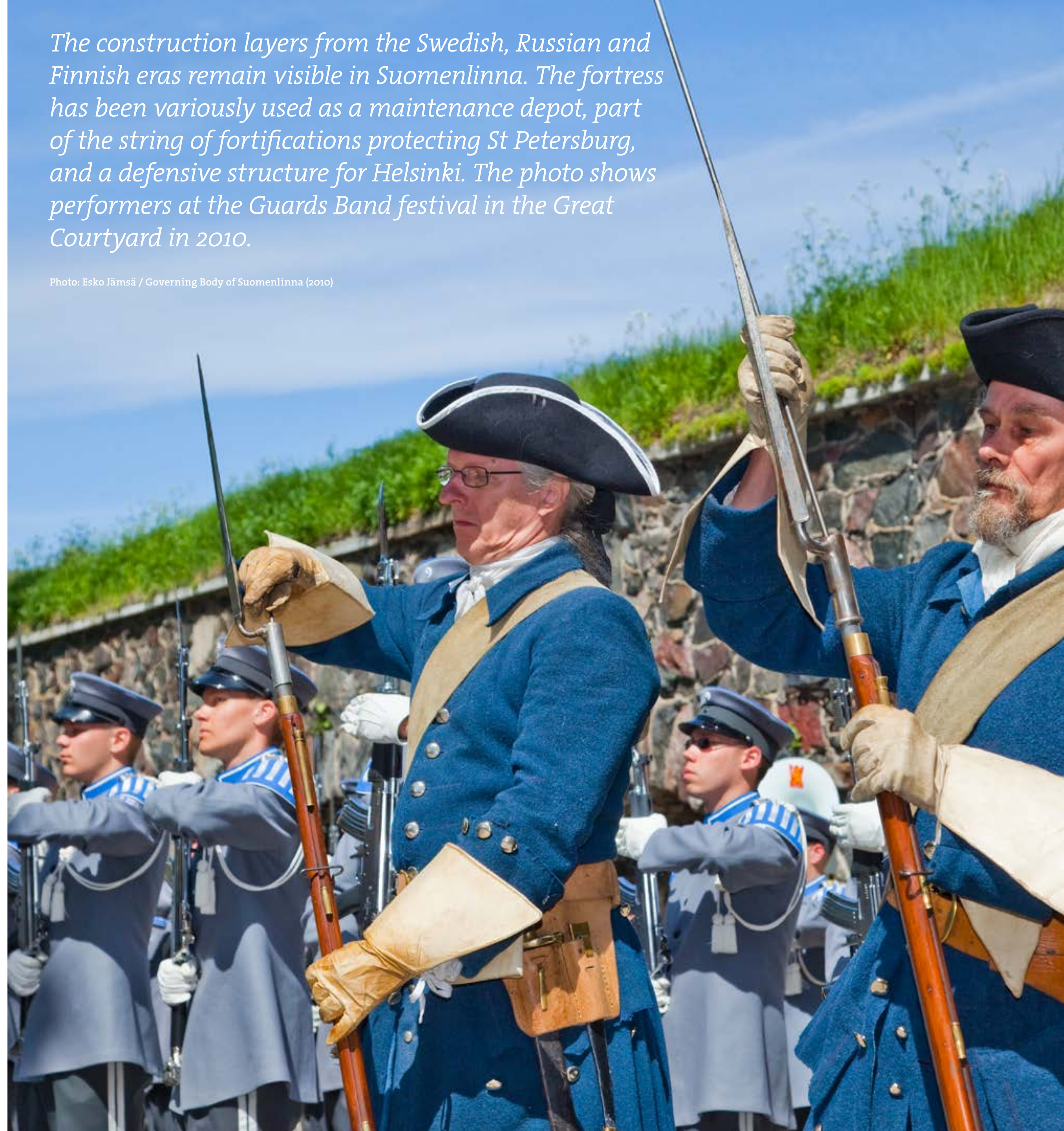
1939: Second World War begins. The fortress is used as a base for coastal artillery, anti-aircraft guns and submarines.

1973: : The fortress is transferred from military to civilian administration, and the Governing Body of Suomenlinna is established.

1991: The fortress is inscribed on the UNESCO World Heritage List.

The construction layers from the Swedish, Russian and Finnish eras remain visible in Suomenlinna. The fortress has been variously used as a maintenance depot, part of the string of fortifications protecting St Petersburg, and a defensive structure for Helsinki. The photo shows performers at the Guards Band festival in the Great Courtyard in 2010.

Photo: Esko Jämsä / Governing Body of Suomenlinna (2010)

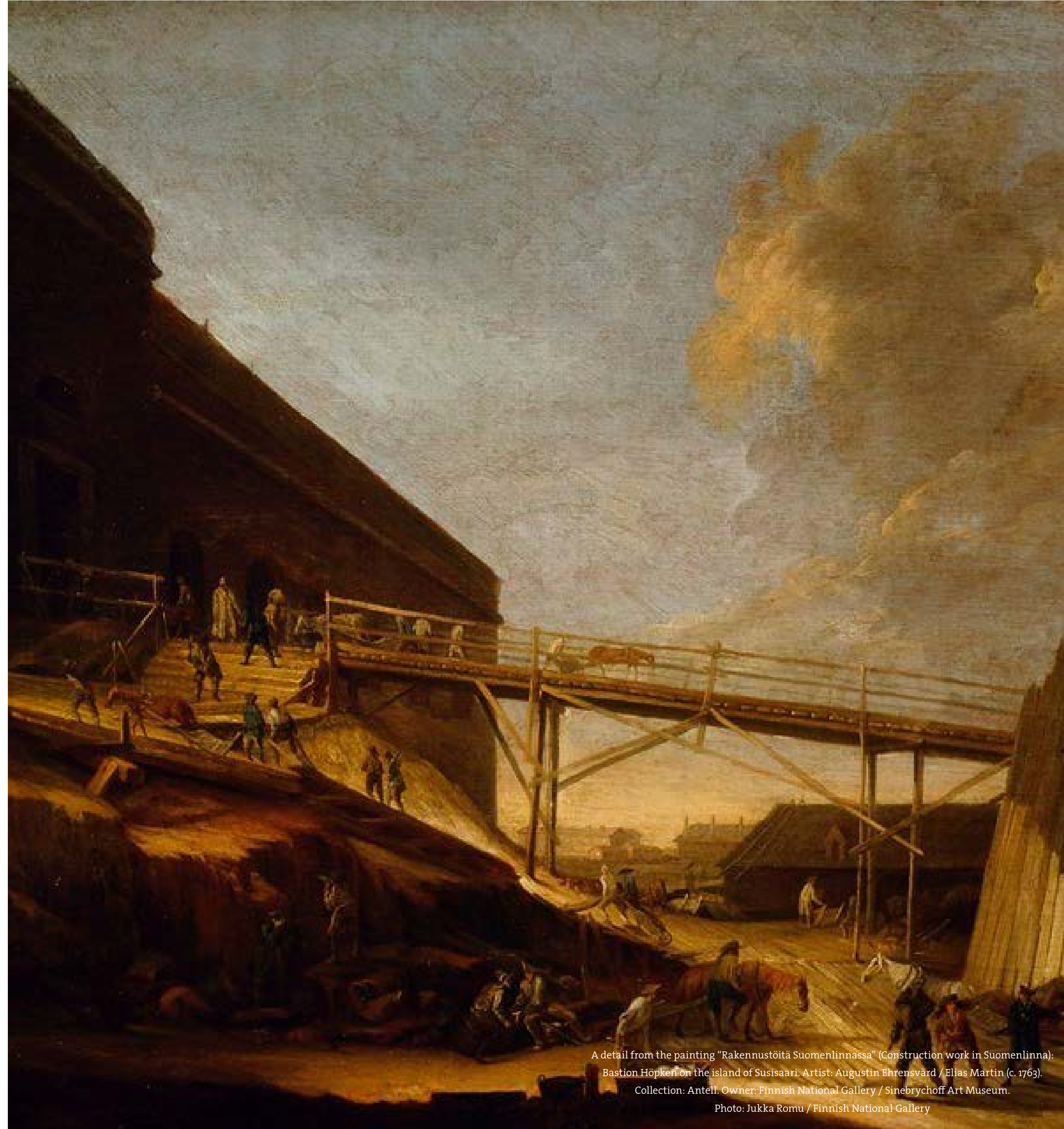


SWEDISH ERA (1748–1808)

The construction of the fortress began under the artillery officer **Augustin Ehrensvärd**. It was originally named Sveaborg ('Svea castle', or Sweden's castle), which in Finnish was corrupted into Viapori.

Sveaborg was the most extensive construction project ever undertaken by the Swedish Crown, involving thousands of soldiers, craftsmen and prisoners. The earliest fortification works were built on the islands of Kustaanmiekka and Särkkä. The fortress was used as a maintenance depot, and the shipyard was engaged in building vessels with the latest military technology for the use of the rapid-deployment Archipelago Fleet.

The fortress construction launched a cultural and economic boom period in Helsinki and in Finland as a whole, as Sweden also engaged in a methodical effort to improve the towns, trade and agriculture of her eastern province. When work on Viapori began, Helsinki was only a modest small town, but the fortress quickly grew into an urban community and cultural hub inhabited by both soldiers and civilians. The merchants of Helsinki grew wealthy by supplying construction materials and food to the fortress and shipyard worksite.



A detail from the painting "Rakennustöitä Suomenlinnassa" (Construction work in Suomenlinna): Bastion Höpken on the island of Susisaari. Artist: Augustin Ehrensvärd / Elias Martin (c. 1763). Collection: Antell. Owner: Finnish National Gallery / Sinebrychoff Art Museum. Photo: Jukka Romu / Finnish National Gallery

RUSSIAN ERA (1808–1918)

In 1808, during the Finnish War, the fortress surrendered to the Russian forces. The fortress was not actually incorporated into the Grand Duchy of Finland but was instead under the direct control of the Russian military administration. It now had a new function: protecting St Petersburg and the growing city of Helsinki, as well as serving as a naval base. The fortress also played a political role as a physical embodiment of Russian rule in Helsinki.

During the Russian era, the fortress housed a sizable garrison, including not only permanently stationed soldiers but also the families of officers and servicemen, their servants, and merchants. The Russian community in the garrison had little contact with the population of Helsinki on the mainland. The Orthodox garrison church, a prominent Suomenlinna landmark, was completed in 1854.

During the Crimean War in 1855, the fortress was bombarded by an Anglo-French fleet, and the severe damage it suffered proved that the fortress no longer lived up to its reputation as one of the greatest fortresses of Europe. The fortifications were upgraded by adding sand embankments and new coastal artillery. The large barracks buildings date from this period. The First World War brought a period of frenzied construction that is apparent particularly in the shipyard area.



FINNISH ERA (1918-)

Following the Russian Revolution, Finland declared independence in 1917 and was immediately plunged into a brief but bloody Civil War. Russian forces left the fortress in spring 1918, and it was renamed Suomenlinna ('Finland's castle'). The years 1918–1919 are a black spot in the history of the fortress, as the abandoned barracks were used to incarcerate thousands of prisoners taken during the Civil War. Fatalities among the prisoners were numerous due to diseases and an inadequate food supply.

A Finnish garrison was then housed amidst the Russian fortifications and artillery emplacements. The fortress was described as being in extremely poor condition: walls and buildings were nearing collapse. The Archaeological Commission began to carry out small-scale repairs. The fortress last saw defensive duty during the Second World War, when it was used as an air raid observation post and submarine base.

After the war, there were expectations of developing Suomenlinna as a tourist attraction. Compulsory access passes were no longer required, and a new ferry built at the Suomenlinna shipyard was brought into service in 1952 to cater to visitors who were in Helsinki for the Olympic Games. Visitor numbers did not really begin to rise until the entrance fee to the fortress was removed in 1963.



TOWARDS CIVILIAN ADMINISTRATION

In the early years of Finnish independence, the fortress was envisioned as an industrial estate. However, the historical values of the fortress were considered important enough for the islands of Kustaanmiekka and Susisaari to be declared a museum area by a Government decision in 1919. Oversight and repairs of the museum area were entrusted to the Archaeological Commission, later reorganised as the National Board of Antiquities, nowadays called the Finnish Heritage Agency.

Alongside the museum area, the fortress still housed a garrison administered by the Ministry of Defence. Under a decree enacted in 1929, no construction could be undertaken in the area without written permission from the Ministry of Defence. After the Second World War, Suomenlinna was administered by the Archaeological Commission, the Ministry of Defence and the state shipyard Valmet Oy. The areas administered by the National Board of Antiquities and the Ministry of Defence were transferred to the control of the newly established Governing Body of Suomenlinna in 1973.

The Governing Body of Suomenlinna launched an extensive programme of restoration on the basis of the Planning Proposals for Suomenlinna completed in 1974. A government decision adopted in 1975 outlined the goals for the protection and use of Suomenlinna.

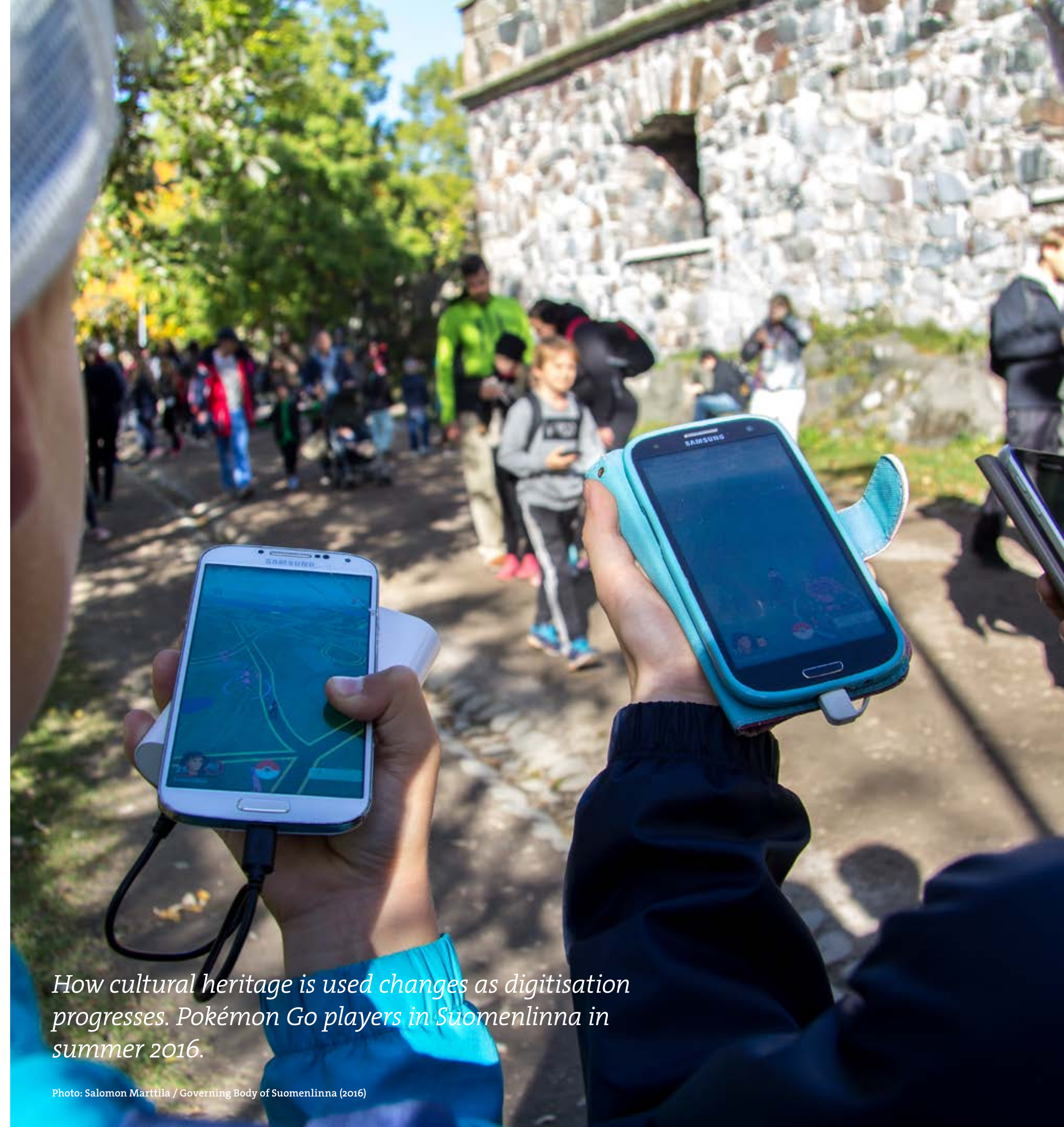
“If I had all the power and honour, I would order 1,000 men and women to restore and refurbish Suomenlinna. I have long considered raising the alarm and demanding that this unique historical monument be urgently saved from the decay and destruction that is happening before our very eyes.”

Urho Kekkonen, President of the Republic of Finland, in an interview in *Apu* magazine in 1973.

Current state

During nearly 50 years of civilian administration, Suomenlinna has been developed into a diverse city district of Helsinki that gains its unique character as a historical fortress by being managed and protected in accordance with its values. Different kinds of citizens' networks have emerged alongside the experts. An increasing number of people wish to enjoy and participate in the care of the cultural heritage. With ever scarcer central government resources, maintaining the vitality of the fortress in a sustainable way depends on the commitment of this broad network to common goals. As the stakeholder network grows, the administration must be organised in such a way that all parties concerned will be able to commit themselves to it. The Suomenlinna Management Plan is being continuously updated to ensure that the voice of all involved parties will be heard.

The Governing Body of Suomenlinna acts as a facilitator in the networks, charged with striking a balance between preservation, the management of use and the management of visitors.



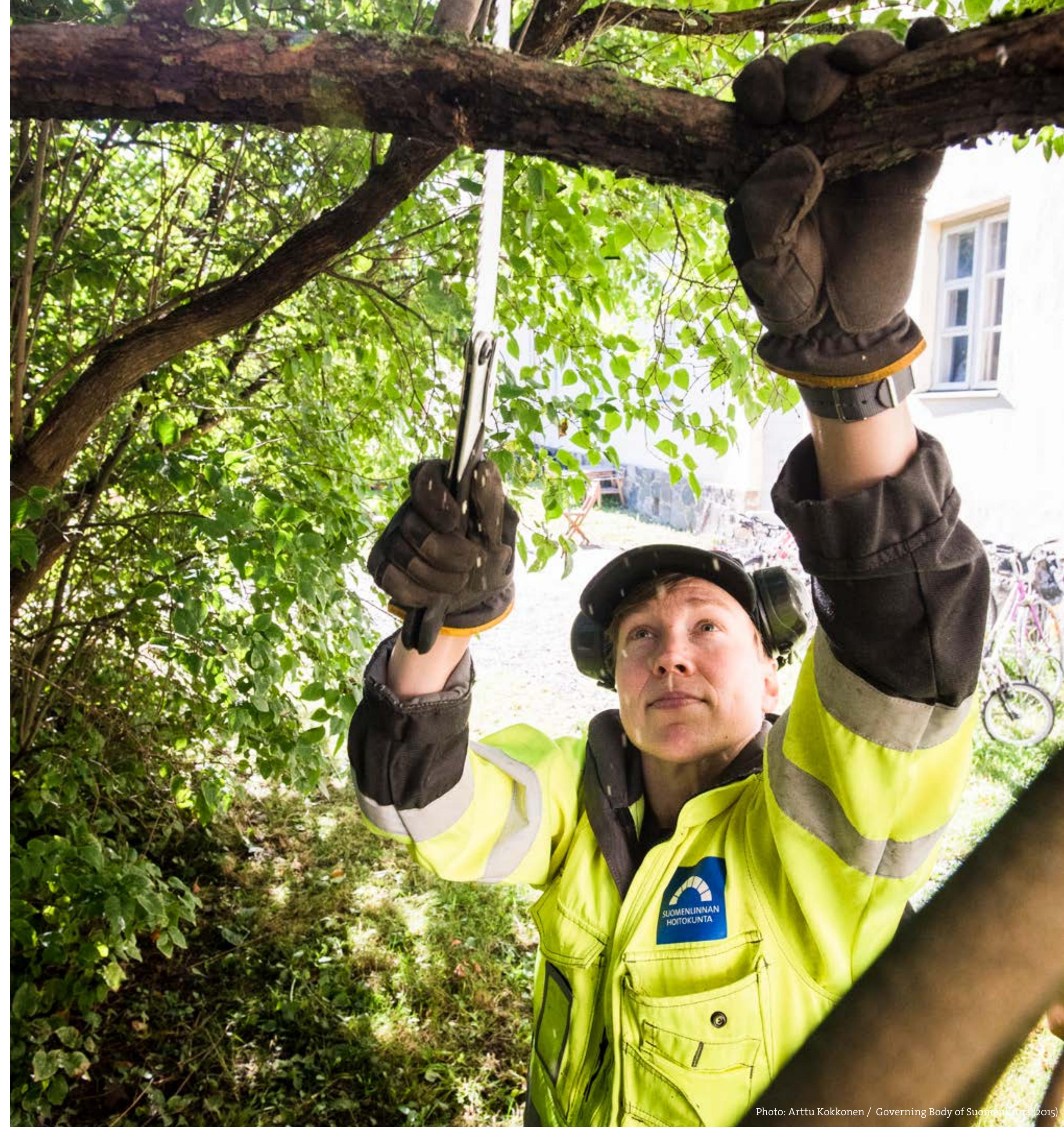
How cultural heritage is used changes as digitisation progresses. Pokémon Go players in Suomenlinna in summer 2016.

ADMINISTRATION

The Governing Body of Suomenlinna is a government agency under the Ministry of Education and Culture responsible for the restoration, maintenance, presentation and administration of Suomenlinna. The City of Helsinki is responsible for public utilities and in part for the upkeep of the fortress and its transport connections. The Finnish Heritage Agency is responsible for the conservation of Suomenlinna and its supervision as a cultural-historical monument.

The Governing Body of Suomenlinna employs some 80 professionals in various fields. It is steered by a Board of Directors that includes representatives of the central government, the City of Helsinki and residents of Suomenlinna. The Governing Body of Suomenlinna is allocated funds out of the central government budget for executing its duties and also earns income from property rentals. In 2012, a government working group for cultural properties stated that the role of the Governing Body of Suomenlinna as a central cross-sectoral state property authority has proved a successful and cost-effective solution.

The Governing Body of Suomenlinna facilitates operations for its partners that are consistent with sustainability and the values of the World Heritage Site. All operations are undertaken within cooperative networks of experts, residents, stakeholders and educational institutions.



HOUSING

Suomenlinna has a permanent population of about 800, most of whom live in the 330 state-owned rental homes administered by the Governing Body of Suomenlinna. The residents have a representative on the Board of Directors of the Governing Body of Suomenlinna, and there is also a residents' association, the Suomenlinna Society.

The purpose of the civilian administration has been from the very beginning to maintain the sea fortress as a vibrant city district. The historical milieu, natural archipelago environment and the ferry crossing to the islands together give the area a unique character. The ferry service runs all year round, but relative infrequent service, peak demands and goods transport pose challenges. For those missing the last ferry of the night, there are no alternative means of getting to the island.

The residents of Suomenlinna are active and feel a pride about living in a World Heritage Site. They produce and use services offered in the fortress all year round. The annual resident satisfaction survey shows that the most common points of dissatisfaction have to do with the condition of the dwellings and with the adverse impacts of visitors, such as congestion and trespassing.

A small community fosters resident activism. The photo shows the Linna bar, established in 2019, where residents arrange their own events.

Photo: Aino Heininen / Governing Body of Suomenlinna (2019)



VISITORS AND TOURISM SERVICES

Over the past 20 years, the annual number of visitors to Suomenlinna has grown from 600,000 to one million. The visitor profile has also changed. While previously the majority of visitors were Helsinki residents on a day excursion, nowadays the majority come from abroad. Tourist information, signposting and the 'blue route' that runs along the major attractions now guide visitors through the fortress in a controlled manner.

There are more than 30 tourism service providers in Suomenlinna. Some of them are very small, and for some tourism is only a secondary income. Distinct service clusters are formed by restaurants and cafés, museums and exhibitions, water transport service providers, and the accommodation service provider. Some arts operators and craftspeople hold open house events in their workshops and organise exhibitions.

The attractiveness of Suomenlinna for visitors generates an economic impact for the Helsinki metropolitan area that far exceeds taxpayer investment in the fortress, in the form of visitors using transport and accommodation and purchasing products and services. Trends in the impact of Suomenlinna on the local economy are regularly monitored through visitor surveys.



SUOMENLINNA DOCKYARD

Suomenlinna's dockyard is the oldest in Finland and one of the oldest dry docks in the world still operating. The dockyard and its vicinity constitute a continuation of tradition unique in Finland. The dry dock is used for repairing wooden sailboats that sail in local waters during the summer. A non-profit association, Viaporin telakka ry, manages the repairs of old vessels. The dockyard area also houses a smithy, a boatbuilder's yard and a sailmaker's workshop.

NAVAL ACADEMY

The Naval Academy on the island of Pikku Mustasaari continues the military tradition of Suomenlinna. The Naval Academy has some 350 students each year. It employs 100 people, and the buildings it occupies are administered by Senate Properties.

SUOMENLINNA PRISON

The Governing Body of Suomenlinna has collaborated for decades with the Suomenlinna Prison, established in 1971. Prisoners participate in repairs and maintenance projects on walls, embankments and buildings. This collaboration serves a dual purpose: preservation of the values of the World Heritage Site and prisoner rehabilitation.



LEGISLATION AND REGULATIONS

The central government is responsible for the administration of Suomenlinna, as required in the World Heritage Convention.

The Act on the Governing Body of Suomenlinna was adopted in 1988 and further complemented by a decree in 2013. Suomenlinna was protected under the Building Protection Act in 2020. The Antiquities Act applies to the protection and maintenance of Suomenlinna.

The City of Helsinki, in cooperation with the Governing Body of Suomenlinna, is currently preparing a Local Plan for Suomenlinna. The current Master Plan for Helsinki was ratified in 2018. In the Master Plan, Suomenlinna is shown as a separate district and part of maritime Helsinki. The islands in the buffer zone and in the sea area to the south of Suomenlinna are designated for recreational use.

The functions and water transport connections proposed in the Master Plan are supportive of the use of Suomenlinna and do not compromise its values.



PART OF MARITIME HELSINKI

In the City of Helsinki Strategy, the development of maritime Helsinki is seen as an important part of the city. This change was first evident in the surroundings of Suomenlinna following the opening up to visitors in the 2010s of the island of Lonna, which forms part of the Suomenlinna complex, and of the islands of Vallisaari and Kuninkaansaari in the immediate vicinity of the fortress.

There are plans to open up other islands for recreational use, too. Logistics and transport in the islands are being improved and developed jointly by the central government, the City of Helsinki and the private sector. Suomenlinna is linked to the Helsinki public transport network by a passenger ferry, a supply vessel and a private waterbus service. Public utilities are conveyed to the islands through a service tunnel under the sea, owned by the central government. The City of Helsinki acquires many municipal services, such as snow clearing and park maintenance, from the Governing Body of Suomenlinna through competitive tendering.

The City of Helsinki prepares island-specific plans to develop the islands for various functions. The Suomenlinna Management Plan is consistent with the maritime portion of the City of Helsinki Strategy. The Management Plan is the island-specific plan for the World Heritage Site.



BUFFER ZONE AND GREATER LANDSCAPE

The fortress islands and the maritime urban environment are collectively referred to as Suomenlinna's greater landscape. The buffer zone is an area approved by the World Heritage Committee and enacted by legislation and regulations.

The buffer zone and greater landscape are of crucial importance for Suomenlinna. A landscape is not just a set of views but also a link to the history of the site: the initial decision to place the fortress on the islands off Helsinki was due to its sheltered location.

The purpose of the buffer zone around the World Heritage Site is to ensure the integrity of the site and the preservation of its values. The buffer zone thus has to be sufficiently large. Everyone operating in the buffer zone must commit to operating in such a way that any changes do not compromise the values of the site.

Although the purpose of the buffer zone is not to impose a blanket ban on all changes, the impacts of any proposed changes must be investigated and assessed jointly in advance. Land use and protection goals for Suomenlinna and its buffer zone are agreed upon in the local planning process.

The buffer zone of Suomenlinna includes the nearby islands of Vallisaari, Kuninkaansaari, Lonna and Santahamina, which are part of the totality in terms of landscape and function. The buffer zone also covers city blocks on the mainland in Helsinki, extending to Hernesaari in the west and past Katajanokka in the north, to the open area of sea called Kruunuvuorenselkä and the island of Laajasalo.

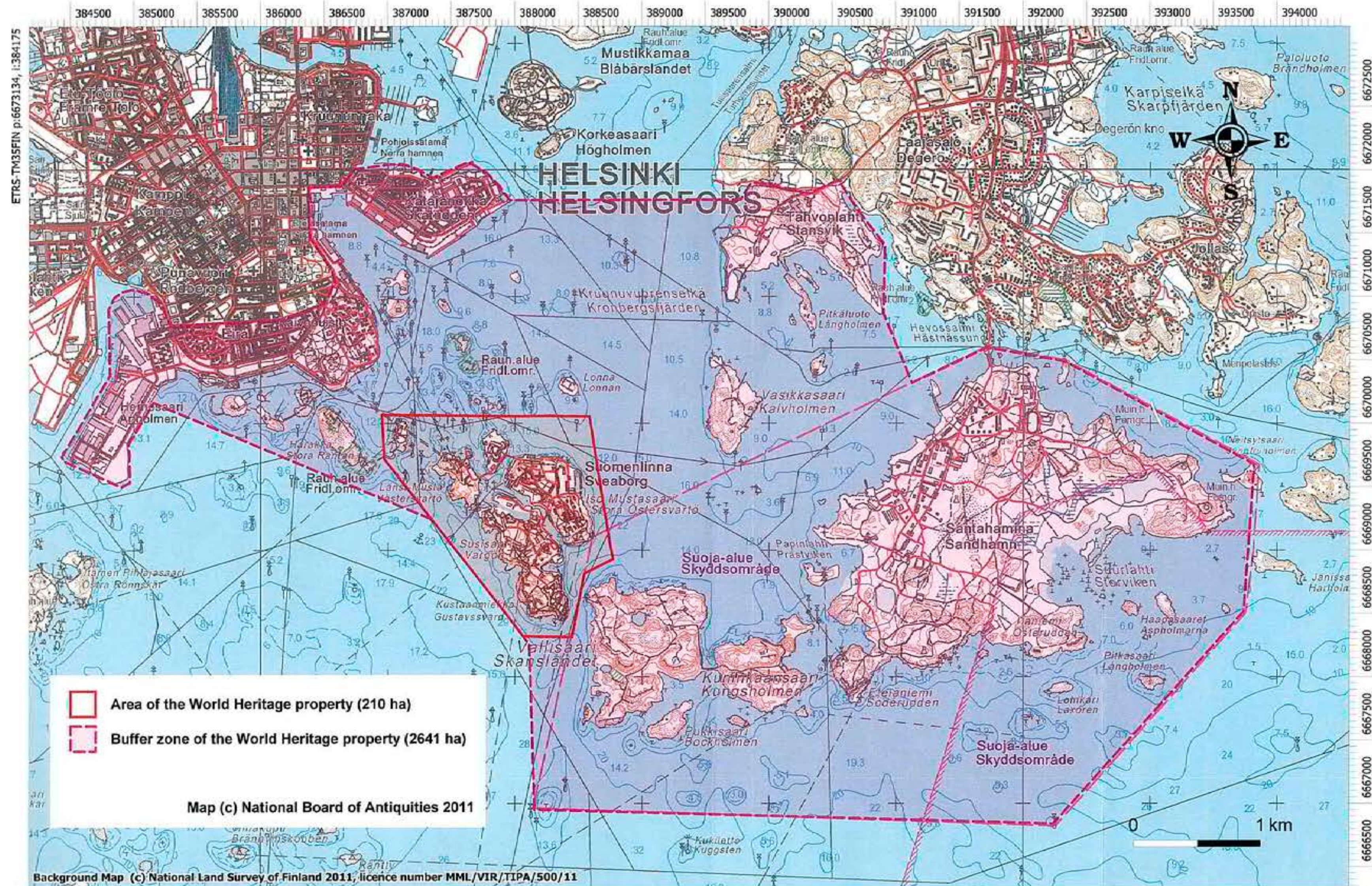
The buffer zone of Suomenlinna and the sea area beyond it, including shores and islands, form a functional entity, the greater landscape. Nearly all of the buffer zone of Suomenlinna is a cultural environment of national importance. The environment is also archaeologically valuable, and includes items currently underground. Suomenlinna and the island of Vallisaari constitute a landscape area of national importance.

It is also important to safeguard the underwater environment around Suomenlinna. Underwater shipwrecks are an important part of our archaeological heritage.

The buffer zone of Suomenlinna is shown on the map on the next page.

FORTRESS OF SUOMENLINNA, HELSINKI, FINLAND

Appendix to the letter to the WHC/UNESCO, Nov 17h, 2011, diar. 012/009/2011



ETRS-TM35FIN p:6666335, i:394575

WHC REGISTRATION
Date 25/11/2011
Id N° FI-583
Copy 1 Item 39

FORTRESS RESTORATION, REPAIRS AND MAINTENANCE

A comprehensive approach is used in the maintenance and repair of the landscape, buildings and structures of Suomenlinna, where all factors are taken into consideration, such as history, the needs of today's users, vegetation. Repairs are undertaken on the basis of the identification of the values of the fortress as a whole and of each individual site, which in turn requires research.

Because the aim is to maintain the authenticity and integrity of Suomenlinna, the repairs undertaken are, by definition, restoration work. Restoration requires not only careful and time-consuming planning but also knowledge of the history of the site and the changes made to it, as well as the materials and construction methods used. All projects involve research, the most central ones being a building-historical surveys, building condition surveys and documentations of the current status. All work is documented so that information on what has been undertaken in any restoration will remain available in the future.

Experts in the field are employed in the design and implementation of restoration work. These are demanding projects that depend crucially on the designers and those

executing the work having an expertise in traditional working methods and being able to harmonise modern demands with old structures. Any additions and new construction must not damage any original structures and must be removable. The preservation of old, even original, surface materials is the work of the conservators. Research on the materials used, for instance the render and mortar used in stone walls, is also undertaken on Suomenlinna.

In restoration work, the building or part thereof must retain its authenticity and integrity, despite any changes made. This requirement can usually be satisfied by only doing what is absolutely necessary for the desired end result. This so-called principle of minimal intervention and the other procedures mentioned above are known as restoration principles. They have been shaped on the basis of international declarations and agreements on the restoration and conservation of buildings.

Building preservation is facilitated by maintenance and related regular inspections, upkeep and repairs. An annual repairs programme, including the monitoring of the condition of facades, windows, doors, roofs and flashings as well as the immediate repair of any damage, postpones the need for extensive repairs. All maintenance work is undertaken in compliance with restoration principles.

MAINTENANCE BACKLOG

The regular wear of a building or landscape increases the need for repairs and the repair deficit. The maintenance backlog deficit is defined as the cost of repairing a building or a landscape so as to render it usable and safe again. Regular maintenance slows down wear and postpones the need for repairs.

A maintenance backlog study of Suomenlinna was completed in March 2019. It covered 232 buildings and fortification works administered by the Governing Body of Suomenlinna. The study also accounted for the maintenance backlog in public utilities and the landscape. The majority of the maintenance backlog concerns buildings and fortification works. Residential buildings are in the poorest condition.

The annual investment need based on the maintenance backlog was calculated up to the year 2040, taking into account the continuing wear of the buildings and their repair needs. The annual investment need, as calculated in the maintenance backlog study, forms the basis for the Governing Body of Suomenlinna's long-term plan for repair projects.

The works programme for the Governing Body of Suomenlinna's repair projects is a detailed plan of the projects to be implemented each year together with their costs. Most of the projects to be undertaken in the near future will involve repairs to residential buildings. The previous extensive renovations were carried out in the 1970s and 1980s.

Building infrastructure, the spatial layouts regarding dwellings, and accessibility will require repairs, some of them urgent, in the near future. Many buildings also have indoor-air problems, which can cause health problems for the residents. The works programme further includes repairs and conservation of roofs and facades, as well as repairs and construction of landscaping.

The restoration of the walls in various parts of the fortress is important for the integrity of the landscape. All work on the landscape and the environment is geared towards safety and barrier-free access.

Reducing the maintenance backlog on buildings and landscape improves the visitor experience. It is particularly important to ensure that an increase in the maintenance backlog will not manifest itself as a decline in safety in the fortress.

Turkish warty cabbage, *Bunias orientalis*.

Several alien plant species arrived in Suomenlinna during the 19th century, and some of these became established. Turkish warty cabbage, found particularly on the fortress embankments, is one of the best known. In its native Russia it is considered a weed, but in Suomenlinna it is seen as an important part of the cultural history of the fortress.



Sustainable development

The Suomenlinna Management Plan is governed principally by three sustainable development goals set by the United Nations.

The objective of sustainable development is to secure prosperity for future generations. According to the principles of sustainable development, today's decisions must not be made at the expense of the future; we must ensure that we do not live beyond our resources. Sustainable development is not only about ecological sustainability; human rights, social and cultural sustainability and economic considerations are equally important.

The sustainable development goals of Suomenlinna are explained in detail in the following pages.

- **CLIMATE ACTION**
- **COOPERATION AND PARTNERSHIP**
- **SUSTAINABLE TOURISM**

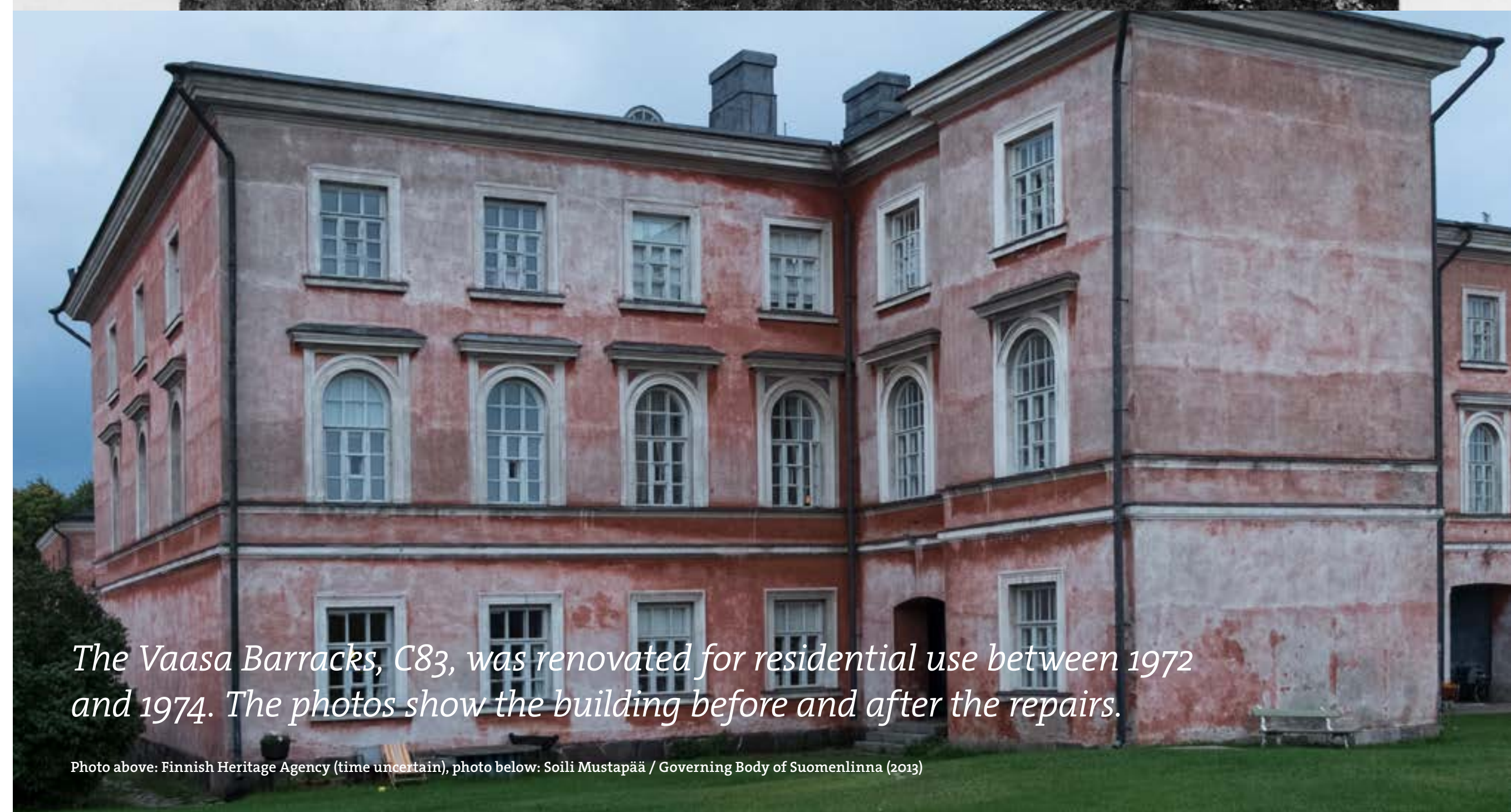


CLIMATE ACTION

Preserving the buildings and structures of Suomenlinna is essential for preserving its Outstanding Universal Value. However, the continued use and repurposing of the historical building stock is in itself beneficial to climate action. Continuous use extends the life span of buildings and structures, utilising the energy bound into them when they were built. Restoration and repairs extend the useful life of buildings, reducing the amount of demolition waste generated.

Regular maintenance contributes to preservation, as material replacements are minimised and existing components recycled. Energy consumption is monitored, and energy-efficient choices are favoured when making repairs. The effectiveness of maintenance is assessed through regular audits and regular updates to the maintenance backlog calculation.

Applying carbon-neutral solutions in the historical building environment of Suomenlinna requires the continuous improvement of operations. The objective in this respect is to be proactive and exemplary. The fortress also serves as a test platform for research and development in this field.



The Vaasa Barracks, C83, was renovated for residential use between 1972 and 1974. The photos show the building before and after the repairs.

Photo above: Finnish Heritage Agency (time uncertain), photo below: Soili Mustapää / Governing Body of Suomenlinna (2013)

COOPERATION AND PARTNERSHIP

Cultural heritage is a human right. Everyone has the right to participate in a thriving Suomenlinna. There are several networks of officials, residents, tourism operators, and enthusiasts of the maritime environment and culture operating on the local, national and international levels, for whom Suomenlinna is of significance in one way or another.

The role of the Governing Body of Suomenlinna in all this is to act as a facilitator. New and sustainable forms of cooperation are being sought and tried out with an open mind. The Governing Body of Suomenlinna does not need to be directly involved in everything. Third-sector and fourth-sector activities such as voluntary work are encouraged and appreciated. The debate on the preservation of Suomenlinna will continue to be public, and anyone who wishes to participate in it can do so.

The local community in Suomenlinna actively participated in the drafting of the Management Plan, demonstrating that they consider cooperation to be important and share common goals. The implementation of the plan requires balancing between a variety of interests. Networked cooperation is based on mutual trust in the assumption that all stakeholders are committed to preserving the values of the World Heritage Site.




SUSTAINABLE TOURISM

Suomenlinna has evolved from a military area into an attractive tourist site. Its growing popularity has posed a challenge for the Governing Body of Suomenlinna and its partners. Coordinating high-quality visitor experiences, a socially sustainable everyday life for local residents, and profitable operations all year round for local entrepreneurs requires a complicated balancing act.

The purpose of sustainable tourism is to minimise the negative impacts of tourism and to maximise its positive impacts. Businesses based on authentic and local attributes support the values of the fortress. There is a desire not to overemphasise the role of Suomenlinna as a tourist site at the cost of its other aspects. On the basis of expert reports, it was decided in 2018 that since Suomenlinna is an open city district, tourism development should be explored through means of sustainable tourism rather than by imposing an entry fee.

Under the sustainable tourism strategy, Suomenlinna is an internationally respected sea fortress and a showcase site for sustainable tourism. Entrepreneurs thrive by offering high-quality services, residents enjoy a comfortable living environment, and visitors can gain meaningful experiences. All this can be achieved by continued cooperation with local and international partners and by working with research and educational institutions.

A person in traditional Finnish folk costume is performing a fire dance at night. They are holding several flaming torches, creating a vibrant display of fire against the dark background. The person is wearing a dark, patterned dress with a white lace collar and a headband. The background is dark, with some blurred lights visible in the distance.

The number of visitors to Suomenlinna in the wintertime has been steadily increasing, but summer is by far the busiest season. Winter events have been organised as one means of attracting more visitors all year round. Photo from the Viapori harvest festival in November 2018

Photo: Eralp Kahyaoglu / Governing Body of Suomenlinna (2018)

Priorities for the future

Priorities for the future based on the values of Suomenlinna will guide the work done there for decades to come. These priorities were shaped in the Management Plan workshops that were open to all.

The Management Plan is, however, a continuous process, and as it proceeds the priorities will be reviewed and revised to ensure that in a changing world it is moving in the right direction.

The priorities are discussed in more detail on the following pages.

- **SUOMENLINNA FOR ALL!**
- **THE SIGNIFICANCE OF HISTORY AND THE SPIRIT OF PLACE**
- **SUOMENLINNA AS A HELSINKI CITY DISTRICT**
- **SERVICES IN SUOMENLINNA**



SUOMENLINNA FOR ALL!

Suomenlinna is a World Heritage Site that is seen as a common, valuable and diverse resource generating mental and economic wellbeing. Expert long-term care ensures the preservation of the cultural heritage values.

Protecting, preserving and presenting the values of Suomenlinna in sustainable ways generates wellbeing in the entire Helsinki metropolitan area. The principles of sustainable tourism can convert the attractiveness of Suomenlinna as a tourist site from a threat to an opportunity. For the tourism industry, Suomenlinna is a huge resource that can be utilised but must not be over-exploited.

The Governing Body of Suomenlinna plays a key role as custodian of the state-owned properties. Because Suomenlinna is also a district of the city of Helsinki, cooperation between central and local government must be enhanced and improved. Private-sector interest in the vitality of Suomenlinna is evident in investments in the variety of business operations on the islands. Residents and other citizens who take an active interest in the cultural heritage are eager not only to enjoy that heritage but also to contribute to its preservation. The purpose of the Management Plan is to ensure that their voice is heard.

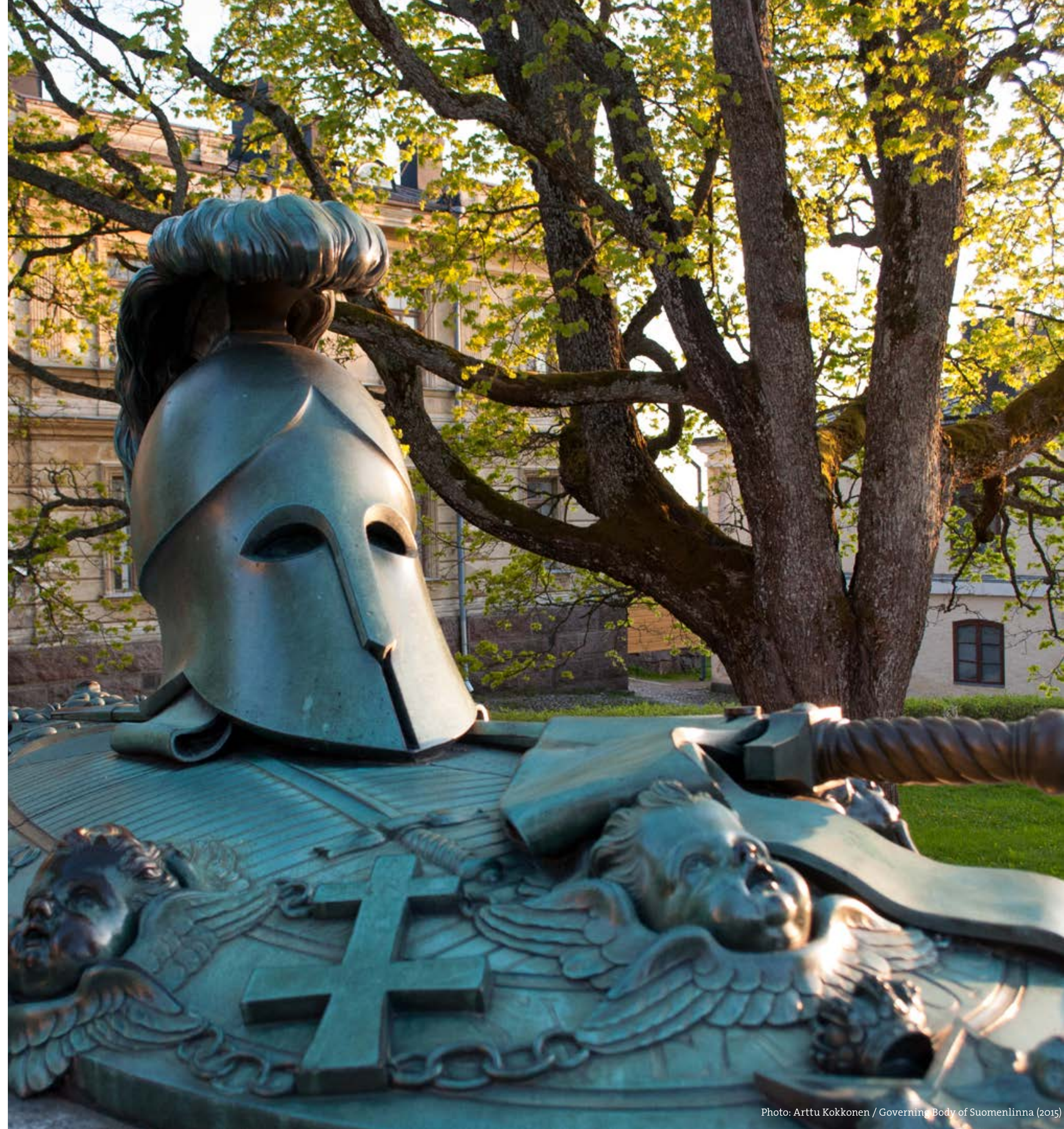


THE SIGNIFICANCE OF HISTORY AND THE SPIRIT OF PLACE

Suomenlinna is an example of how a historical monument can adapt to changes and to new uses. Preserving Suomenlinna as an authentic and integral testimony from the past for future generations is the foundation for all choices made and changes implemented. This requires identifying and understanding the values of Suomenlinna, which in turn requires broad-based research and public debate.

Vegetation, whether moss on rocks or large deciduous trees, is also a record of history. The fortress built for military purposes has evolved into an idyllic tourist site, a place to live and a place to work. Its past, however, cannot be forgotten. The spirit of place, or *genius loci*, on Suomenlinna stems from observing and sensing the traces left by the past and present; the buildings of various ages, the vegetation, functions long since forgotten and people long since departed.

Conservation and use are not in conflict on Suomenlinna. On the other hand, there are locations and buildings that do not need to be used or cannot be used, for instance due to safety reasons. Yet their preservation and restoration are also important.



SUOMENLINNA AS A HELSINKI CITY DISTRICT

Suomenlinna is at once a place to live, work and visit. None of these functions must be allowed to over-run the others. Various modes of use are reconciled, so that the structures that have been built over the course of history for various purposes and groups of people can be kept in working order.

The sea fortress city district is accessible by water. The sea crossing is an essential part of the experience of living or working in Suomenlinna or of visiting it. Its accessibility is being developed by means of public sea transport, which is also in keeping with the goals of sustainable development.

In order to ensure the preservation of the archipelago environment and the World Heritage values, the Governing Body of Suomenlinna and the City of Helsinki must work closely together. The purpose of this close collaboration is to preserve, maintain and present Suomenlinna at a qualitatively high level but without wasting resources.

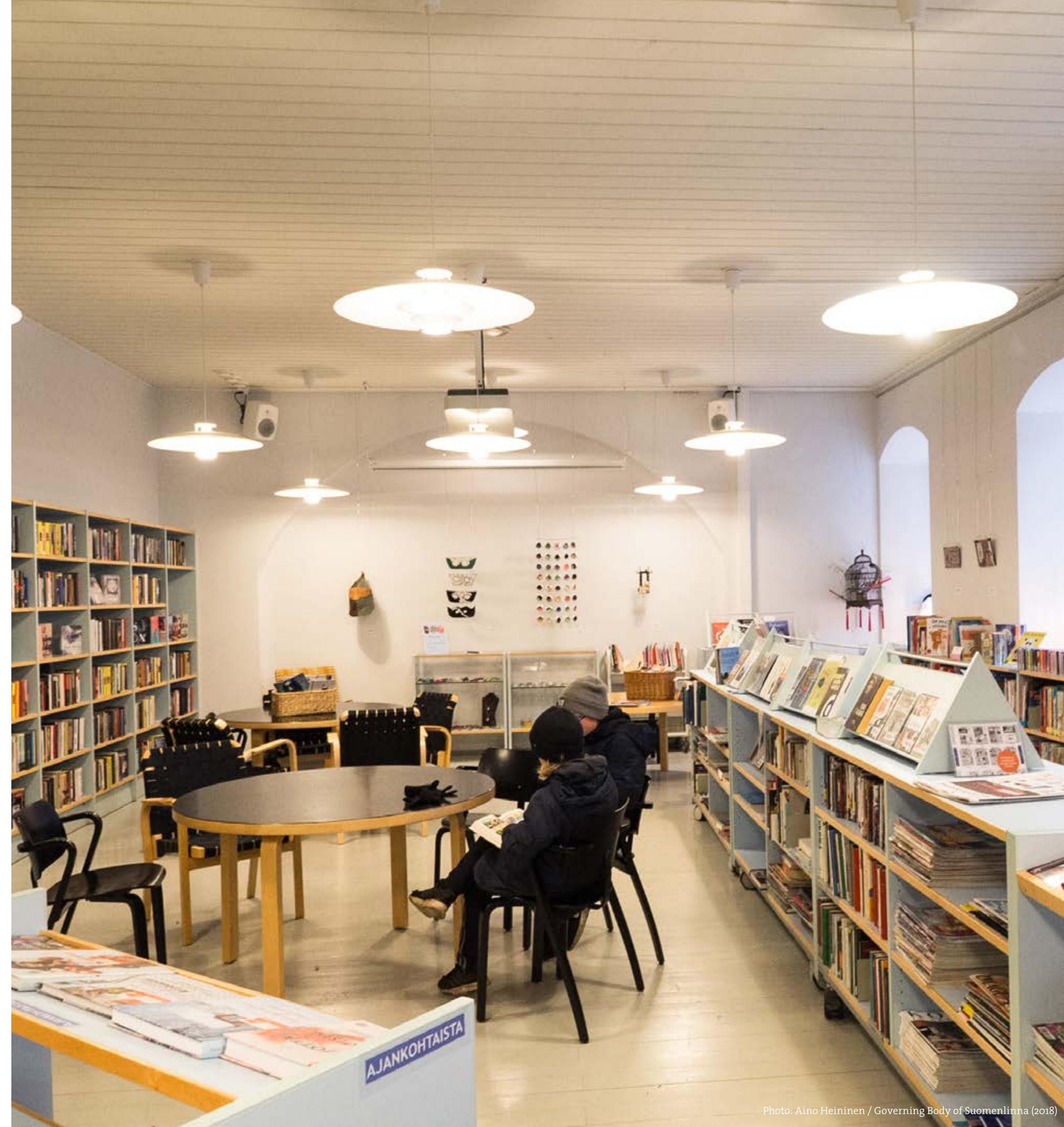


SERVICES IN SUOMENLINNA

The service structure in Suomenlinna should support the vitality of the local community. The school, daycare centre, library and rescue services are municipal services whose existence, along with a grocery store, ensures an uncomplicated everyday life for residents.

Suomenlinna's unique characteristics provide potential, for instance, for maritime and tourism services. Service providers must commit themselves to the Management Plan as a whole, and not just pick and choose the bits they prefer. Service providers make a significant financial contribution to the preservation of this World Heritage Site and its values through the rent they pay on their business premises.

Suomenlinna is being developed as a World Heritage Site accessible all the year round. Service providers are expected to make a long-term commitment and to comply with a high standard of quality. Short-term profit skimming, for example by only operating during the visitor peaks in the summer season, is not in keeping with the goals of the Management Plan.



A PROSPEROUS SUOMENLINNA FOR FUTURE GENERATIONS

RESPONSIBILITIES AND RESOURCES WILL BE SYSTEMATICALLY ALLOCATED

SUOMENLINNA FOR ALL!

- We develop Suomenlinna as an open and accessible resource.
- We preserve Suomenlinna for future generations to experience, and therefore, we are committed to sustainable tourism.
- In Suomenlinna, decision-making is based on open interaction. The state, the city, the private sector and civil society all participate, each playing a specific role.

THE SIGNIFICANCE OF HISTORY AND THE SPIRIT OF PLACE

- The use and development of the site are based on the protection and management decisions derived from the Outstanding Universal Value and local values of Suomenlinna.
- We enable experiences of history and nature.
- The balance between protection and use form the basis for the development of Suomenlinna.

SUOMENLINNA AS A HELSINKI CITY DISTRICT

- People live, work and visit World Heritage Site Suomenlinna.
- Suomenlinna is accessible by water.
- The financial and human resources allocated to Suomenlinna are regularly agreed between the city and the state.

SERVICES IN SUOMENLINNA

- Services in Suomenlinna support the vitality of the local community and are there for everyone.
- Services are based on an understanding of the World Heritage Site as a whole.
- The success of services in Suomenlinna is based on their quality and year-round availability.

SUSTAINABLE DEVELOPMENT Climate action • Cooperation and partnership • Sustainable tourism

VALUES Strong spirit of place • Multilayeredness and continuity • Vibrant and versatile • Harmony and diversity

Implementation

The Management Plan will be implemented in the same way that it was prepared – as a common effort. The very cornerstone of the Management Plan relies on everyone identifying how their own actions contribute to the jointly determined goals for Suomenlinna.

The Management Plan's action plan is updated online. Every member of the Suomenlinna network may highlight measures that they consider important. Through public debate, these will measures coalesce into an action plan that will ensure the preservation of a prosperous Suomenlinna for future generations.

Implementation of the plan will be monitored as the operating environment changes, and the achievements will be evaluated. New measures may be put in place as the plan progresses.



UNESCO World Heritage Volunteers camp participants, City of Helsinki "park pals", cadets from the Naval Academy, and employees of the City of Helsinki, Allianssi ry, and the Governing Body of Suomenlinna together at a volunteer work day in August 2018.

Photo: Susanna Kekkonen / Governing Body of Suomenlinna (2018)

COMMUNICATIONS

Implementing the Management Plan requires successful communications. Communications help commit the multi-faceted network of stakeholders to the common goals.

The objectives of communications are:

- to encourage everyone to contribute to the debate on how to maintain the prosperity of Suomenlinna
- to foster an understanding of the Management Plan as a common and constantly evolving process
- to raise awareness of how everyone can help maintain the prosperity of Suomenlinna through their own actions.

Transparency, clarity, accessibility, interaction and inspiration are the guiding principles of communications. Clear and up-to-date information on the Management Plan is issued to anyone who is interested. The work done is publicised through a variety of channels and in a variety of formats. Meetings, events and social media bring interactivity to communications. The purpose of communications is to inspire everyone to participate in the maintenance and use of the cultural heritage.



MONITORING, IMPACT ASSESSMENT AND DEVELOPMENT

The Management Plan is subject to continuous development in accordance with how the monitored measures have been carried out. The effectiveness of the Management Plan will be evaluated as the operating environment changes, and the plan will be revised on the basis of discussions between the various parties. All members of the Suomenlinna network have an important role in the Management Plan. The plan and Suomenlinna are developed as a joint effort.

The purpose of the Management Plan is to preserve the Outstanding Universal Value of Suomenlinna and its local values. Both the evaluation of the implementation of the plan and its further development occur at several levels.

At the local level, the implementation is coordinated by the Governing Body of Suomenlinna. The UNESCO World Heritage Centre and the International Council on Monuments and Sites (ICOMOS) monitor the attainment of the preservation and maintenance goals of Suomenlinna at the international level. The Finnish Heritage Agency is responsible for monitoring at the national level.



Appendix: Fortress of Suomenlinna

FORTRESS OF SUOMENLINNA

Built in the second half of the 18th century by Sweden on a group of islands located at the entrance of Helsinki's harbour, this fortress is an especially interesting example of European military architecture of the time.

Finland

Helsinki Harbour, Region of Uusimaa, Province of Southern Finland

N60 8 49.992 E24 59 13.992

Date of Inscription: 1991

Criteria: (iv)

Property : 210 ha

Buffer zone: 2,641 ha

Ref: 583

OUTSTANDING UNIVERSAL VALUE

Brief Synthesis

Suomenlinna (Sveaborg) is a sea fortress, which was built gradually from 1748 onwards on a group of islands belonging to the district of Helsinki. The work was supervised by the Swedish Admiral Augustin Eherensvärd (1710-1772), who adapted Vauban's theories to the very special geographical features of the region. The landscape and the architecture of the fortress have been shaped by several historic events. It has served to defend three different sovereign states over the years: the Kingdom of Sweden, the Russian Empire and most recently the Republic of Finland.

Covering an area of 210 ha and consisting of 200 buildings and 6 km of defensive walls, the fortress stretches over six separate islands. The original fortress was built using local rock and fortified with a system of bastions over varied terrain. The purpose of the fortress was originally to defend the Kingdom of Sweden against the Russian Empire and to serve as a fortified army base, complete with a dry dock.

Sandbanks, barracks and various other buildings were added during the 19th-century Russian period. The defensive system was adapted to match the requirements of a modern fortress and developed in the 19th century using contemporary fortification equipment.

After Finland gained independence in 1917, the fortress was renamed Suomenlinna (or Fortress of Finland) and served as a garrison and a harbour. The military role of the fortress declined after World War II, and in 1973 the area was converted for civilian purposes. Since then, buildings have been renovated to serve as apartments as well as workspaces, to house private and public services, and for cultural purposes.

Today, Suomenlinna is one of the most popular tourist attractions in Finland and constitutes a district of Helsinki with 850 inhabitants.

Criterion (iv): In the history of military architecture, the Fortress of Suomenlinna is an outstanding example of general fortification principles of the 17th and 18th centuries, notably the bastion system, and also showcases individual characteristics.

Integrity

Suomenlinna consists of several defensive and utilitarian buildings that blend the architecture and functionality of the fortress within the surrounding landscape. The property includes the islands upon which the fortress was built. This forms a consistent ensemble extensive enough to preserve and present the values of the property. Most of the fortifications and utilitarian buildings dating from the Swedish and Russian periods are well preserved. The fortress has only a few buildings dating from the Finnish era, but they retain their own distinctive identity. A sharp rise in sea level or increased rainfall could threaten the property.

Authenticity

The fortifications and the various buildings, all dating from different eras, as well as the surrounding environment, help preserve Suomenlinna's characteristics, particularly with regard to building materials, methods and architecture. Since Suomenlinna became a residential area, traditional construction methods have been favoured to ensure the preservation of the property, and are implemented in a manner that respects its cultural and historical values.

Protection and management requirements

Suomenlinna is legally protected under national legislation. The fortification works are protected by the Ancient Act of 1963 and the church is protected by the Church Act of 1994. The Governing Body of Suomenlinna, a government agency under the Ministry of Education and Culture, owns most of the historical buildings in Suomenlinna. The Governing Body is responsible for the restoration and maintenance of the fortress. The activities are guided by the 1974 Management Plan, which has since been revised. The costs of the Governing Body, which employs around 90 people, are met using funding from the central government budget and from rental income. The Governing Body of Suomenlinna works closely with the National Board of Antiquities, Suomenlinna Prison and the City of Helsinki. Representatives of the local people have a seat in the Governing Body of Suomenlinna.

Suomenlinna is surrounded by open waters and nature reserves. The islands in its vicinity are used by the Finnish Defence Forces, or are subject to restrictive development plans. No changes to the surrounding area that could threaten the values of the property are planned for the near future. The buffer zone of Suomenlinna ends at downtown Helsinki to the north and the military district to the east and south. The island-based fortress is not threatened by city planning or traffic.

The possibility of a sharp rise in sea levels owing to climate change constitutes a potential threat to the property, as it would accelerate the erosion of coastal structures. Similarly, increased rainfall causes damage to wooden and stone structures. The increase in visitors has also caused sandbanks to become eroded during the summer. The erosion is managed by restricting visitors' access to vulnerable areas during the summer months and regular reports are produced. The threats are recognized in the Suomenlinna Visitor Management Strategy from 2007 and the revised Management Plan from 2013.

<https://www.slhk.fi/en/management-plan/>