The Six City Strategy – Open and Smart Services

THE SIX CITIES Helsinki, Espoo, Vantaa, Tampere, Turku, Oulu

The cooperation strategy of the six largest cities in Finland, approved by the Ministry of Employment and the Economy on 9 June 2014 (record number TEM/1092/09.02.01/2014) – Update 5/2015
The Six City Strategy – Open and Smart Services
The cooperation strategy of the six largest cities in Finland

Contents
The Six City Strategy – Open and Smart Services .......................................................... 1
THE SIX CITIES Helsinki, Espoo, Vantaa, Tampere, Turku, Oulu ................................. 1
1. Summary ......................................................................................................................... 3
2. The objectives of the strategy ......................................................................................... 5
3. The Six City Strategy operating model ........................................................................... 7
3.1. Idea generation, calls for proposals and evaluation ....................................................... 9
3.2. Projects as the means of carrying out the strategy ....................................................... 9
3.3. Regularisation of results, meaning the implementation and sharing of solutions ................. 11
4. The focus areas of the strategy ...................................................................................... 12
4.1. Open innovation platforms ......................................................................................... 13
4.2. Open data and interfaces ......................................................................................... 15
4.3. Open participation and customership ........................................................................... 16
5. Management, steering and coordination of the strategy ................................................. 19
5.1. Operators’ tasks ......................................................................................................... 20
5.2. Project selection process – ERDF projects ............................................................... 22
5.3. Project selection process – ESF projects ................................................................... 23
6. Budget ............................................................................................................................ 25
7. Framing of the strategy and cooperation with other programmes ................................. 26
1. Summary

The Six City Strategy – Open and Smart Services is a strategy for sustainable urban development carried out by the six largest cities in Finland: Helsinki, Espoo, Vantaa, Tampere, Turku and Oulu. The strategy is nationally very significant: the participating cities are home to some 30% of Finland's population. The aim of the strategy is to use the country's largest urban regions as development environments for new innovations, strengthening Finland's competitiveness. Together, these regions are large enough to serve as a world-class reference site. In addition to this, the strategy improves the cities' service processes and their functionality across municipal borders. The new operating models developed as part of the strategy are made available to all cities and municipalities, thus increasing the productivity of the public sector in the participating cities and across the entire country.

The Six City Strategy is based on society's development towards a greater sense of community, openness and accessibility, and the creation of a functional city community consisting of citizens, companies, research and development operators and the authorities. One of the most effective ways of fostering innovations and increasing productivity is to develop open operating models that enable the participation of all operators.

The Six City Strategy's efforts to build an open ecosystem for urban services revolve around three focus areas, which implement the specific objectives of the priority axes of Finland's structural funds programme as well as the objective of the Ministry of the Employment and the Economy's Urban Policy Action Plan for strengthening the competitiveness and vitality of regions.

Focus area 1: OPEN INNOVATION PLATFORMS

Innovation platforms are functional structures in which the city community works together to create new solutions and new businesses, combining places, productised processes and people into an activity that creates value. With the Six City Strategy, cities facilitate the creation and testing of new products and services in real-world urban environments and innovation platforms, making use of new kinds of procurement processes, for example. These open innovation platforms are R&D&I centres in accordance with the specific objectives of priority axis 2 of the structural funds programme, as well as development environments for renewable energy and energy-efficient solutions.

Focus area 2: OPEN DATA AND INTERFACES

Cities produce vast amounts of valuable data, be it geographical, environmental, traffic, statistical, financial, etc., which companies can utilise in their business. As part of the Six City Strategy, cities open their data stores, making them compatible with and publishing them through shared publication channels as open data. Together, the six cities offer an excellent test environment and market for companies. This work strengthens the innovation activity of SMEs in accordance with the specific objectives...
of priority axis 2 of the structural funds programme. The opening and harmonisation of traffic and environmental data also supports the development of renewable energy and energy-efficient solutions.

**Focus area 3: OPEN PARTICIPATION AND CUSTOMERSHIP**

The Six City Strategy facilitates the creation of new business through the development of open and easy-to-use multi-channel and multi-operator service models and systems, in collaboration with customers. New open solutions enable companies to develop new service innovations while at the same time improving the public service structure (structural fund priority axis 2), supporting the employment of the young and other groups that are in a weak position in the labour market (structural fund priority axis 3), improving services and methods for supporting transitional periods and equality in education (structural fund priority axis 4), and enabling the development of resident-oriented methods and services for improving the working and functional capacity of people outside working life (priority axis 5).

### The Six City Strategy in brief

<table>
<thead>
<tr>
<th>Participants</th>
<th>Focus areas</th>
<th>Methods</th>
<th>Results of cooperation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Helsinki</td>
<td>Open data and interfaces</td>
<td>Spearhead projects</td>
<td>Harmonisation, standardisation</td>
</tr>
<tr>
<td>Espoo</td>
<td>Open participation and customership</td>
<td>Practical pilots</td>
<td>Duplication of functional solutions and innovations</td>
</tr>
<tr>
<td>Vantaa</td>
<td>Open innovation platforms</td>
<td>Trials</td>
<td>Sharing of best practices and learnings</td>
</tr>
<tr>
<td>Tampere</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Turku</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Oulu</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Open processes for learning together and sharing information

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2. The objectives of the strategy

The primary objective of the strategy is to strengthen Finland's competitiveness by using the country's six largest cities as innovation development and experimentation environments, with the aim of creating new know-how, business and jobs. Even though these cities face similar problems, city solutions is a difficult business sector since the operating environments of different cities differ significantly from one another, even within Finland.

A more uniform marketplace and a sufficiently large pilot area form a pilot environment suitable even for global comparison. As new services are developed in Finland, the expertise gained here can be utilised to further develop them for international purposes. The processes and tools created during this development enable companies to develop scalable operating models, with the help of which the services can be adapted to local conditions and different types of business activities.

The strategy promotes collaboration for the purpose of creating economies of scale. Cities can pool their procurement volumes in opening operations, data and data system interfaces for new services and solutions, for example. The cities' data stores open up new data that companies can use to fuel innovations. In addition to this, cooperation and compatibility within and between cities provide city communities with efficient, fast and flexible access to the latest and most convenient operating models, services, tools and practices. Compatibility between companies' and cities' business models, operating models, data, data systems and technologies also allows new services to be scaled for utilisation in different local, national and international operating environments.

The Six City Strategy is a sector-independent strategy and offers new opportunities for a number of operators, including ICT companies, geographic information service companies, the security sector, developers of traffic services, developers of detector and sensor technologies, suppliers of clean- and greentech solutions, the media sector and other creative sectors as well as various service sectors.

The six participating cities are Finnish centres of research, development and innovation. As such, the Six City Strategy also provides numerous benefits to universities and research institutions. The creation of concrete testing environments enables the development and testing of new solutions in real-world usage environments and situations, while the up-to-date data and interfaces that cities open up as part of the strategy serve as valuable resources. The improved access to open urban data benefits a number of rapidly developing research fields, such as my data, big data, cloud computing and data mining. Meanwhile, cooperation between customers, the ICT field and various other sectors provide an increasingly multidisciplinary perspective to research work.

Urban innovations develop quickly, and changes in the operating environment are difficult to predict. Because of this, the Open and Smart Services strategy is carried
out through spearhead projects as well as practical pilot and trial projects that together build the foundation for improvement. The progress, results and effectiveness of the projects are evaluated regularly so that the activities can be better focused. The participating cities select the measures to be carried out from among their shared focus areas, so that every project involves operators from the areas of two or more of the six cities. Successful solutions implemented in different cities are reproduced for use in other cities.

The Six City Strategy supports sustainable urban development. It enables better and more efficient services, more widespread utilisation of the urban community's expertise, as well as the development of more competitive businesses. The realisation of the strategy also develops knowledge management, facilitating the utilisation of more advanced information to support decision-making and the channelling of activities to focus on the most effective solutions.

Furthermore, the strategy supports the development of better online services alongside traditional services, with the aim of improving the accessibility, effectiveness and productivity of services, among other things. In addition to this, the implementation of the strategy is one of the tools for building more agile public organisations that can, despite decreasing funding, fulfil their duties more efficiently and effectively by utilising a multi-provider model, for example. To do so, these organisations must get better at predicting changes in citizens' demands and needs and utilise the entire city community's ability and desire to innovate and improve cities. As such, the Six City Strategy is part of the effort to build more sustainable cities that can respond to future changes and seize the opportunities created by them.
### 3. The Six City Strategy operating model

This strategy document outlines and steers Six City Strategy activities throughout its period of implementation, 2014–2020. The strategy was prepared collaboratively by the six participating cities and it has been approved by the Ministry of Employment and the Economy. The strategy describes the cities’ shared needs and objectives, which are explored through the three focus areas: open innovation platforms, open data and interfaces as well as open participation and customiership.

The alignments of the strategy are concretised in annual planning. Progress is monitored regularly, and corrective measures are carried out biannually as necessary in the management group and steering group’s shared workshops.

#### Operating model in brief

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Implementation</th>
<th>Follow-up and evaluation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Based on the strategies of the Six Cities</td>
<td>Open ideation, networking and forming partnerships</td>
<td>The management group and the steering group monitor the progress of the strategy and the projects every six months in joint workshops. Corrective measures will be carried out where necessary.</td>
</tr>
<tr>
<td>Mission</td>
<td>The projects</td>
<td></td>
</tr>
<tr>
<td>Competitiveness, service innovations, business and employment with open operating models</td>
<td>Spearhead projects build the basic functions of the focus areas and create ground for innovation</td>
<td></td>
</tr>
<tr>
<td>Focus areas</td>
<td>Implementing the projects</td>
<td>Pilot projects help to test and develop new solutions in the focus areas</td>
</tr>
<tr>
<td>1. Open innovation platforms</td>
<td>Disseminating and exploitation of results</td>
<td></td>
</tr>
<tr>
<td>2. Open data and interfaces</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Open participation and customiership</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The Six City Strategy is the cooperation strategy of the six largest cities in Finland, through which the cities work together to improve services and knowledge management with the help of smart service infrastructure. By doing so, the cities also enable the city community to better participate in the development of the city and provide companies with the means to develop their business and create new jobs.

The strategy involves the realisation of different-sized projects, which help build lasting activity based on piloting, trials and the sharing and implementation of experiences, good practices, concrete solutions and tools.
The implementation of the strategy requires the adoption of a shared, flexible and well-coordinated process for ensuring that activities are carried out comprehensively and diversely in accordance with objectives. The premise is that all activities are transparent and woven into the basic operation of the cities.

The administration of the Six City Strategy supports flexible cooperation between the cities, with the aim of rapidly developing and disseminating new, innovative solutions. The practical details of the administration are outlined in a consortium agreement between the cities. The work is carried out as close to service providers and residents as possible.

The strategy is planned to be implemented in three phases, the durations of which are 3 + 2 + 2 years. Interim evaluations of the strategy are conducted between phases, utilising outside expertise. The projects’ and the strategy's indicators are defined for each phase during the launch phase.

Annual operational planning and monitoring is conducted with the help of an operating calendar. The calendar defines and schedules each year's special themes, calls for proposals, budget, national and regional events, the meetings of different groups, tasks related to monitoring and evaluation, as well as the functional synchronisation between different projects.

On the project level, planned measures are carried out and progress is reported. Particular emphasis is placed on how the experiences, learning outcomes and developed solutions of each project are regularised.

Openness, innovation and partnership as the cornerstones of the operating model

The implementation of the strategy is not just about the impacts and results of individual projects, but rather the effectiveness of the ways in which the entire Six City Strategy is implemented. The implementation of the Six City Strategy operating model takes into consideration both the shared objectives and needs of the cities as well as special, city-specific characteristics.

The strategy's operating model integrates partnership between different operators, innovation creation, effective project management and the dissemination of tested tools and solutions into the ongoing external and internal operation of the participating cities. Activities are as open as possible at all times.

The operating model makes it possible to rapidly develop and disseminate new solutions based on the cities' needs. A key part of the operating model consists of open processes for learning together and sharing information. The collection and recording of learnings, experiences, best practices, tools and processes and the models for sharing them are among the basic tasks of the strategy's implementation.

The operating model can be roughly divided into three areas:
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- Idea generation, calls for proposals, and evaluation: the shared and open idea generation related to content and project proposals, network building and shared communication.
- Projects as the means of carrying out the strategy: realisation, monitoring, evaluation, enactment and communication of the spearhead projects as well as the pilot and trial projects.
- Regularisation of results, or the implementation and sharing of solutions: implementation of the solutions and tools created in the projects and their collection and dissemination for use by others and communication.

The operating model is supported through management, steering and coordination.

3.1. Idea generation, calls for proposals and evaluation

Six City Strategy projects involve the development, realisation and implementation of solutions, tools, processes and services that aim to solve the key functional and financial problems associated with sustainable urban development. A particular emphasis is placed on how solutions are sought based on needs.

The successful realisation of Six City Strategy activities requires constant, open and objective-oriented interaction between different operators. Needs and solution ideas are discussed in cooperation with different operators. The parties taking part in idea generation include the city organisations’ own experts, as well as research and education operators, companies, developers, citizens and the third sector.

Collaborative idea generation and evaluation of project proposals ensures the realisation of the most practical and innovative ideas, while at the same time letting those preparing projects discover each other. This open process ensures that different operators also commit to carrying out projects in practice. The open idea generation makes broad use of different interactive tools and forums.

The project application process aims for a flexible operating method and good, open preparation. The aim is to provide good support for the preparation of projects that meet current needs, to enable the conditions of the structural fund, and to be suited to the strategy's focus areas. Projects are evaluated based on the national project selection criteria of the structural fund as well as special criteria jointly set by the participating cities.

3.2. Projects as the means of carrying out the strategy

The Six City Strategy promotes interoperability between the participating cities. Each funded project involves operators from the areas of at least two of the six cities. Projects are the tools for carrying out the strategy in each of the three focus areas.

The cities' joint projects are carried out by teams that work across the boundaries of administrative branches and cities. The main applicant is responsible for the
administration of the project in accordance with ERDF or ESF funding instructions. Responsibilities regarding content and tasks are defined in the planning phase of the project based on what is most suitable for each particular project. Within individual projects, the progress of the project is reported and monitored in accordance with the project plan and the financier’s instructions. The Six City Strategy management group also monitors and evaluates the realisation of the projects as part of the overall progress monitoring of the strategy.

The Six City Strategy projects are subject to the same rules and instructions as other ERDF- or ESF-funded projects. However, the Six City Strategy differs from other ERDF- and ESF-funded projects in its decision-making (Regional Cooperation Committees do not process individual projects) and in the fact that the Six City Strategy is a separate strategy for sustainable urban development carried out in accordance with Article 7 of the European Union's structural funds. The cities decide on the content of the strategy implementation, define the themes of the calls for proposals, and propose projects to be funded.

As regards ERDF-funded activities, Six City Strategy activities have been allocated a five per cent share of the national ERDF funding framework (EU and state funding). The share of municipal/internal financing in these projects is 33 per cent. Regions decide independently on the amount of ESF funding to be reserved for the implementation of the strategy (EU and state funding), and no separate share has been allocated for it in the structural funds programme.

Project selection may be carried out through various processes:
1. themed calls for proposals for the different focus areas of the Six City Strategy;
2. focused calls for proposals, such as for educational institutions;
3. negotiation procedure between partners, which can be used to carry out a continuous application process.

Projects are primarily selected through open calls for applications (1–2), but in special cases the negotiation procedure may also be applied (3). During the early stages of the strategy, three-year spearhead projects are carried out in each of the three focus areas. The spearhead projects are projects involving all of the six cities that build the basic functions of the focus areas and create the preconditions for carrying out innovation activities in cooperation with companies and other operators.

In addition to the spearhead projects, a number of pilot and trial projects are launched which, together with the spearhead projects, build a more comprehensive range of services in their respective focus areas. The durations of the pilot projects are shorter than those of the spearhead projects (for example 6–24 months). The pilot and trial projects help test and further develop some specific part of the focus area’s contents.

In order to be eligible for funding, the projects must follow both the structural funds programme and the Six City Strategy.
3.3. Regularisation of results, meaning the implementation and sharing of solutions

One of the key principles of the Six City Strategy is to integrate the solutions, services and tools developed in different projects into the normal operation of the participating cities and companies, to gather them together and provide others with efficient access to them. This is why the building of partnerships and networks as well as the exchange of information, experiences and expertise are some of the most important ways of implementing the strategy.

There are two perspectives on these efforts:
1. Support for integrating and disseminating project results within and between Six City Strategy cities.
2. Compiling the tools and practices developed in the projects, and providing other municipalities and operators with efficient access to them.

The experiences, learnings and best practices are collected into an open knowledge bank, which is also used for analysing the challenges and pitfalls of the projects – such as problems associated with the implementation of operating models and solutions and their transfer and dissemination. The knowledge bank helps compare the functionality of operating models, disseminate functional practices and train experts from different cities.

To facilitate these efforts, the Six City Strategy will involve the creation of a comprehensive set of tools, including:

- training courses, learning materials and other documents meant for city personnel, decision-makers and cooperation partners,
- internal ‘developer camps’ and peer learning,
- expert exchange between participating organisations,
- the programme’s joint events (such as workshops, clinics) in which good practices are shared with other cities and operators,
- utilisation of social media audiences and tools.

Joint debriefing sessions for sharing results and learnings are organised regularly for all of the strategy’s projects. In addition to immediate results, these events are ideal for sharing ‘silent’ knowledge.
4. The focus areas of the strategy

Together the different focus areas of the strategy form a coherent whole. The themes of open innovation platforms, open data and open participation and customership are closely linked to each other, and projects may incorporate several of the three themes. Together, the projects contribute to the building of a uniform set of open and smart services and a cooperation model for the six cities, which is scalable to the national level.

Adapted from Rönkä et. al. 2007, Kehtysalustolla neloskierteeseen. Page 60, figure: The quadruple helix, meaning the cooperation roles of developers, utilisers, administration and users in the innovation process.

The focus areas form a shared innovation and expertise framework, which combines:

- **The process and methods for developing** open innovation platforms, as well as a **test platform** for developing and testing new solutions.
- **A development need and partnership** based on the customer needs of open participation and customership, which result in the creation of correctly allocated cost-effective services and service innovations.
- The **data** offered by open data and interfaces as a **factor of production**, as well as the principle of openness and transparency as the basis of development.
In accordance with the principles of the quadruple helix, the process involves, in addition to the cities, research, development and educational institutions, companies and citizens.

The focus areas are also linked by overarching themes, such as service design and innovative public contracts, which serve as instruments of improvement. Service design can be utilised in many ways. For example, service design challenges are used to seek service challenges to be solved, and to open these challenges to be solved by companies and other operators. The theme of innovative public contracts also touches upon all three focus areas. Currently, public contracts are rarely used to fuel new innovations in Finland. The aim is for the strategy's projects to develop good and clear tools for innovative contracts in the public sector, which are tested in real-world usage situations.

4.1. Open innovation platforms

With the Six City Strategy, cities facilitate the creation and testing of new products and services in real urban environments and innovation platforms, making use of, for example, new kinds of procurement processes.

These open innovation platforms are R&D&I centres in accordance with the specific objectives of priority axis 2 of the structural funds programme, as well as development environments for renewable energy and energy-efficient solutions.

The projects carried out within this focus area are related specifically to the structural fund programme's specific objective 4.1. Development of the centres of research, expertise and innovation, on the basis of regional strengths, or specific objective 3.2. Developing solutions based on renewable energy and energy-efficient solutions.

The city community is a unity consisting of citizens, companies, research and educational institutions and public administration communities. Innovation platforms are working environments that enable the development of new products, services and markets and allow the entire city community to work together in order to create new services, solutions and businesses. Innovation platforms are tools that cover the entire life cycle of a service, from idea to testing and from testing to product.

Innovation platforms combine places, productised processes and people into an activity that creates value. They are an effective way of introducing new perspectives to urban development and for promoting, for example, the creation of social innovations. Social innovations are new ideas that meet social needs, create social relationships, and form new collaborations. These innovations can be products, services, or models addressing unmet needs more effectively. The European Commission's objective is to encourage market uptake of innovative solutions and stimulate employment.

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Companies and the city can bring their own development projects to the innovation platforms to be developed, tested and discussed in collaboration with residents and workers. This user-oriented model creates new innovations and new business.

The innovation platforms feature effective and functional services for low-threshold agile trials, user-oriented joint development and the controlled user testing and use of new innovations and technologies.

With the help of the open innovation platforms focus area, the six cities:

1. create joint national operating models, concepts, tools and a network for improving the quality of activities in the cities’ innovation environments;
2. raise the readiness level of their cities’ innovation environments so that they can meet the needs of the national and international companies, communities and universities that develop the services of the future;
3. develop new kinds of procurement tools, market dialogue methods, ‘lean start-up’ or similar operating models, as well as tools for environmentally friendly solutions for solving the problems of the public sector;
4. develop the seeking of innovative solutions into a natural and permanent part of the daily organisation and procurement of city services;
5. carry out pilot projects that make use of the innovation platforms and develop their activities for the purpose of solving the problems of the city community.

Based on implementation, these measures can be divided into two main activity types:

1. The six cities’ open innovation platforms – measures that develop the innovation platforms (items 1–4):
   a. tools and operating models (including facilities for joint development, operating models and digital tools, concepts, and business models, everyday testing and the identification and strengthening of value networks),
   b. creation of pioneer markets (including making innovation challenges visible and new innovative procurement tools and methods).
2. Pilot projects that solve the city’s challenges (item 5), including:
   a. transport and traffic,
   b. local services,
   c. well-being and health,
   d. educational and cultural services.

On one hand, the pilot projects that solve the cities’ problems are based on operating models defined in the joint measures, while on the other hand they in part help define these joint operating models.

The aim is for the pilots to be strongly linked to the other focus areas and the projects and objectives of the cities’ INKA programme.
Cities need new methods for increasing the participation of citizens and experts from different fields in the development of services. In the Six City Strategy, the participating cities combine these needs and develop tools for innovative procurement, which are based on user, market and expert participation in the development of services, solutions and operating methods. Development work, service design and innovative procurement tools can cover the entire life cycle of a new product or service.

4.2. Open data and interfaces

Open data means public data that comes from original sources, is up-to-date, free of charge, available and accessible regardless of the technical platform used, machine-readable and freely utilisable. The European Commission has calculated that public data in Europe has an annual worth of EUR 140 billion.

The opening up and utilisation of data creates innovations when companies and developers use data as the raw material for new services. These innovations can create new businesses that are suitable for international export. For companies, open data is a resource that can be used as the basis for building new services.

Open data supports the digitalisation of municipal services, and the development of data administration in a more user-oriented direction. Open interfaces facilitate cooperation across operators and sectors.

Open data supports the development of electronic services that span multiple sectors, from online and health services to energy, traffic, logistics and resource management.

Open data promotes democracy by making administration more transparent and easier to understand. This in turn facilitates citizen participation and the creation of social innovations.

Through the open data and interfaces focus area, the six cities open up their data stores into open data as comprehensively as possible, utilising shared operating models, publishing platforms and licences. Particular attention is paid to the harmonisation and shared usability of data.

The open data and interfaces focus area focuses particularly on opening up data that benefits business. Measures for activating companies and other developers to make use of the data are another important part of the Open data and interfaces platform.

Furthermore, the focus area involves cities carrying out agile open data pilot and trial projects in the services of different administrative branches, in cooperation with companies and developers. These pilots connect the Open data focus area to the strategy’s other focus areas.
This work strengthens the innovation activity of SMEs in accordance with the specific objectives of priority axis 2 of the structural funds programme. In addition to this, the opening up and harmonisation of traffic and environmental data support the development of renewable energy and energy-efficient solutions.

The projects carried out within this focus area are related specifically to the structural fund programme’s specific objective 5.1 Strengthening innovation in enterprises or specific objective 3.2 Developing solutions based on renewable energy and energy-efficient solutions.

In the Open data and interfaces focus area, the six cities:

1. establish regional but cooperative open data ‘clearing house’ functions;
2. open up their data stores for use as open data as comprehensively as possible in accordance with the ICT 2015 proposal;
3. work together to develop data catalogues with compatible metadata;
4. launch and regularise cooperation models with developer communities;
5. develop and in select parts standardise open programming interfaces in the city's systems for utilisation by the ecosystem;
6. harmonise the structure of the data to be as compatible and comparable as possible;
7. carry out agile pilot and trial projects in the services of different administrative branches in cooperation with companies and developers.

Based on implementation, these measures can be divided into two larger categories:
1. The six cities' open data: the aim is to create and further develop structures and operating models for cities that promote the production, opening, publishing and utilisation of data (items 1.–6).
2. The six cities' strategic launch projects: the aim is to build a more comprehensive open data service concept covering different administrative branches with the help of practical pilot and trial projects related to the opening and utilisation of data (item 7).

4.3. Open participation and customership

The Six City Strategy promotes the creation of business opportunities and the accessibility and usability of services. The competitiveness of the city areas is based on closer partnership with customers, companies and other operators in the area as well as different city areas. This cooperation creates a new kind of user-oriented model, which develops and implements multi-channel customer service processes and systems. In this model, new services can be developed by companies and/or the third sector, and demand is increasingly channelled into services other than those whose organisation is the responsibility of the city.

The aim of the Open participation and customership focus area is to promote the creation of shared operating models and practices related to customership and participation between the largest cities. This enables the creation of new business
and jobs while strengthening employment and preventing inequality. Furthermore, these efforts improve readiness for the rapid and widespread utilisation of the solutions created as a result of research, development and innovation activities.

The result is a new kind of national market that breeds service innovations, which can then be further refined into export business. The tools for developing this market consist of user and demand-oriented trials, the purpose of which is to primarily develop business activities, but to also develop public services while creating new jobs.

The focus areas' spearhead projects develop new open solutions, enabling companies to develop service innovations while at the same time developing the public service structure (structural fund priority axis 2). These new solutions are based on customer- and user-orientation.

The aim of the spearhead project is to strengthen the role of the business sector as well as the role of research and development communities in the service ecosystem. Furthermore, the aim is to increase customer-orientation, enable new kinds of markets, improve the effectiveness of services, increase productivity and strengthen competitiveness. The tools for achieving this include innovation platforms, in which residents, students, researchers, companies and city representatives work together to create solutions for everyday needs. The activities are aimed particularly at companies and research and training organisations. The spearhead project is related to the structural fund programme's specific objective 4.1 Development of the centres of research, expertise and innovation on the basis of regional strengths.

The focus area's pilot projects seek solutions for promoting employment. The projects support the employment of the young and other groups that are in a weak position in the labour market (structural fund priority axis 3), improve services and methods for supporting transitional periods and equality in education (structural fund priority axis 4), and enable the development of resident-oriented methods and services for improving the working and functional capacity of people outside working life (priority axis 5). The activities are aimed at ESF target groups, including the unemployed, those in danger of becoming unemployed and young people outside of the labour market and other groups that are in a weak position in the labour market, as well as students.

The spearhead project focuses primarily on the development of operating models and service concepts, developing online services while improving service processes. The pilot projects emphasise services aimed at specific target groups, particularly in transitional periods. In addition to this, the pilot projects can involve the development of customer-oriented operating methods and services for improving the working and operating capability and participation of those outside the labour market. The aim of these efforts is to also strengthen community involvement and citizenship in projects based on civic activity.
One of the key tools used in this focus area is service design, which can help develop services into a significantly more user-oriented direction and open up new business opportunities.

In the Open participation and customership focus area, the six cities:

1. Pilot and develop operating models for joint development, which can better combine public and private service demand.
2. Develop permanent structures that promote the sharing of best practices and are integrated into the normal operation of the cities.
3. Develop multi-channel customer services in a user-oriented manner by means of open participation (service design) in collaboration with research and development communities, companies and customers.
4. Find areas to improve in the current service structure where new business opportunities, services and product development projects can be opened up for the business sector.
5. Develop new kinds of solutions for services aimed at those in a weak position in the labour market by promoting multi-channel services and service guidance as well as multidisciplinary network and company cooperation between different operators, for example.
6. Promote the creation of services and operating methods that support transition periods in education and employment.
7. Develop customer-oriented operating methods and services for improving the working and operating capability of those outside of the labour market in particular.
5. Management, steering and coordination of the strategy

The Six City Strategy operating model is supported through operational management, steering and coordination, the tasks of which include comprehensive monitoring and evaluation of the strategy, the planning and maintenance of the operating calendar, project application, selection, monitoring and evaluation processes, project funding and other administration.

The highest decision-making body is the six cities’ joint management group, which consists of directors in charge of the six cities' business and innovations matters or city and/or service development. The management group is also responsible for coordinating and monitoring the strategy together with the financiers. The management group is supported by a steering group, which is responsible for implementation.

The Six City Strategy operating model is developed, implemented and operatively directed by the Six City Strategy Office. The office consists of centralised personnel as well as city-specific Six City Strategy coordinators. The office makes sure that the national realisation of the strategy and the related cooperation proceeds in accordance with the decisions of the management group and the direction of the steering group.

The office is responsible for compiling project reports into a summary, based on which the steering group prepares a monitoring report for the management group. The report also includes information on other measures undertaken as part of the Six City Strategy operating model (such as joint idea generation events, information and good practice sharing events and regularisation efforts, utilisation of the knowledge bank, training courses and learning materials, the status of the expert exchange). The management group uses the report as the basis of its overall progress assessment and for deciding on potential measures.

The budget planning and monitoring of Six City Strategy activities is paramount for ensuring the balanced implementation of the strategy across the different themes, participants and operating years. Financiers and cities must be able to anticipate required funding well in advance, while on the other hand the strategy must maintain its flexibility in different situations.

The operating calendar is a tool for annual operational planning, realisation and monitoring, which defines and schedules each year’s special themes, calls for projects, budget, national and regional events, the meetings of different groups, tasks related to monitoring and evaluation as well as the functional synchronisation between different projects.
5.1. Operators' tasks

The management group

The highest decision-making body of the Six City Strategy is the management group, which:

- decides on objectives, outlines and the budget;
- appoints the members of the steering group;
- decides on the specific selection criteria for projects;
- decides on the content of the calls for proposals to be opened;
- decides on the prioritisation order of ERDF projects to be realised and prepares presentations on them to the Helsinki-Uusimaa Regional Council;
- provides a statement on ESF projects proposed to be financed by the financier;
- monitors the realisation of the strategy and the projects;
- steers the work of the Six City Strategy Office.

The members of the management group and their deputy members are appointed by the mayors of the participating cities. The members are directors in charge of business and innovation matters or urban development. The deputy members are the official substitutes of the directors (or management-level persons to whom the directors delegate their right of decision). The members to be appointed are part of the highest civil service management of their respective cities, which ensures connection with the cities' strategies and decision-making preparation. The management group chooses a chairperson from among its members. The management group reports to the mayors of the six cities. The chairperson of the management group serves as a presenter, while the technical organisation of meetings is the responsibility of the Six City Strategy Office.

The management group convenes primarily in accordance with project application cycles.

The steering group

The steering group is a body responsible for implementation, which:

- prepares the matters to be processed by the management group and implements decisions;
- is responsible for project application and evaluation processes;
- steers national and international network cooperation;
- monitors project realisation based on reports submitted by projects;
- reports on the realisation of the strategy to the management group.

Furthermore, the members of the steering group are responsible for the internal organisation of their own cities together with the Six City Strategy Office.

The steering group consists of experts appointed by the participating cities, representatives from the Helsinki-Uusimaa Regional Council, the Ministry of
Transport and Communications, Tekes, and the representation of the Six City Strategy Office. In practice, the city members of the steering group are appointed by the management group (two members and one deputy member per city). The steering group chooses a chairperson from among its members. The Six City Strategy Office serves as presenter and technical organiser. If necessary, the steering group may assemble smaller theme groups consisting of experts from cities and other parties (such as research institutions, universities, companies) to support its work.

The steering group convenes every two months, or more frequently if necessary.

**Cities' internal Six City Strategy organisation**

Within the participating cities, Six City Strategy activities are organised jointly between the management group member, the steering group members and the city-specific coordinator of the Six City Strategy Office. Each city organises its city-specific operation in a way that is fitting to the city organisation. Operations should be organised in a way that allows representatives from different administrative branches as well as cross-administrative fields to participate in the operational planning and implementation. The Six City Strategy is genuinely sector-independent, as a result of which the measures implemented under it may concern any of the cities' administrative branches and their individual fields of operation.

**The Six City Strategy Office (centralised and city-specific operation)**

The management and implementation of the strategy is supported by a centralised strategy office, which:

- maintains the strategy's operational calendar and ensures that the implementation and cooperation of the Six City Strategy and the related projects proceeds as agreed;
- serves as a promoter of project idea generation, preparation and cooperation;
- is responsible for preparing project application and evaluation processes;
- supports the implementation of the focus areas as regards their content;
- supports city-specific coordination;
- supports the realisation and administration of projects as well as the implementation and further sharing of results within and between participating cities;
- compiles developed tools and practices and disseminates them for use by others;
- builds and maintains national and international networks;
- develops and monitors strategy realisation indicators and reports on results;
- monitors the realisation of funding and compiles the financial information of subprojects;
- is responsible for the reporting of the Six City Strategy Office project and disbursement applications and disbursement to project partners;
- is responsible for the shared communication of the Six City Strategy and supports the communication of individual projects;
organises shared workshops and events for the implementers of the strategy;
is responsible for organising meetings and serves as a strategic contact for financiers and the Ministry of Employment and the Economy.

The tasks of the city-specific coordinators include:
- activating different operators to participate in Six City Strategy funding calls for proposals and take part in project idea generation and project activities;
- distributing information about the Six City Strategy within their city and region;
- activating the city's administrative branches;
- preparing the decision-making required for the project activities related to the Six City Strategy;
- assembling and managing the local cooperation network;
- planning and budgeting the city's self-financing share and financier contacts;
- defining the contents of the calls for proposals together with the other cities;
- general coordination and monitoring of the city's Six City Strategy projects;
- coordinating the regional cooperation related to Six City Strategy project activities and integrating them with wider regional development and vitality;
- supporting centralised coordination;
- participating in the preparation of national meetings (steering group membership, organising management group meetings and keeping the members of the management group up to date).

The Six City Strategy Office is an operations hub that serves as the concrete meeting point of the different operations that make up the Six City Strategy operating model. The office is responsible for operative activity and makes sure that the national realisation of the strategy and the related cooperation proceeds in accordance with the decisions of the management group and the direction of the steering group.

The operation of the Six City Strategy Office is organised as a dedicated ERDF project. The main party in charge of the project is Forum Virium Helsinki (FVH), while other participants include the six cities. FVH is responsible for the national part of the project shared by the participating cities, while the city-specific Six City Strategy coordinators are responsible for the city-specific parts. Together, they harmonise shared and city-specific activities.

### 5.2. Project selection process – ERDF projects

The timing, themes and application periods of calls for proposals are defined in cooperation with the Helsinki-Uusimaa Regional Council. Calls for proposals may be organised several times a year. The publicising of the calls for proposals is primarily the responsibility of the Helsinki-Uusimaa Regional Council, but information events are organised in cooperation with cities and the Six City Strategy Office.

The management group prioritises the ERDF projects to be realised using an open and transparent process (expediency consideration) and makes a selection proposal to the competent regional council (the Helsinki-Uusimaa Regional Council). The Helsinki-Uusimaa Regional Council then makes judicial funding decision regarding
The project (consideration involving matters of law and expediency consideration). The coordination of the project selection process is the responsibility of the Six City Strategy Office.

After the call for proposals ends, the Helsinki-Uusimaa Regional Council verifies the project applications as regards the general eligibility criteria. The financier submits applications that meet the criteria to the Six City Strategy Office, which prepares the applications for city-specific scoring and evaluation, based on which the steering group prepares a summary of the projects. The projects are then evaluated based on selection criteria derived from the specific objectives of the structural funds programme as well selection criteria specific to the Six City Strategy set by the management group. These sets of criteria are given the same weighting for the purposes of evaluation.

The project selection emphasises the inclusion of the premises of the Six City Strategy in the planning of the project contents, meaning the sharing of good practices, and the regularisation and implementation of developed solutions and operating models.

The steering group presents the most favourably evaluated projects to the management group for approval. The number of projects selected is also partly determined by the amount of funding allocated for the call for proposals. The management group decides which projects are ultimately selected. The decisions of the management group are always based on a unanimous decision. The minutes of the management group's meeting are submitted to the Helsinki-Uusimaa Regional Council.

The project applications are then submitted to the Helsinki-Uusimaa Regional Council, which makes the technical funding decision based on the management group's decision (consideration involving matters of law and expediency).

ERDF calls for proposals can focus on the following specific objectives:

- Specific objective 4.1 Development of the centres of research, expertise and innovation on the basis of regional strengths;
- Specific objective 5.1. Strengthening innovation in enterprises;
- Specific objective 3.2. Developing solutions based on renewable energy and energy-efficient solutions.

5.3. Project selection process – ESF projects

In the selection of ESF projects, the competent ELY Centre (Centre for Economic Development, Transport and the Environment for Häme) exerts both expediency consideration and consideration involving matters of law after first hearing the cities. Regions (the Regional Cooperation Committee) decide independently on the ESF funding reserved for the implementation of the strategy and designate funding shares for the Six City Strategy as part of the implementation plans of regional strategies.
The ELY Centre for Häme governs the overall funding and decides the themes and schedules of the calls for proposals together with the participating cities.

The ELY Centre launches and markets the calls for proposals in accordance with the normal project application process, but the cities and the Six City Strategy Office are involved in the organisation of the information events related to the calls for proposals.

After the call for proposals ends, the ELY Centre verifies the project applications as regards the general selection criteria. Applications that meet the selection criteria are notified by the financier to the Six City Strategy steering and management groups.

The financier consults the management group (statement regarding the applications) before decision-making. The financier evaluates and scores the projects based on selection criteria derived from the specific objectives of the structural funds programme. The cities evaluate and score the projects based on selection criteria specific to the Six City Strategy set by the management group. These sets of criteria are given the same weighting for the purposes of evaluation.

The project selection should also consider the inclusion of the premises of the Six City Strategy in the planning of the project contents, meaning the sharing of good practices, and the regularisation and implementation of developed solutions and operating models.

ESF calls for proposals may focus on the following specific objectives:

- Specific objective 6.1 Promotion of employment among the young and other groups that are in a weak position in the labour market;
- Specific objective 7.1 Improving productivity and well-being at work;
- Specific objective 8.1 Reducing gender segregation in education and work;
- Specific objective 9.1 Improving services supporting transitional periods and equality in education;
- Specific objective 9.2 Improving the availability and quality of education in growth sectors and sectors affected by structural change;
- Specific objective 10.1. Improving the working and functional capacity of people outside working life.
6. Budget

As regards ERDF-funded activities, Six City Strategy activities have been allocated a five per cent share of the national ERDF funding framework (EU and state funding). This amounts to a total of approximately EUR 80 million over the entire implementation period of the strategy. In practice, the funding is allocated based on implemented projects. The average share of internal financing required for the projects is 33 per cent. Regions decide independently on the ESF funding needed for the implementation of the strategy, and no allocated share is set in the programme.

The premise of the planning is that in the early stage of the strategy's implementation, there is an equal amount of ERDF funding available for both the Open data and Open innovation platforms focus areas.

The Open participation and customership focus area makes use of both ERDF and ESF funding. The amount of ERDF funding allocated for this spearhead project is approximately equal to the spearhead projects of the other focus areas.

During the strategy's implementation the realisation of the projects' budget and the allocation of funding is monitored both by focus area and regionally. The results of this monitoring and current needs are used as the basis for deciding the themes of future calls for proposals.

The six participating cities shall establish a separate project for the purpose of coordination as well as activation and networking work (the Six City Strategy Office).

During the strategy period, pilot and trial projects (ERDF) are funded with a total maximum of EUR 48 million. The total combined budget of the three-year ERDF-funded spearhead projects and the Six City Strategy Office is EUR 32 million.

The budget of the ESF portion is specified annually in negotiations with the Regional Cooperation Committee.
7. Framing of the strategy and cooperation with other programmes

ICT 2015
The ICT 2015 working group directed by Pekka Ala-Pietilä explored ways of ensuring the success of Finland's IT industry in the rapidly changing operating environment. The report includes a number of measures directly linked to the field of operation of cities, such as the rapid creation of a uniform national service architecture, the open data ecosystem, the digitalisation of municipal services, elevating public services to serve as pioneers as well as colliding, network projects and competence centres. The Six City Strategy involves cities implementing concrete measures for realising the recommendations of the report. The opening of cities' data stores in the open data ecosystem plays a particularity major role in this.

The Innovative Cities programme (INKA)
Each of the six participating cities has made sure that the themes related to the objectives of the Six City Strategy have been recorded in the concurrently progressing Innovative Cities programme (INKA) and the growth agreements of each city region. This ensures that different measures support each other without overlap. All the solutions developed under the Six City Strategy are also shared with other cities and municipalities, with the aim of creating an overall more compatible service and innovation ecosystem.

JulkICT – ASPA2014
According to the government programme, the Asiakaspalvelu 2014 (ASPA2014) project will create a nationwide network of citizen services points at the municipal level and define the government and municipal services and the services of different authorities available at least remotely at each citizen services point. At the same time, the project explores municipalities' possibilities of serving as the responsible authority of citizen service points and as the sole customer interface for public services.

FORGE – national cloud service laboratory
FORGE is a testing and development laboratory for cloud services, in which companies, universities and the public sector can develop and test digital services in a non-commercial environment before bringing them to the market. The JulkICTLabs development and testing environment for electronic public administration services envisioned in the JulkICT strategy is included in FORGE.

Tekes' Witty City programme
The aim of the Witty City programme is to provide people with better living and working environments and companies with opportunities to bring new products and services on the market. Cities will play a key role in the programme as they are central players in areas such as planning, procurement and the choice of energy sources.
There will be between three and six smart city pilot projects in different parts of Finland, which will allow programme partners to gain market experience and test new solutions. The pilot projects may involve such areas as local energy, use of open data in traffic, and the reduction of the carbon footprint.

The development work will take place in real-life environments and will be a joint effort between users, companies and the public sector. The focus will be on embedding ICT-based services in everyday situations, such as mobility and energy use and on ensuring that the services are easy to use. The aim of the programme is to secure projects worth about EUR 100 million, with about EUR 40 million coming from Tekes.

**Tekes: Smart Procurement programme**
The programme will speed up the introduction of innovations through procurement excellence and the development of markets. The objective is to improve market access for products and services developed by SMEs in particular and also to improve the productivity and effectiveness of public services.

The programme focuses on those sectors which are addressing society’s major challenges, and where the public sector has a significant role in market development. These include energy and the environment, ICT, social and health care services, the built environment and security. Private strategic procurement also holds an important position. The programme works in close cooperation with Tekes' other programmes and focus areas. The programme budget is about EUR 60 million, of which Tekes will cover half.

**EU: Horizon 2020 programme**
Planned to run from 2014 to 2020, the European Commission's new research framework programme promises a total of approximately EUR 70 billion of funding for projects carried out by companies and research institutions. The programme includes a number of themes relevant to the Six City Strategy, such as smart cities and communities, citizen participation and the prevention of social exclusion, the development and testing of new solutions in real-life environments, and supporting the innovation activities of SMEs. The cities participating in the Six City Strategy may also plan joint measures for the Horizon2020 programme.

**International cooperation**
The key to Finland's success is the international utilisation of expertise. The six cities participating in the **Six City Strategy – Open and Smart Services programme** are extremely well networked, and the programme provides an excellent opportunity to share information and experiences more extensively than through traditional international cooperation channels, by sharing contacts and information between cities.

For the purpose of this cooperation, partnerships will be built with the world's most pioneering cities and other operators, for example within the frameworks of the **EUROCITIES network** and the **European Network of Living Labs**, in addition to
which focused best practice studies will be conducted on select pioneer cities. All the information will be shared between the six participating cities as well as more comprehensively to be utilised by developers of urban innovations.