



Possibilities of Joint Public Services Provision between the Cities of Helsinki and Tallinn

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Introduction

The end of the cold war, the reindpendence of Estonia, and the subsequent disappearance of the iron curtain have set the stage for continuously increasing interaction and integration between Finnish and Estonian capitals Helsinki and Tallinn, located only 84 km apart. Given the close physical location as well as likely complementarities and synergies, the city pair's reaching towards each other has been a topic of lively yet somewhat episodic discussion since the early 1990s, with persistent talks about a twin-city¹ as well as viewpoints emphasizing strong interaction without twinning². There have also been tongue-in-cheek speculations about whether the city pair should in future be called Talsinki or Hellinn³.

The private sector cooperation between the two cities has a history as long as their physical existence, excluding the most closed period of the communist era. The beginning of the last phase of private sector cooperation dates back to 1987 when establishing joint-ventures became possible in Soviet Estonia. After regaining independence, the connections and cooperation quickly became widespread and substantial.

The public sector cooperation has concentrated thus far mostly on information exchange and supportive professional services. A study made in 2004 concluded that until then, the departments of both cities had cooperated independently and cooperation projects had emphasized environmental protection and education. Establishing a non-profit association Helsinki-Tallinn EUREGIO to promote cooperation and enhance regional integration in 2003 was acknowledged. The researchers reported that the administration in both cities was interested in deepening the cooperation, but concrete plans had not yet been made.⁴

There have in fact been many vision conferences dedicated to the goal of increasing cooperation between the cities, for instance the Vision project Helsinki-Tallinn Twin Region (2001)⁵, and a number of sector cooperation projects have been arranged in collaboration with Helsinki-Tallinn EUREGIO. The importance of cooperation has also been emphasized from a broader perspective, for instance in the EVA symposium "The Baltic Twins – what Finland can learn about Estonia" (2006). There is thus a political understanding that in a global perspective, closer cooperation between the cities and the regions is a tool to secure sustainable growth.

The origin of this study is in the political will to cooperate more deeply, and to implement the development ideas. The idea to study cooperation possibilities in public services production is based on the agreement between the city mayors.

¹ For instance Asunmaa, M. (ed. 1995) Helsinki-Tallinna. Kaksoiskaupunki, tarua vai totta? Helsinki-Tallinna seura ry.

² For instance Ruoppila, S. (ed. 1996) Helsinki-Tallinna. Kaupunkien välinen vuorovaikutus matkustajaliikenteen kuvaamana. Helsingin kaupungin tietokeskuksen tutkimuksia 1996, p. 8.

³ Estonian Architectural Review Maja 1-2/2004.

⁴ Heliste, P., R. Kosonen and K. Loikkanen (2004) Kaksoiskaupunkeja vai kaupunkipareja? Tapaustutkimukset Helsinki–Tallinna, Tornio–Haaparanta, Imatra–Svetogorsk. Helsingin kaupunkorkeakoulun julkaisu B-57, HeSE print.

⁵ Meristö, T. (2001) Vision Project: Helsinki-Tallinn Twin Region. The Final Report, <http://www.euregio-heltal.org/files/908409943.11.2001.pdf>

The focus

This study analyses the cooperation possibilities in joint-production of public services in order for both cities to benefit (save or gain). By ‘cooperation in production of public services’ or ‘joint public services provision’, it is meant that certain part(s) of the production process are carried out with common resources (for instance common or shared organization, personnel, facilities or equipments).

The study is divided into two phases. The goal of Phase 1 is to study public services provision in both cities comparatively and to sort out the possibilities and obstacles for joint delivering of public services. Already in the opening meeting of the study project it became clear that city officials were not particularly knowledgeable about what kind of services the other city actually provides or how the service provision is organized. Therefore, an obvious starting point was to produce an overview of municipal service provision on both sides of the Gulf including the viewpoint of possibilities of further cooperation. The goal of Phase 2 was to provide a more detailed analysis of selected cooperation ideas, examining the main factors affecting this cooperation as well as possibilities to put the ideas into practice. The selection of the cases for Phase 2 was based on results of Phase 1. Selecting was done in cooperation with the city offices.

The study was conducted by Net Effect Ltd (Helsinki) and Tallinn University of Technology (Tallinn) between February and June 2007.

The people involved in the cooperation project on the Helsinki side were Dr. Sampo Ruoppila (Helsinki project leader), Ilpo Kauppinen, Nina von Hertzen and Esko Kiiski, and on the Tallinn side Prof. Dr. Wolfgang Drechsler (Tallinn project leader), Veiko Lember, Prof. Dr. Sulev Mäeltseemes, Mikk Lõhmus and Sulev Lääne. The help of all interviewees is greatly acknowledged.

1 Governing Urban Cross-border Cooperation: Selected International Cases

The desire of the cities of Helsinki and Tallinn to move towards an established “city-pair” is not a unique process. This section demonstrates that quite a large number of initiatives of the same kind have been undertaken between neighboring cities and regions around Europe. There seems to be no clear model for building up close trans-border cooperation. Instead, various legal and political frameworks are used. The literature on concrete steps of cooperation, however, seems scarce.

1.1 City pairs or twin cities

A study by Heliste et al.⁶ investigated the functioning of three pairs of closely situated cities or “city pairs” situated on the borders of Finland. The study focused on the modes of cooperation of the public sectors of each of the three city pairs and compared the degree of regional unity reached by each city pair. The study also investigated how and why the twin city regions are formed and how the different forms of public cooperation and different regional level actors affect the development of regions. The relevance of the term “twin city” was discussed critically. The study treats twin cities as entities formed by economic regions, social areas and public sector (co-) operation. Effects of different regional level actors and programs are evaluated using a governance viewpoint.

The term “twin city” is generally used to refer to two cities that are located on a border region and cooperate together. The term is often used for marketing purposes even though the cities being referred to would not form a twin city in the actual sense of the term. The authors of the study use the term to refer to a pair of cities located near each other on a border that share a common developmental history, culture and language. The institutional grounds of the two cities should also be coherent to some degree. Moreover, the inhabitants of a twin city should feel solidarity with all the residents of the twin city region.

The three city pairs investigated in the study were Tornio–Haaparanta, Imatra–Svetogorsk and Helsinki–Tallinn (see overviews below). The conclusion was that the three cases studied differ significantly from each other. It was found that out of the three, the Tornio–Haaparanta fulfills best the strict criteria of a twin city. The region forms a clear region where public sector programs, economic life and labour and social sectors are linked over the border. The cooperation between Imatra and Svetogorsk is hampered by practical problems. Concrete cooperation between those cities is not frequent and it does not cover all the sectors of the region. The study found that cooperation between Helsinki and Tallinn is mostly aimed at thickening contacts on individual sectors instead of more extensive integration.

⁶ Heliste, P., R. Kosonen and K. Loikkanen (2004) Kaksoiskaupunkeja vai kaupunkipareja? Tapaustutkimukset Helsinki–Tallinna, Tornio–Haaparanta, Imatra–Svetogorsk. Helsingin kaupunkorkeakoulun julkaisuja B-57, HeSE print.

1.2 Examples of cross-border cooperation: regions

1.2.1 Øresund Region⁷

The Øresund Region (*Øresundsregionen* in Danish or *Öresundsregionen* in Swedish) is a trans-national region in southern Scandinavia located by the shores of the Oresund strait. The eastern part is constituted by Skåne County in Sweden and the western part is located on the Danish island of Zealand, connected by the Oresund Bridge.

The Øresund Region has been regarded as one of the most integrated cross-border regions in Europe. The beginning of the strategic cooperation dates back to 1993 and now the region has six research parks and 11 university hospitals, clusters in the fields of biotech, IT and food, and a research center in Northern Europe with 14,000 researchers and 6,500 PhDs.

The governing body – Øresund Committee – consists of political representatives from regional and local authorities from both sides of the border. These include The Capital Region of Denmark, The Region of Sealand, City of Copenhagen, City of Frederiksberg, Regional Municipality of Bornholm, Local Government Denmark (The Capital Region and Sealand), Region Skåne, City of Malmö, City of Helsingborg as well as the municipalities of Landskrona and Lund.

The Öresund Committee meets twice a year. The secretariat of the Öresund Committee is responsible for carrying out the daily work. The Öresund Committee acts as a builder of networks, a political platform and an embassy to increase cooperation across the strait between individuals, companies and organizations. Prioritized issues in the cross border cooperation are:

- Business and trade
- Labour market and education
- Communication and infrastructure
- Culture
- Information
- International cooperation and profiling

Øresund Network, established in 2000 and owned by the Swedish Ministry for Foreign Affairs, The Danish Ministry of Economic and Business Affairs, Region Skåne in southern Sweden and The Greater Copenhagen Authority, is the official information and marketing organization of the Øresund Region, providing media, organizations and companies with information and facts about the Øresund Region. Also they are the main coordinators in the process of branding the region. Additional services include different network activities (the possibility to join a business network for organizations and companies in the Øresund Region), marketing activities (different types of marketing activities for the Øresund Region, both locally, nationally and internationally⁸) and advice for organizations and companies that would like to use the Øresund Brand and provide them with the right tools.

The cooperation also involves many specific jointly provided public services. Probably the best known is a merger of two ports in the region. In 1997, the Port of Copenhagen and the Port of Malmö decided to set up closer cooperation and in 2001, *CMP (Copenhagen Malmö Port)* was

⁷ Sources: www.oresundnetwork.com/; www.oresundsregionen.org/; www.oresundskomiteen.dk

⁸ An example is “Made in Øresund”, a marketing price given to the organization/company that in the best way uses the Øresund Region in their marketing.

established. Legally it is a Swedish registered limited liability company, Copenhagen Malmö Port AB, equally owned by Port of Copenhagen and Port of Malmö.⁹

1.2.2 Vienna-Bratislava region¹⁰

Official partnership between Vienna and Bratislava was signed on 3 May 1993 and resumed on 2 May 2003. Cooperation is running via projects of cross-border collaboration (Phare, Interreg IIIA) as well as on bilateral and multi-lateral levels (CENTROPE, JORDES+). Cooperation contains topics of tourism, transport infrastructure, including motorway connection, both airports and utilization of the Danube-river as a shipping route.

The CEPIT in the eastern part of Bratislava, capital of Slovakia, is one of the largest and most modern high technology parks in Central Europe. It combines high technology, research and industry. With strong support from Vienna, it aims to ensure that the Centrope (Central European) region remains competitive.

The brand of TwinCity is also being promoted by the Twin City Liner, which shuttles regularly between the two cities along the Danube, and by the magazine Twin City Journal, which the local governments of both cities cooperate on.

1.2.3 The cross-border region Liege-Maastricht-Aachen¹¹

Composed of five partner regions belonging to three different countries and collaborating in three different languages (Dutch, French and German), the Euregio Meuse-Rhine covers an area of 10,738 km² and counts almost 3.8 million inhabitants. The three major cities of the region are Aachen (245,000 inhabitants), Liege (185,000 inhabitants) and Maastricht (122,000 inhabitants). Hasselt, Genk, Heerlen, Verviers and Düren include in the second rank cities.

Created in 1976 as a working group, the Meuse-Rhine Euregio is one of the oldest cross-border cooperation partnerships. In 1989, the Ministry of Spatial Planning of the Netherlands, Flander, Wallonia and North Rhine-Westphalia signed a declaration of intent to develop the cross-border infrastructure in the Euregio Meuse-Rhine jointly. Its objective was to improve the cross-border infrastructure in the area around the cities of Maastricht-Hasselt-Aachen-Liege (including Heerlen and Genk), known as MHAL area. The MHAL project is to develop cooperation in fields as knowledge infrastructure, tourism, environment and transport in what is viewed as a coherent urban area. In 1991, the Euregio acquired the juridical status of a foundation under Dutch law. The foundation is known as the EMR Stichting and is housed in the seat of the Dutch government of Limburg in Maastricht. Its mission is to develop an economic program and cross-border cooperation. It is the main institutional interlocutor between provincial, regional and national actors in the selection, implementation and management of cross-border initiatives regarding economic cooperation, public transportation, environment protection, tourism, training policy and technology partnership.

⁹ <http://www.cmport.com/>

¹⁰ Sources: www.wien.gv.at; www.bratislava.sk/. For a future-oriented study on potentials of the region and perspectives of governance, see OECD Territorial Reviews (2003a) Vienna-Bratislava, Austria/Slovak Republic. OECD Publishing.

¹¹ OECD Territorial Reviews (2003b) Vienna-Bratislava, Austria/Slovak Republic, with comparison regions Liège-Maastricht-Aachen, Frankfurt (Oder)-Slubice, San Diego-Tijuana: Annex. OECD Publishing.
www.oecd.org/dataoecd/24/4/19209307.pdf

The Management Committee is the main decisional organ of the Meuse-Rhine Euregion. It is mostly responsible for programming and financial matters. The committee has 20 members, 4 per partner region.

The Euregional Council, constituted in January 1995, is the main consultation organ. Its task is to direct the cross-border policies. Among the approximately 90 cross-border regions in the European Union, only a few have at their disposal their own Parliament as is the case in the Meuse-Rhine Euregion. This organ has only a consultative function; it cannot exercise control over the use of the European funds. This Council gives concrete recommendations about the structural organization of the cross-border cooperation and about the enlargement of the Euregional program activities.

Since June 2000, the assembly is composed of 81 members divided between two chambers:

- The Chamber of political representatives (51 members – 18 for the Aachen region, nine for Dutch Limburg, nine for Belgian Limburg, ten for Liege and five for the German Community of Belgium). The partner regions choose their members.
- The Chamber of social authorities (30 members – respectively six, seven, six, nine, and two for the different partner regions).

There are several examples of concrete cooperation, including a number of annual cultural events with a regional character among the abundance of festivals, events and folkloristic celebrations. Furthermore, the Euregio benefits from four thermal establishments: Valkenburg in South Limburg, Bad Aachen in Aachen Regio and Chaudfontaine and Spa in the province of Liege. Furthermore, the Dutch's, Belgian's and German's transportation companies offer a common ticket for the whole Meuse-Rhine Euregion. A common timetable and a web site that has all the information about timetables and prices are also available. The ticket offers users a discount to travel across the Euregion. There is also a Euregional card intended for persons with motor impairments. This card gives a discount for some tourist, cultural and sports activities. The aim of this project is to validate, all over the frontiers, some basic advantages to persons with motor impairments. Finally, several trans-border natural parks have been created over the last decades.

1.2.4 Strengthening the cooperation: Helsinki-Tallinn Euregio ¹²

The Helsinki-Tallinn Euregio started as a cross-border cooperation network in 1999. It is a non-profit association established in 2003. The partners are City of Helsinki, City of Tallinn, Republic of Estonia represented by Harju County Government, Uusimaa Regional Council and the Union of Harju County Municipalities.

The Helsinki-Tallinn Euregio's role is to promote cooperation inside the region and enhance regional integration by:

- being a cross-border, triple helix driven tool;
- aiming to strengthen the cross-border regional knowledge based economic and political development;
- development of a united multi-cluster innovation region of high competitiveness

In 2003 and 2004, the Euregio's most visible activities included the development of the Science Twin-City concept. The strategy of 2005-2007 included the Euregio's predominant role as predominantly an information exchange and networking organization for the partners, and also for other actors of the twin-region. Starting from 2007, the new structural funds period foresees a new cross-border region within European Territorial Cooperation – the Central Baltic region sub-program with the priorities being sustainable regional planning, the creation of a common business

¹² Source: Merle Krigul, Secretary General of Tallin-Helsinki Euregio.

environment, the promotion of human resources, the development of a twin-region of arts and sciences via knowledge arena, and skills development for sustainable communities. The association's role is a mediator and facilitator of cooperation projects.

1.3 Examples of cross-border cooperation: cities

1.3.1 Valga-Valka ¹³

Valga, situated in South-Estonia, and Valka, situated in North-Latvia are twin-towns located on opposite sides of the Estonian-Latvian border. Valga (16.5 km², population 14,500) is slightly bigger than its southern neighbour Valka (14.2 km², population 6,500).

The cities have agreed to cooperate and have worked hard to prepare joint strategy documents. In 2005, the "Valga-Valka Development Strategy 2006-2013" was compiled. This document identifies four development priorities:

- Valga-Valka: One City;
- Development of entrepreneurship;
- Valga-Valka: A great place to live;
- Development of infrastructure.

Valga Town Government as lead partner together with Valka Town Council have implemented a large cross border cooperation project during the years 2005-2007, supported by European Union Baltic Sea Region INTERREG¹⁴ III B Neighbourhood Program. The main objective of the project was to establish a strong cross-border cooperation network between Valga Town Government and Valka Town Council in the areas of spatial planning of the territory, tourism, education, healthcare development planning, culture and sports. It also involved working out a unitary logo for the towns, a tourism legend, signposts, maps and other promotion materials (photo book about Valga and Valka, booklets, film and music DVDs, unique souvenirs).

The Valga-Valka Joint Secretariat established during the project, will support the sustainability of project activities and initiate further cross-border cooperation of the area. There is one employee from Valga Town Government and another from Valka Town Council.

1.3.2 Haaparanta-Tornio ¹⁵

The cooperation between Tornio and Haaparanta already has a long history. The two cities are located very near each other while their locations in their countries are peripheric. The residents of the two cities cross the border frequently and there are no border formalities. The forms of cooperation are also flexible and multi-sectoral. There are many shared communal basic services and spare time possibilities, and the recruitment and education of labour force is partly planned together. The region is also marketed as a coherent business area. The organization coordinating cooperation, Provincia Bothniensis, was established in 1987 to promote the economic lives of the two cities. Regional cooperation with neighbouring municipalities is being developed for instance by such organizations as Kotisatama and Bothnian Arc. Local cooperation is mainly funded by the European Union.

¹³ Sources: www.valga.ee; www.siseministeerium.ee

¹⁴ INTERREG is the most important community initiative of the European Commission. Its purpose is to promote cross-border cooperation networks and to help the regions located inside and outside the frontiers of the European Union to overcome the problems linked to their relative isolation within the national economies as well as the European Union.

¹⁵ Sources: www.tornio.fi/; www.haparanda.se; Heliste et al. (2004).

The towns share:

- vision and community planning
- a cooperation organization
- the labour market
- educational facilities
- technical services (i.e. maintenance, water and waste management)

1.3.3 Imatra-Svetogorsk¹⁶

Before the Second World War, the recent Imatra-Svetogorsk region was a coherent economic region which was divided in two due to the shift of the border after WW II. After the war, the population on the Russian side of the border changed, and contacts between the cities vanished. After the collapse of the Soviet Union, the two towns started bilateral cooperation. During the years, complex border and customs formalities and prejudices between the inhabitants have hampered deepening the cooperation. Due to these problems, individual level contacts between the inhabitants of the two cities are still rare. Cooperation between the towns has emphasized the protection of the environment, the building of infrastructure and economic life. A significant achievement was the establishment of an international border crossing point between the cities. There have also been plans of establishing an industrial park in Svetogorsk to help Finnish and foreign businesses to enter Russia.

1.4 Concluding note on the developing legal framework

Considering the examples above and the experience of the current project, it becomes clear that the legal framework of cross-border cooperation needs more attention. The significance and complexity of the issue are underlined by the fact that both the EU and EC are working on the relevant legal issues. For example, on 5 July 2006, the European Parliament adopted a regulation on a European grouping of territorial cooperation (Regulation (EC) No 1082/2006 of the European Parliament and of the Council of 5 July 2006 on a European grouping of territorial cooperation (EGTC)). EC adopted a number of regulations, such as the Madrid outline convention (The European Outline Convention on Trans-frontier Cooperation between Territorial Communities or Authorities), and is working on other relevant documents such as the third protocol. It is a complex legal issue since, on the one hand, the legal framework of the member states of both the EU and EC differs, and, on the other hand, the provisions of their domestic legislation may not be overly clear, or their historical, cultural, economic etc. traditions and circumstances do not facilitate cooperation.

The preliminary conclusion thus follows the one of the OECD study on perspectives in Vienna-Bratislava: as the national and international obstacles are vanishing within the EU, “those pertaining to the local and regional sphere will become more visible”. This means that “pressure to manage integration will thereby gradually shift from the national and international towards the local and regional level”.¹⁷

¹⁶ Heliste et al. (2004).

¹⁷ OECD Territorial Reviews (2003a), p. 145.

2 Phase 1: Analysis of the possible joint services provision by the cities of Helsinki and Tallinn

2.1 An overview of the public service provision in the cities of Helsinki and Tallinn

Finland has often been referred to as “a municipal state” – two thirds of public services provision is arranged by municipalities. In a number of other countries, for instance, counties are more important. As compared with the city of Helsinki, the scope of services provided by the city of Tallinn is narrower. In Estonia, the central government plays a more important role as compared to Finland – the Estonian municipalities’ expenditure form one fourth of the total public sector expenditure, whereas in Finland it is 36 % (2004). The city of Helsinki is the biggest employer in Finland with 37,875 employees in 2005. The respective figure for Tallinn is 13,021. The city budget expenses in 2005 were € 3,038 million in the case of Helsinki and € 319 million in the case of Tallinn. It has been estimated by the city of Tallinn that there are more than 250 different public services and operations that the city carries out. Taking into account the size and multidimensionality of the services provided by Helsinki it is almost impossible to provide a detailed list of them. In Finland, cooperation between municipalities in services provision is increasing; the same is true for Estonia. However, the cooperation in Estonia is thus far less intense.

The main forms of public services delivery in both cities are basically similar. The following list defines the used terminology as well as giving an overview of the main delivery forms, including examples.

1) In-house provision by local government through hierarchical structure and public agencies

In Helsinki, the examples include basic education and basic health care. There are many fields, where in-house provision dominates but it is combined with outsourcing, e.g. many social services. In Tallinn, the examples include basic education and welfare services. Similarly to Helsinki, in many fields in-house provision is combined with outsourcing (e.g. social services).

2) Service is delivered by public enterprises; the city owns the company (100% ownership)

In Helsinki, the examples include Helsinki Energy, Helsinki Water and the Port of Helsinki. In Finland, the public enterprises are formally considered part of the city organization, and the board members include politicians. The public enterprises are expected to make decisions on an economic (commercial) basis. The main goal of these enterprises is, however, to provide quality yet inexpensive services for the residents of the municipality. Their possibility to operate beyond the municipal border is limited. The companies often are profitable and also an additional source of income for the municipalities.

In Tallinn, all the major utilities are either privatized or state owned. In Tallinn, the public enterprises also includes private legal bodies like foundations and not-for-profit organizations (NPOs) set up by the city, acting as ordinary private legal bodies and subject to private law. Similarly to Helsinki, the boards are staffed by politicians. Examples include Tallinn Buss Company (Ltd company, acting under Commercial Act), Tallinn Children’s Hospital (foundation, acting under Foundation Act).

3) *Joint-stock companies*

In Helsinki, there are few joint-stock companies that are owned by the local authority together with private companies, including e.g. real estate companies and an energy transmission company Finestlink Ltd. In the case of Tallinn, this category includes companies, foundations and not-for-profit organizations (NPOs) that are owned by the City of Tallinn together with either private companies or other public authorities. Examples include Tallinna Vesi (Tallinn Water Company) and MTÜ Harjumaa Ühistranspordikeskus (Harju County Public Transportation Center).

4) *Outsourcing (i.e. contracting out) – the city purchases the services from the private sector or NGO*

One can find many examples from both cities, e.g. a number of social services, including HIV prevention. In Tallinn, there are also services like the fee-for-service parking administration purchased from private sector.

5) *The service is delivered by the city in cooperation with other municipalities*

In the Finnish system, the organizational form of the service provision is Joint Local Authority (Kuntayhtymä). In the Helsinki region, specialized medical care (HUS) and waste management (YTV) are appropriate examples. No examples can be found in Tallinn, although e.g. Harju County Public Transportation Center can be regarded also as a cooperation activity between municipalities.

6) *The service is provided by a public-private partnership (PPP)*

There are very few services provided through PPP schemes in Helsinki, the services are rather provided in-house or outsourced. In Tallinn, the tool is more widely used, for instance school maintenance and renovation.

2.2 Method of the study in Phase 1

In order to analyze the possible avenues for joint-delivery of public services between the cities, a study was carried out which aimed to:

- sort out the possible services suitable for joint-delivery by the cities of Helsinki and Tallinn;
- map out the main factors affecting possible joint-delivery.

The study began with a classification of the public services the cities provide. Following the classification of services, an analysis was carried out which divided the services and cooperation possibilities in service provision into three groups (“green”, “yellow” and “red”) indicating opportunities for further cooperation with the familiar signs of the traffic lights. Based on the analysis and division of services, comparative tables were created. The described method was used for analyzing both cities; however, due to the different size of the public sectors and differences in the readily available data, the study employed slightly diverse techniques for data gathering in each city. For that reason, the following overview presents the results separately for the city of Tallinn and the city of Helsinki. Similarly, the comparative tables were annexed as different entities (see Annexes 1 and 2).

2.3 Analysis of the City of Tallinn

The analysis of the services delivered by the City of Tallinn stemmed from basic information provided by the Tallinn City Office. Based on this information, the public services delivered by the City of Tallinn can be categorized as follows:

1. Environmental services;
2. Urban transport services;
3. Economic development and tourism services;
4. Municipal technical services;
5. Urban planning services;
6. Culture, sport, youth services;
7. Welfare services;
8. Health services;
9. Education services;
10. Supporting services
11. Family affairs;
12. Municipal property;
13. Public order;
14. Heritage conservation services;
15. Archives.

After categorizing the services, a two-stage approach was used to sort out the possible services suitable for joint-delivery together with the city of Helsinki. First, all the categories were analyzed separately based on the following research questions:

1. How do services come into existence?
2. Are services provided voluntarily or are they compulsory according to the law?
3. How are services financed?
4. Is there a common interest to provide joint service?

Parallel to the first stage, a written questionnaire was sent out to all Tallinn City departments. The questionnaires sought for information concerning legal, organizational and financial obstacles as well as possibilities of joint-delivery of public services between the cities of Helsinki and Tallinn. Putting together the information obtained from the both stages, a table was created which includes the following data:

- Division of service categories
- Division of functions/operations
- Status of the organ in charge;
- Form of delivery;
- Description of whether a service is executed voluntarily or prescribed by the law?
- Form of cooperation (this can be cooperation, buying from Helsinki, selling to Helsinki or joint provision of services)
- Description of legal, organizational and financial obstacles

As a result of the two-stage analysis, the services were divided into three groups regarding the possibilities for cooperation with Helsinki. The results are outlined in table 1.

Table 1.

1	“Green services”	Services that are ready for immediate joint provision	<ol style="list-style-type: none"> 1. Voluntary local services. (i.e. <i>tourism, local marketing</i>) 2. Local supporting services (i.e. <i>counseling, procurements</i>)
2	“Yellow areas”	Services that are ready for joint provision with obstacles	<ol style="list-style-type: none"> 1. Compulsory local services (local government has high or medium discretionary power) without eliminated requirements 2. Voluntary local services with different minor legal, organizational or financial obstacles.
3	“Red areas”	Services, that are excluded, no functional division is given	<ol style="list-style-type: none"> 1. Services provided by the central government. 2. Local compulsory services strictly regulated by the central government. 3. Local compulsory services earmarked by the central government. 4. Location specific or language sensitive services (i.e. educational services) 5. Services that lack public interest 6. Specific services involving mainly administrative and supervisory tasks (i.e. land issues, municipal property, housing, heritage conservation)

The results of this two-stage analysis of Phase 1 are summarized in the table in Annex 1. Compared to Helsinki’s table, this table is shorter due to differences in the methods applied. The Tallinn table does not include most of the services falling into the category of “red”. A full list of the services provided by Tallinn can be obtained from the Tallinn City Office.

The competence of Estonian local governments is based on the principle of so-called general competence. “*General competence*” is the local government’s right to act and demonstrate initiative which is related with the local community unless regulated differently by the law. An example of general competence is in the Estonian Constitution: § 154: “All local issues are resolved and managed by local governments, which operate independently on the strength of the law. Local government obligations can be designated by the law or in agreement with the local government. The expenditures of local government obligations are covered with money from the national budget.”

There are three versions of municipal services by Estonian municipal law:

- Voluntary local responsibilities. Local government can decide which services to provide.
- Compulsory local responsibilities. The local services that municipalities are obliged to provide by law (but they have more or less discretionary power). For example youth, sports and culture activities are compulsory local services. Law does not prescribe the specific tasks and they are voluntary in nature.
- Compulsory state responsibilities. Municipalities are responsible for several state services by law.

As can be seen from the table, one of the main problems in the case of Tallinn from the cooperation viewpoint is the source of finance. In Estonia, the state services and some compulsory local services

are earmarked, which means that these funds can be used only for a specific program or specific purposes (e.g. educational services, some elderly care services and services for disabled persons etc.). Also, different price levels in Helsinki and Tallinn emerge in some cases as an important obstacle (e.g. public transport joint ticket system, some services for disabled persons). As can be seen from the table, not all public services that are delivered by the City of Tallinn are included in the table. Some categories (i.e. family affairs, municipal property, public order, heritage conservation services, and archives) were eliminated *in corpora* as a result of the analysis. This was done mainly due to lack of general interest (from a legal viewpoint) or due to the regulative nature of the services, which means that if there are any possibilities for joint-delivery with the City of Helsinki at all, they are very limited.

In the case of Tallinn, no general legal obstacles are identified regarding possible cooperation with Helsinki (e.g. Local Government Organization Act). The legal obstacles lie mainly in specific regulations adopted by the state (i.e. different standards, services regulated by the state, different methods for collecting and analyzing the data etc.).

The main organizational problems seem to be connected with language problems (e.g. vocational education, elderly care services, counseling and training). The results of the questionnaires sent out during the study indicate that the city officials themselves do not consider the cooperation topic relevant or important at the present time. This, in turn, can be considered as an important obstacle for the mutual cooperation between the cities.

2.4 Analysis of the City of Helsinki

In the case of Helsinki, the list of services was not readily available. The list was collected from the departments' Internet pages and other relevant sources (e.g. Kunnalliskalenteri). Following mostly the existing department division, the services were divided in the following categories:

1. General administration
2. Port of Helsinki
3. Energy management
4. Water management
5. Social welfare services
6. Health services
7. Rescue services
8. Support services
9. Environmental administration
10. Procurement
11. Tourism marketing
12. Business marketing
13. Support services
14. Public works
15. Urban planning
16. Public transportation
17. Education
18. Cultural Administration
19. Museums
20. Libraries
21. Youth work

22. Urban research and statistics
23. Sports facilities and outdoor activities
24. Human resources management

After the categorization and listing of the services, a total of 25 interviews were conducted with relevant city officials in order to find out the form of delivery of the listed services as well as the interest, possibilities and obstacles for joint-delivery of the services. The joint-delivery was considered in terms of selling the services to Tallinn, buying the services from Tallinn, cooperating in the service provision or cooperating in something supporting the delivery of the service. The table includes also information about the form of service provision (numbers in the table equal to those above in chapter 3.1), the organ in charge and whether the service provision is compulsory or voluntary. The monetary volume was checked against the city budget for each category. (The question how services are financed is not relevant in the same way it is in Estonia, since the municipalities receive their subsidy to service provision from the state as a lump sum, not earmarked.) The results of the analysis are summarized in the table in Annex 2.

The main results can be described in the following way:

- Independently of service category, the most likely form of increased cooperation is common development projects.
- Service categories where joint-delivery seemed most unlikely included such categories as Health Services and Sports Facilities and Outdoor Activities. The health care system differs significantly in the two countries, and more generally services in these categories are characteristically local and in many cases tied to language.
- There are several service categories where it would be possible to cooperate in something supporting the service production although the potential for actual joint production is considered low. These categories included energy and water management, where various shared consulting and development activities were considered possible as well as many individual services under the category of Social Welfare Services. Such social welfare services as, for instance, child day care, child welfare services or services for the elderly, which are characteristically local and tied to language, but yet shared development activities and information exchange were considered useful.
- In the category of Social Welfare services, there were also some services where the interviewees considered cooperation possible right away. These included, for instance, jointly produced courses to educate personnel and common measures in preventing drug use and the spread of HIV.
- Other categories where cooperation could be started instantly in some form included Support Services, but considerable savings were not expected, and the category of Public Transportation, where the two cities could buy and sell services related to construction and maintenance of rail network. As an example, Helsinki has already bought some maintenance services from Tallinna Trammikoondis.
- In the category of Education, cooperation in terms of joint development projects and sharing of know-how seemed realizable in general. Other forms of possible cooperation included joint production of education in terms of common courses in vocational and upper secondary education and collaboration in evaluation and comparison. Due to the current lack of supply of vocational education in Helsinki, buying the education from Tallinn could be considered. In the future, the organization of joint supplementary education in special fields could be possible as well. It should be noted, however, that the state has the authority over vocational education in Finland and the prospects of cooperation in the field do not thus depend solely on municipalities.

- Helsinki Polytechnic is already cooperating with Tallinn in terms of shared development projects that have been carried out on a regular basis. Currently, Finnish polytechnics can only sell supplementary education abroad, but there could be demand for both complementary and supplementary education in Tallinn. It is also possible to jointly produce courses and degree programs in the future.
- There are also a number of such service categories as Youth Work and Urban Research and Statistics where the two cities have already been cooperating on frequent basis.
- In case of activities such as different support services and procurement, various ways of cooperation could be possible if certain legal obstacles could be overcome.

It is noteworthy that the interviews confirmed that in many departments, the city officials do not know very well how the equivalent service is provided or organized in Tallinn. When this was the case, they often found it difficult to imagine possible fields of cooperation. However, they were not necessarily ready to exclude this option, which resulted in many “maybes” in the chart. In cases where there already was cooperation between the departments, people felt much more positively about increasing it. While this is human and not surprising psychologically, the notion is significant from two perspectives. Firstly, it indicates that the current weak knowledge-base has a weakening effect on attitudes towards integration. Secondly, taken into account that the chart reflects the perspective of city officials themselves, this also had an impact on our results.

In the Finnish case, the Finnish Local Government Act seems to pose a challenge to almost any substantial international cooperation by a municipality. In the Finnish system, the public services provided by municipalities are divided into two categories. The compulsory services are those which municipalities are obligated to provide by the law (these are so-called special duties), for instance the provision of basic education. The most significant compulsory services include those related to education, health care, social service, city planning, environmental protection and rescue services for instance. Furthermore, the law obliges the municipalities to provide some of these services in-house. The voluntary services municipalities may provide to an extent they decide themselves (these are so called general duties and part of the municipal local autonomy), for instance culture and youth work, museums, theaters, orchestras (however, the provision of these services also enjoys state subsidizing). The majority of supporting services (e.g. procurement) are also included in the general duties, which can be outsourced or produced in cooperation with other municipalities. Voluntary activities are not defined in detail, they are instead determined based on precedents.

In case of international activities of a municipality, relevant precedents usually cannot be found. When a municipality is taking a new task, it has to be assessed whether the task is legal. The decision reaches legal force if it is not revoked in the court. A detailed definition of the voluntary tasks a municipality may take is avoided in order to attain a certain flexibility. It is noteworthy that the tasks may vary between municipalities and in time, according to what is considered appropriate and purposeful. It is of central importance whether the task is going to benefit the municipality and its residents.

According to the Finnish Local Government Act, “Local authorities shall strive to promote the welfare of their residents and sustainable development in their areas” (Chapter 1, Section 1). The interpretation is that it is complicated to justify the acting of Local Authority beyond its own area. Cooperation of local authorities is perceived as administratively complicated already within Finland: usually, there is a particular Act that enables it. Although this is somewhat against the working principles of the EU and the aimed cross-border cooperation, the municipality must always follow the national legislation. According to the City Treasurer of Helsinki, acting beyond city

limits is usually justified if the work serves a general interest of the city. For instance, the situation that Helsinki Water is delivering professional aid to St Petersburg to enhance its waste water management is acceptable, since it has a positive impact on the Baltic Sea which is a general interest of Helsinki. According to this study, public agencies in Helsinki in general and public enterprises in particular would have resources to sell their professional services to Tallinn. Although from a tax payer's point of view, selling a profitable service to another local authority is already an advantage (i.e. less tax money needed), this is not considered so from the legislative point of view (precedents exist). This interpretation questions many good ideas of cooperation, and it is also a reason for plenty of the yellow codes ("maybes") in the Helsinki chart. That said, however, Helsinki has already been involved in several forms of international cooperation for decades. The projects consist primarily of export of expertise, which has been financed from "secured sources" such as the EU Structural Funds. In practice, within the city organization, there has been a silent agreement that involvement in the international cooperation is acceptable (if not even preferred), but it cannot be used as a justification for expanding (budgetary) resources.

3 Phase 2: the Trail-blazers

Following the completion of phase 1, both cities commented on the results with some ideas and directions of further analysis. Out of these, the consultants selected and developed a suggestion of possible “trail-blazers”, which were then discussed and accepted by the cities. All of the selected cases were “serious projects” having societal importance and are also likely to gain international interest if they succeed. The Phase 2 thus was decided to focus on three topics:

1. Developing tourism together (including common marketing, a common tourist card, and cooperation in catching conferences and big events and arranging their side program)
2. Increasing cooperation in HIV prevention
3. Possibilities and conditions of common procurement

In each case, the task of this study was to make an assessment of what has been done already and what has not been done, as well as producing preliminary ideas how the cities should move on to reach the goal. Through the in-depth analyses of these trail-blazers, we tried to find out additional factors influencing possible cooperation.

The research method of Phase 2 was mainly interviews trying to involve all the relevant stakeholders supported by additional data collection, including relevant reports.

3.1 Developing tourism together

The main reason why Helsinki and Tallinn should increase cooperation in developing tourism together as a city pair is the fierce competition for international travelers both regionally as well as from a more international perspective. Marketing as a well-connected and complementary city pair might bring more international travelers to them as compared with other destinations in the region – Riga, Stockholm, St Petersburg etc. From a global perspective, in Asia, North-America or even Southern Europe, the cities marketed as a pair could be in stronger position to get attention than they are when promoted separately.

The starting points for the development of joint marketing could include that time-wise the water actually connects more than it divides. Movement between the cities is easy. For a visitor elsewhere, the cities provide an uncomplicated chance to get “two cultures for the price of one”. The following sections analyze in more detail the possible joint activities in forms of common marketing, a common tourist card and cooperation in catching conferences and big events and arranging their side program.

3.1.1 Tourist marketing

3.1.1.1 Introduction

Tourism has been a rapidly developing industry world-wide for the past decades. Together with a growing number of passengers, the economic importance of the industry has also increased. In Finland, it has been estimated that the total demand of tourism (i.e. domestic tourism, inbound tourism and the part of the costs of outbound tourism that stays in Finland) was around € 9 billion in 2004. The value added by tourism was around € 3,117 billion, i.e. 2.4% of the Finnish GDP. The share of foreign tourists was ca. 27%. Altogether, the foreign visitors spent 4.4 million nights in accommodation facilities. Tourism provided employment for around 60,000 persons in 2004.

During the 2000s the tendency has been that the number of Finns traveling in Finland remains quite stable while the number of foreign visitors is constantly growing.¹⁸

In 2006, 1.94 million foreign tourists stayed overnight in Estonia (+1.2% compared to 2005). Among them, 1.43 million stayed at accommodation establishments, and about 0.5 million stayed with friends or relatives or at their own apartments. Estonia earned € 1.09 billion from inbound tourism in 2006 (+11.7% compared to 2005).¹⁹ In 2006, total receipts from inbound tourism (foreign visitors' expenditures in Estonia and their payments to Estonian transport companies) amounted to € 1.09 billion, i.e. ca 7% of the Estonian GDP, increasing by € 114 million or 11.7% compared to 2005.²⁰

Table 2 shows the trend of passenger traffic growth in Helsinki-Vantaa airport, which is the major international airport for both cities. While flights to and from Europe show by far the largest nominal growth, the fact that passengers in the Asian routes have more than tripled in eight years also deserves attention. Although the numbers reflect only vaguely the incoming passenger traffic (outbound business trips and tourism as well as transfers counts as well), the novel success in this route brings altogether more travelers to the region and adds to its potential.

Table 2: The number of passengers traveling through Helsinki-Vantaa airport

Departures and arrivals	1998	2002	2006
Europe	5 764 322	6 243 588	7 975 912
Asia	296 275	381 413	915 052
South America	19 549	9 071	41 127
Africa	39 510	44 193	91 830
North America	234 712	166 016	171 226
Total	6 354 368	6 844 281	9 195 147

Source: Finavia.

The activities of the cities' tourist office aim to increase the attractiveness of the cities as traveling destinations and to support the local tourist and service industry. The budget and consequently measures implemented by the Tallinn tourist office have been more limited in comparison to Helsinki. This might also be explained by the fact the number of tourists has increased rapidly even without particular marketing effort. However, the recent statistics show that the number of visitors to Estonia is decreasing for the first time (2005/06 -25,889 arrivals, -1.8%)²¹. A positive signal remains, nonetheless: the increasing number of nights spent in Estonia, indicating an increasing number of longer holidays (2005/06 +37,622 overnights, +1.3%)²². Regarding the importance of the tourist industry to the economy of the country as well as the capital city, concerns should be raised to secure the stream of incoming passengers. This also adds to general knowledge about Estonia and Tallinn.

¹⁸ Basic facts and figures on tourism to Finland 2005 by the Finnish Tourist Board.

[http://www.mek.fi/web/stats/Publish.nsf/de4528a873969ac4c225693c003b4337/34a1551412c007d2c2256e5800409c9d/\\$FILE/Facts%20&%20Figures%202005%20v090806.pdf](http://www.mek.fi/web/stats/Publish.nsf/de4528a873969ac4c225693c003b4337/34a1551412c007d2c2256e5800409c9d/$FILE/Facts%20&%20Figures%202005%20v090806.pdf)

¹⁹ Tourism in Estonia 2006. http://public.visitestonia.com/files/statistika/Tourism_in_Estonia_2006.pdf

²⁰ Ibid.

²¹ Tourism in Estonia 2006. Arrivals and overnights at accommodation establishments of Estonia by country of residence, 2003-2006 (incl. spa hotels and health spas)

http://public.visitestonia.com/files/statistika/Tourism_in_Estonia_2006.pdf

²² Ibid.

3.1.1.2 Existing cooperation

There has not been any systematic *reciprocal* cooperation between Helsinki and Tallinn in the field of tourist marketing so far. The cities have had some joint marketing efforts as destination of cruise-tourism together with other cities of Baltic Sea Region. Otherwise cooperation has taken place on an ad-hoc basis including counseling and information exchange, and at least once, there has been cooperation in inviting foreign journalists to the region.

There have been, however, *one-sided* marketing efforts supporting Tallinn as a destination from the Helsinki side since day trips to Tallinn are an integrated part of many tourist marketing campaigns. Day trips are advertised in most brochures, a great number of these trips is sold to foreign tourists from the Helsinki Expert Ltd's service located in the main tourist information center in Helsinki, and trips to Tallinn are also often marketed as post-conference trips, to give some examples. Helsinki is therefore supporting the travelers flow to Tallinn from its own side. Conducting such work, however, the Helsinki tourist office as well as other agents collaborates directly with private tourism enterprises in Tallinn, not the city tourist office. The rationale for such work on the Helsinki side is that a tourist making a day trip is likely to prolong his/her stay in Helsinki, at least staying that extra night in hotel, spending one more evening using restaurants and other services Helsinki has to offer, making one more shopping round etc. Despite the one-sidedness, the effort thus creates a win-win situation. In the spirit of reciprocity, however, it would be good for Tallinn to adopt similar efforts.

The potentials of common tourist marketing, arranged and financed together, targeting at longer stays both in Helsinki and Tallinn, remain to be discovered.

3.1.1.3 Possibilities of further cooperation

Helsinki and Tallinn could establish joint efforts to attract travelers elsewhere than the neighboring countries (i.e. outside of "the home market"), namely Europe, Asia and North-America. The core idea should be that the two cities, which remain rather peripheral, small and also relatively unknown alone (both in Europe and globally), could together make an attractive and complementary combination of Baltic and Nordic dynamism, "two cultures for the price of one".

The traveling product with the most potential for being a successful start could be a city break lasting an extended weekend or a week. One adaptable model already exists: Helsinki has developed an individual package trip "Air & Sea" in cooperation with Stockholm. The currently on-going package includes flights from mainland Europe to one city, two nights in a hotel there, an overnight boat trip, two nights in a hotel in the other city, and flight home directly from the other city. The package is targeted to Central and Southern European market, above all Germany. The package is planned in the Helsinki tourist office, taken to practice through a public-private partnership, and operated fully by the private sector. In addition to the two cities, the partners include an aircraft that flies from several destinations in Europe to both Helsinki and Stockholm (in this case SAS/Blue1), a ferry operator taking care of the connection between the two cities (Tallink Silja), and a hotel chain operating in both cities (Scandic). The package is sold in Europe by local travel agencies. According to the Helsinki Tourist Office, each partner invested about € 5,000 for the marketing, the aircraft slightly more. Finding equivalent partners and starting a similar campaign between Helsinki and Tallinn should be seen as an opportunity.²³

²³ The Helsinki Tourist Office follows the principle that its involvement in marketing efforts requires tourists to stay a minimum of two nights in Helsinki to reach the targeted level and "breadth" of money expenditure in the destination (services, shopping etc.).

The Helsinki tourist office points out that the so-called mini-cruise in the Baltic Sea region might have new potential, because the shortening of vacations is considered a trend. The recently formed Tallink Silja, supported by appropriate port services, could quite easily introduce a good quality Helsinki-Tallinn-Stockholm tour combination lasting around five days.

Necessary supportive measures for common campaigns would include cooperation in tourist industry workshops where the destination is sold to travel agents, cooperation in travel fairs, newspaper marketing and training of travel agents. The destination marketing requires a complementary “marketing mix”.

A notable special group is Asian and North American “country hoppers”, tourist groups that try to cover as many countries as possible in a limited time (typically 12-16 days, according to the Helsinki tourist office). To catch this group in greater numbers, a joint marketing effort is needed not only between Helsinki and Tallinn, but also with other Nordic and Baltic capitals as well as St Petersburg to keep the groups “hopping” in the Baltic Sea region.

In order to start cooperation, the Tallinn tourist office’s ability to make financial contributions to common projects should be increased. For that, Tallinn needs to make a political decision together with specific resource allocation. In Helsinki, the funds could first be reallocated from the general marketing budget, but the longer term goal should be to also establish or ear-mark particular resources for the Helsinki-Tallinn marketing. The most reasonable starting point would be joint campaigns, for instance Air & Sea, mini-cruise or equivalent, with a needed supporting “marketing mix”.

The most concrete step to put the ideas into practice would be to collect the essential local and central government actors to negotiate about the goals (e.g. the length of stay in each city) and the terms. The actors include the Helsinki Tourist Office, the Finnish Tourist Board, the Tallinn Tourist Office, the Tallinn City Enterprise Department and the Estonian Tourist Board (Enterprise Estonia).

3.1.2 Event Management

(Cooperation in catching conferences and big events and arranging their side program)

3.1.2.1 Introduction

The event management is a topical issue since increasing attention has been given to the impact of spectacles, audience gathering and subsequent spill-over effects to local economic development. Following this idea, Helsinki has recently even announced the determination to become an internationally leading “event city”.²⁴ Arranging of events – cultural events in particular – is to be closely linked to Helsinki’s economic development policy.

In this study, an event refers to any intentionally organized large-scale social gathering or activity, such as a festival (e.g. musical event), ceremony (e.g. a national celebration), competition (e.g. a sports competition), party (e.g. city days), convention or meeting (e.g. a congress). An event may be open to the public or attended only by delegates.

The business of event management is to take care of needed arrangements to catch and run the event, while another party (host organization) usually takes care of the substance (theme) of the event. “In management of events, including applying and competing for one, lobbying to reach that goal, setting a host organization, organizing the event etc., 80% of the work is similar independently

²⁴ ”Helsinki aikoo ryhtyä festivaalikaupungiksi”, Helsingin Sanomat A3 and A10, 15.5.2007.

of the substance (theme) of the event”, says Ms Sipilä, Convention Director of the City of Helsinki Tourist and Convention Bureau, with 30 years experience in the field.

Both cities, Helsinki and Tallinn, have a convention bureau to support applying for and organizing the events. Importantly, however, their thematic focus is different. While Helsinki focuses on all kinds of events, the Tallinn convention bureau deals mostly with conferences, seminars and incentive traveling. Other events (e.g. festivals) fall under the responsibility of the Cultural Heritage Department of the Tallinn City Government. There might be a point to reevaluate the content of support of events in Tallinn side. While hosting a scientific conference is relevant to any city, from the tourism industry viewpoint hosting a cheerleaders’ regional championship for instance might be even more relevant in terms of number of hotel stays and monetary expenditure on local services by the participants.

The emphasis in the work of the municipal event management office is to obtain the events. In other words, convention bureaus provide help for the host organization in the process to get the event to be arranged in the municipality/region and thus profit enterprises there via expenditure of the delegates or the visitors (audience) of the event. To run an event is considered another business. Once an event is secured, it becomes the question for the organizer whether the event is arranged in-house or whether it is outsourced. The latter is common; the City of Helsinki outsourced the management of the urban events built around the Eurovision song contest in May 2007 for instance. There are plenty of commercial event management offices in both cities and also few offices specialized in congress organization in Helsinki.

3.1.2.2 Existing cooperation

The existing cooperation between Helsinki and Tallinn falls into three categories. Firstly, in general terms, both cities are involved in benchmarking between professionals in the field. It takes place mostly through gatherings of international organizations such as International Congress and Convention Association (ICCA), European Cities Marketing (ECM), Meeting Professional International (MPI). The number of professionals involved in event management is so small that they inevitably get to know each other. Secondly, and more specifically, for events arranged in Helsinki, visits to Tallinn are often included as an optional side event. Thirdly, the Helsinki bureau has provided some concrete help (“sparring”) in developing the Sakala Center for instance. However, concerning conferences at least, the cities perceive each other increasingly as competitors.

While joint-ventures in organizing big events are generally welcome, the specialists in both cities would not seek to coorganize focused congresses or conferences in two cities. Cooperation in organizing conferences and congresses (the main event) is thus excluded as a target also in our study. This is first and foremost due to practical reasons: the timetables of focused conferences tend to be tight and therefore logistical easiness is a key issue. In this category, Helsinki and Tallinn are already too far apart. However, pre- or post-symposiums (e.g. covering one sub-field of the main event) can be easily and interestingly arranged in the neighboring city. Some pre- or post-symposiums have already been organized in Tallinn in connection with the main event in Helsinki. As Tallinn gains more conferences, optional side-events in and tours to Helsinki should be similarly emphasized.

3.1.2.3 Possibilities of further cooperation

There should be no severe obstacles for Helsinki and Tallinn to organize or support the arrangement of international events as joint-ventures, conferences excluded, *if* both cities are ready to support the

target with needed resources. Events other than conferences include cultural festivals or events, sports competitions, celebrations etc.

There are basically three options how to put the idea into practice:

1. Applying together for an existing, circulating international event
2. Merging two already existing local events into one internationally more significant event
3. Creating a completely new event together

1. Applying together for an existing, circulating international event

There are numbers of international events that are organized regularly in varying locations, including sports (Olympic Games, Football European Cup, and Tall Ships Race etc.) and various cultural events. In cooperation Helsinki and Tallinn might have a chance to obtain events they could not get by themselves. In the competition for events, Helsinki and Tallinn could create particular attraction with combining the two cities.

A step forward would be to carefully study the events the Helsinki-Tallinn city pair could apply for together including analysis of e.g. whether the events have been arranged in this corner of Europe recently, whether the cities have the necessary resources to apply for the event, and which partner organizations should be involved in the process in both countries. The role of the city convention bureaus would be to help the organizers to apply the event, compete to get it, and to provide help in necessary arrangements.

2. Merging two already existing local events into one internationally more significant event

If the goal of the cities is to gain international audiences and attention, one method to move forward would be to study the potential of events that already exist in both cities, and whether they could be merged into one internationally significant event. To give an example, both cities nationally host significant film-festivals, the Black Nights Film Festival in Tallinn as well as the Love & Anarchy Film Festival in Helsinki. The Baltic Sea area does not have, however, an internationally significant film festival yet. One could be created through merging these two to the Baltic Film Festival.²⁵

3. Helsinki and Tallinn could create a new event together that does not yet exist

Given the great number of grass-root level contacts between the cultural agents (including the city cultural offices), sport teams etc., one might say that there are already contacts established between stakeholders of possible event organizers. Yet to put that potential into practice, the cities would need to show the way, including extracting special funding (financial incentives) to arrange events as joint-ventures as well as dissemination of information about available technical and know-how support by the convention bureaus as well as Tallinn's Cultural Heritage department.

In categories 2 and 3, i.e. merging of the existing events or creating new ones, a way forward would be to study the possible events and agents, in other words to make "careful cultural mapping" of possibilities and potentials in various sectors. In all three categories above, logistics is only a question of planning. Regarding large international events (like Olympic Games for instance), even far longer distances are expected. After all, the connection between the cities is very good and relatively cheap too, so most happenings could take place in two cities with certain intervals for

²⁵ The example was provided by Pekka Timonen, Director of the City of Helsinki Cultural Office.

instance. Alternatively, the culmination or even major part of the joint event could alternate annually between Helsinki and Tallinn.

To take the ideas into practice, the following steps are recommendable:

- The cities have to make the decision to prioritize joint-events between Helsinki and Tallinn when allocating grants, presumably including the creation of a special fund for this purpose.
- Both cities have to make a formal decision of responsibilities between the officials to carry out the work. In Tallinn, this is likely to also require increase of resources.
- The cities should decide the division of work and start the research on international events they could apply for as well as a study (“cultural mapping”) of the potential to merge existing or create new events.
- The cities should disseminate information about preferred joint events and support for potential event organizers.
- Once the event is secured, the cities should cooperate also in participant or delegation marketing of the event (the tourist offices, the tourist boards)
- The possible joint-events should be connected with the possible common tourist marketing

In addition to establishing joint-events, further steps should be taken to enforce Helsinki and Tallinn as a joint cultural arena. Finns already make an important share of audience in Estonia theater and opera as well as larger rock concerts in Tallinn, and the Helsinki festivals draw Estonian audience. However, the local events in both cities could even more actively seek to profit from the close distance to the other side of the Baltic. The price question is of decreasing importance; the ticket price levels are converging rapidly. It would be time for (the private) ticketing services on both sides to cover better events of the neighboring city. Furthermore, information about happenings should be disseminated more broadly to ease the prospects of connectivity between the stakeholders and audiences. These suggestions are not that much connected with money, but rather a change in attitudes in which the cities could also play their own part.

3.1.3 Common tourist card

3.1.3.1 Introduction

Various voucher leaflets entitling to reduced prices have a long history in the traveling business. The tourist card as such can be considered as an advanced version of such a voucher leaflet. The first tourist ticket saw the light of day in Stockholm in 1982. The Helsinki Card, which was the second, was established one year later, on the basis of the concept created in Stockholm. Tallinn established its first tourist card in 1998. Today, the cards have been established in 50 cities around Europe, including all of the most important urban traveling destinations.²⁶

The common factors of the cards are that they grant the right to travel with public transportation and that they include an information leaflet about the sights in the city, i.e. a pocket-size travel guide. The main functional difference between the cards arises from whether they provide access to various cultural institutions etc. without or with surcharge. In Northern Europe, Helsinki and Tallinn included, the access is guaranteed without surcharge. The main organizational difference is that in a number of cities, Tallinn included, the cards are managed (and subsidized) by the city tourist office whereas in others, Helsinki included, they are managed on a commercial basis.

²⁶ For further information, see www.europeancitycards.com

3.1.3.2 *The tourist cards in Helsinki and Tallinn*

The tourist cards in both cities are similar in their nature, the only difference being the ownership of the cards. The copyright of the Helsinki card is owned by Helsinki Expert Ltd, which works on a commercial basis and does not enjoy any kind of subsidies. The copyright of the Tallinn Card is owned by the city of Tallinn and it is managed by Tallinn City Tourism Office & Convention Bureau.

The incomes of the cards are divided between service providers on the basis of a mathematical formula, depending on factors what card it is (there are cards for 1, 2, and 3 days, both for adults and children; in Tallinn there are also cards available for 6-hours use), was it bought on full price, how actively the travelers use the cards and what the number of cards sold is in general. The service providers (targets of the visit) get their share of income on the basis of this calculation. The following table gives an overview of the tourist card prices in both cities.

Table 3: The prices of Tallinn Card and Helsinki Card

Type of card		Prices in Tallinn €	Prices in Helsinki €
Children 6-14 (Helsinki -16)	6 h	4	-
Adult	6 h	6	-
Children 6-14 (Helsinki -16)	24 h	11.25	11
Adult	24 h	22.5	33
Children 6-14 (Helsinki -16)	48 h	13	14
Adult	48 h	26	43
Children 6-14 (Helsinki -16)	72 h	14.5	17
Adult	72 h	29	53

The cards are sold by travel agents, hotels, tourism info-centers etc. around the cities as well as in a number of foreign countries. The Helsinki Card is also sold via the Internet; the share of e-commerce is still modest (less than 10%), but it is constantly growing. According to the research done in Helsinki around three years ago, $\frac{3}{4}$ of the Helsinki cards were sold to foreign tourists and $\frac{1}{4}$ to Finnish tourists. Most of the cards sold are one-day cards. In Tallinn, approximately 100,000 visits to targets were made in 2006 using the Tallinn Card.

3.1.3.3 *Existing forms of cooperation*

During the development period of the Tallinn Card, Helsinki Expert Ltd was involved in the process by providing know-how to their counterpart in Tallinn. The cards of other cities are thus not considered as rivals, but rather as an advantage as people get more familiar with such cards.

The travel office of Helsinki Expert, located on the same premises as the tourist bureau of the city of Helsinki, sells thousands of one-day trips to Tallinn to foreign tourists each year. Together with the Linda Line ticket office in South Port, Helsinki Expert Ltd is one of the sellers of the Tallinn cards. Helsinki cards are also sold in Tallinn – both ways, it is of marginal importance.

3.1.3.4 *Possibilities of further cooperation*

Regarding tourist cards one should consider three options for possible cooperation:

1. Fusion of the existing Helsinki and Tallinn cards into one
2. Establishing a new Helsinki-Tallinn card in addition to the existing ones
3. Establishing discounts to those already holding the other card

1. Fusion of the existing Helsinki and Tallinn cards into one

The administrative systems of the cards in Helsinki and Tallinn are different. In addition to the ownership issue, in April 2006, Tallinn introduced a new electronic Tallinn Card, which took the whole tourist card system to another level, but the development works of the electronic system are still going on. From the viewpoint of commercial feasibility, the fusion of existing cards is unlikely to be a good idea. One risk is, for instance, that if the new card would be established for two or more days covering both cities, the price would be too high. From the viewpoint of symbolic unity, a common card would be, however, a most valuable idea. Taking into account the issues raised above, especially the difference in ownership of the card, the fusion of the existing Helsinki and Tallinn cards would need a political decision as well as a feasibility study involving other factors than just commercial success. However, due to the skeptical view of the specialists involved in the card systems it is highly doubtful that the cards could be fused under the current circumstances and therefore this particular idea is not developed further by us.

2. Establishing a new Helsinki-Tallinn card in addition to the existing ones

Establishing a new Helsinki-Tallinn card would be possible in principal. However, this option may not be commercially feasible. To reach that target, a completely new volume of users would be needed as compared with the situation today, and the creation of the card itself is not a method to increase the volume of tourists. According to international experience, at the moment Helsinki and Oslo are just at the brink of being commercially feasible. It is expected that in the current situation, the Helsinki-Tallinn card would be too marginal. Considering a commercially feasible card, one risk is that if the new card would be established for instance for five days covering both cities, the price would be simply too high. The prime factor in the price is public transportation.²⁷

However, approaching the issue from the symbolic angle, the idea could be applicable if the cities considered the common card as part of larger marketing toolbox. Binding the common card to common marketing would be a symbolic act of unity that could add value for the overall marketing of the city pair. The creation of such a card would need subsidies from both cities and it could be arranged campaign-based. From this perspective also the cost-efficiency of the common card should be evaluated from the city-pair branding and marketing viewpoints.

3. Establishing discounts to those already holding the other card

Establishing discounts to those already holding the other card could be easily put into practice, “even tomorrow”. The discount could be given in the purchasing situation, if the customer has the other (recently used) card to present at the counter. According to the tourist experts, the discount could be up to 20% of the full price in order to be cost-efficient. However, if the discounts were put into practice for the overall marketing and symbolic purpose, then it is suggested here that the discount should make a real difference, e.g. two cards for the price of one for those using other common marketing products.

The main goal of the joint tourist card would be promoting the idea of a city-pair, but also it should be viewed as part of common marketing. This means that it should be bound with other marketing efforts, e.g. with common package trip buyers. Establishing a new Helsinki-Tallinn card and discounts to those already holding the other card for marketing and symbolic purposes assumes a political decision to be made by the cities with concrete resource allocation for subsidies. However,

²⁷ In Finland, in addition to Helsinki only Turku has its own card, other cities have tried them, but they were not commercially feasible due to the small number of visitors using the cards.

from the viewpoint of branding a city pair, the idea of establishing discounts to the other cards is rather irrelevant. All in all, other cooperation in tourism development should precede the card issue.

3.1.4 Conclusion – developing the tourism together

The cities of Helsinki and Tallinn have a good reason for starting to develop tourism together. In many cases, the cooperation links exist to the degree that the key people know each other; but only a limited number of activities has been implemented so far. Starting joint-efforts in marketing the city pair together would be a significant step forward. Common activities in tourist development could partly replace the work done currently by both cities separately – the modest efforts could be joined for instance in marketing overseas. Although we strongly recommend the cities to start singular joint-marketing efforts immediately, we also suggest for the cities to draw up a strategy together about common marketing. In implementation, various measures should be used complementarily to each other. It is stressed here that these and other ideas for cooperation cannot be implemented without investing substantial funds for the joint-effort (in Tallinn in particular) which has to be accepted on the political level.

3.2 HIV Prevention

3.2.1 Introduction

The cities and citizens of Helsinki and Tallinn are separated from each other by only 84 kilometers by sea. The route can be bridged very fast and easy by several boats and airplanes a day. Since the distance between the cities is so small, the threshold to work and travel has gotten lower over the past years. The increased number of traveling (presumably also following increasing trafficking) and the geographic proximity of the two cities has also created the situation where the problems and challenges are no longer a matter of only one city but should be treated as common affairs.

Helsinki and Tallinn should be viewed as a whole in fighting against HIV as the problems are interrelated. The intense traveling between the cities (6 million passengers per year through Port of Tallinn) means that there are indeed no two communities in danger but one, and thus the problem should be tackled together as well. The problem is seen as a mutual problem between Helsinki and Tallinn not only due to the augmenting number of tourists, commuters etc. but also due to service provision for example to drug users and to HIV-infected people in treatment. According to the opinion of the department of Tallinn Social Services and the Health Care department, the clients are overlapping to a certain extent. In addition, cooperation between Helsinki and Tallinn was considered important as a preventive measure also from a financial aspect: it has been estimated that the life-time treatment of one HIV-infected person in Finland would cost at least € 170,000 for the society. In Estonia, the estimations are that a treatment of one HIV-infected person costs € 4,000 per year.²⁸ And this would only cover the medical expenses.

There are high rates of HIV infections among vulnerable groups (e.g. drug users, prostitutes) and a potential outbreak among other groups (e.g. youth) in Tallinn and the north-east region of Estonia. In 2001, the rate of newly diagnosed infections related to intravenous drug use reached 991 cases per million inhabitants in Estonia. This figure was by far the highest number in Europe and as of 2007, Estonia is still the number one in HIV-infections per capita in Europe. In 2002, 43% of all infected persons lived in Tallinn.²⁹ In Narva, every 12th young person aged 15-29 is infected with

²⁸ Eesti Päevaleht On-line 1 June 2007

²⁹ Tallinn City Council. 2003. Prevention Plan against Drugs and HIV/AIDS in Tallinn for the years of 2003-2007. <http://tallinn.andmevara.ee/oa/page.Tavakasutaja?c=1.1.1.1&id=91729>

HIV, which indicates that the infection is reaching non-risk groups. It is expected that by the end of 2007, there will be 1000 HIV-infected persons in Estonia needing intensive treatment and by the end of 2008, the respective figure will jump to 2000³⁰. In Finland, the number of HIV-infections increased in 2006 to 193 new infections. In the past years, the number had been around 130 new infections per year. According to the statistics of the National Public Health Institute (KTL), especially infections through sexual transmission have increased during the past few years, and infections among immigrants and infections related to traveling (especially from Thailand, Russia, Baltic states) have also tended to increase (along with infections in Finland). The increased number of infections among travelers can be seen as a sign of augmenting sex tourism also between Helsinki and Tallinn, which gives another reason to enhance the cooperation between these two cities in order to address the vulnerable groups together.

3.2.2 HIV-prevention in Helsinki

The body responsible for national coordination of HIV/AIDS matters in Finland is the Ministry of Social Affairs and Health (MoSAH) assisted by the HIV unit of the National Public Health Institute (KTL). The MoSAH has appointed a National HIV/AIDS expert group which advises the MoSAH on nationwide policy development and coordination issues. The group consists of NGOs, civil society actors as well as national and local governmental actors.

The main municipal bodies responsible for HIV prevention in Helsinki are the Helsinki Health Center and the City of Helsinki Social Services Department. The specific service provision is, however, mostly outsourced, on the basis of both national funding from different kinds of government funding bodies, such as the National Slot Machine Association, programmatic ministerial budget lines or direct contracts between the municipality and the NGOs. In Finland, AIDS/HIV-prevention treatment is to be organized by the municipalities because health and social services fall into the competence area of the municipalities. Furthermore, the municipalities are responsible to change needles and syringes since 2004. The City of Helsinki provides services related to HIV-prevention as primary health care at Health Centers (i.e. institutions of basic health care), as maternity and prenatal care, school health care and health education. In addition to these there are mainly two third-sector organizations (NGOs) providing specific HIV-prevention services.

The organizational network of both national and local HIV/AIDS-prevention is also strongly based on the services provided by the third sector. The organizational network from the national to the local level is visualized in figure 1. The most important service providers in the City of Helsinki are the Deaconess Institute and the A-Clinic Foundation, which are producing especially low-threshold health and social services for injecting drug users. These are by now public services provided by the city yet outsourced to these NGOs.

³⁰ Eesti Päevaleht On-line 1 June 2007

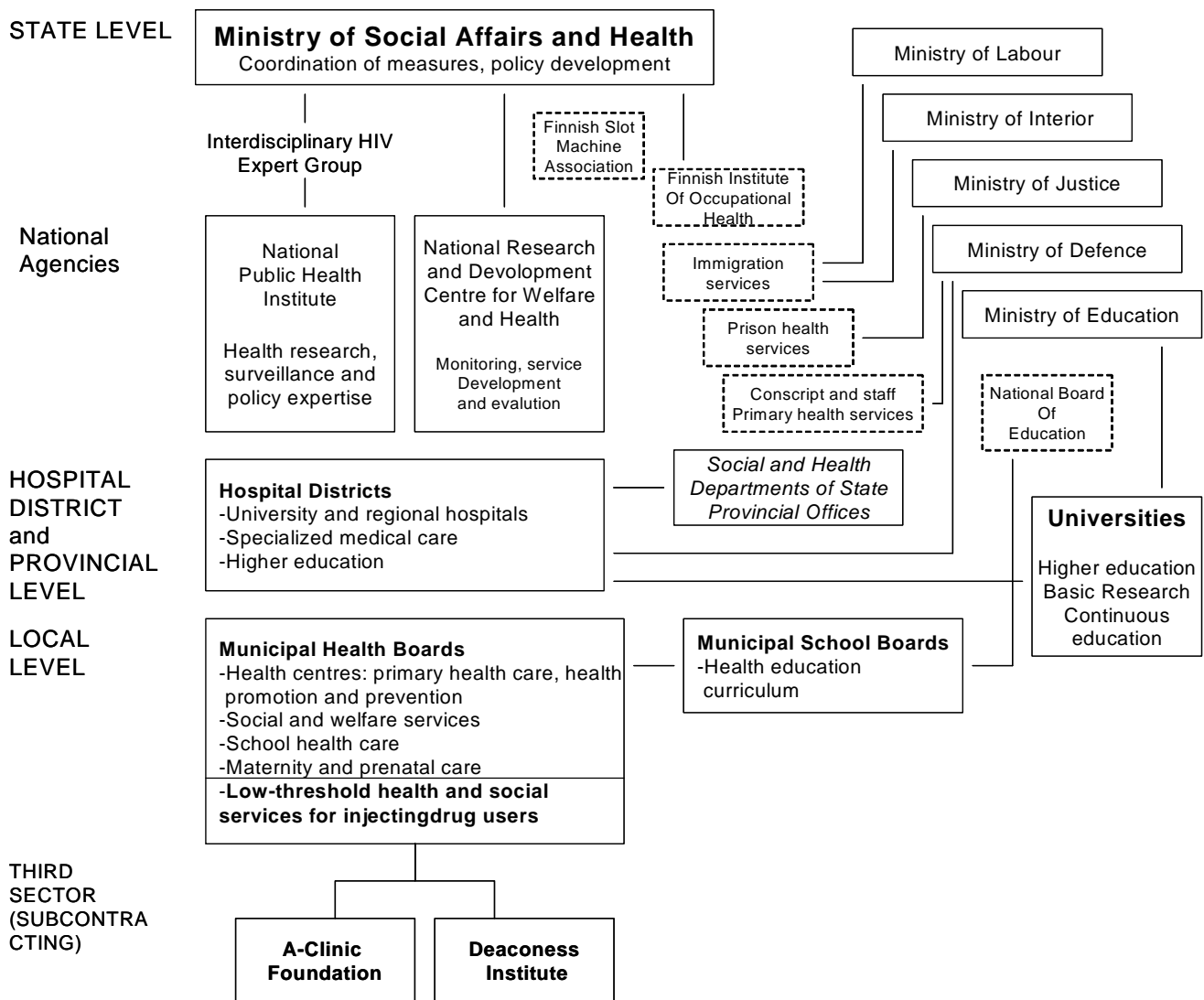


Figure 1 Organizational network

The HIV/AIDS specific services offered by the Helsinki Deaconess institute are the Walk-in Clinic for HIV positive Drug Addicts, a Mobile Harm-Reduction Unit, the Maintenance Treatment Unit and social housing services. The first three services are funded by the Helsinki Health Center, while the housing services are funded by the Social Services Department of the City of Helsinki. The services are located in the Munkkisaari Service Center. The aim is to offer low threshold health promotion services which emphasize voluntary and trust-based participation in order to reach the injecting drug users and other groups who would be hard to reach by normal health care and social services. The services provision started on the basis of project funding, but now the city contracts-out their provision with long-term contracts.

- The functions of the Walk-in Clinic for HIV positive drug addicts are available daily from 9 am to 7 pm. The threshold to this service is low and referral is not needed. Clients can come to day-time functions either on their own initiative or after being directed to come by staff of the unit where his/her HIV infection has been determined or found to be probable.
- The Mobile Harm-Reduction Unit was launched in the autumn of 2003. The services are meant for persons using drugs intravenously. The services are provided on spots where it is supposed that drug-addicts congregate. The unit is on the move six days a week, mainly in the evenings and during the weekend in Helsinki and Vantaa. It provides health-and-hygiene-related advice, HIV testing, vaccinations, exchange of

syringes and needles, nurses' services, and referral services. The Mobile Harm-Reduction Unit is provided in cooperation with the A-Clinic Foundation

- The Maintenance Treatment Unit is a function providing opioid-addicts with maintenance treatment services as prescribed in the Ministry of Social Affairs and Health's decree. Clients include especially persons who are probably not able to fully cease using drugs, but in whose cases maintenance treatment can be used to prevent the spread of infectious diseases and other health hazards, and thereby improve their quality of life. Maintenance treatment is provided at Munkkisaari Service Center, where a separate cozy facility has been set aside for this client group. The service is provided on weekdays from 9.30 am to 2.00 pm. After 2.00 pm and during weekends, clients get their medication from the Service Center. Maintenance treatment also includes the option of meals (breakfast and lunch). Clients have at their disposal a telephone, a television and Internet service. Maintenance treatment is provided by staff comprising a nurse and a social worker.
- Housing services are provided at the Munkkisaari Service Center for short-term residence.

In 2006, Helsinki used around € 3,300,000 to buy the services from the Deaconess Institute. The other cities of the Helsinki metropolitan area (Vantaa and Espoo) have also contributed with a small amount since some customers are also originally from these municipalities.

The A-Clinic Foundation has taken an active role in developing Low Threshold Health Promotion Services. The A-Clinic Foundation established the first health-counseling unit "Vinkki" in Helsinki in 1997 (a year before the recognized HIV outbreak in Finland). Vinkki was first established and maintained through project funding but it was included within the services provided by the city (and outsourced to the A-Clinic Foundation) a few years later. Vinkki is a concept combining social and health services emphasizing trust-based voluntary participation and anonymous access. The aim of the health counseling units is to reduce harms caused by drug use. The services include small-scale health care provision, counseling and guidance to de-toxication services, vaccination, condom distribution, exchange of injection equipment, peer education, and field work. In addition, the health counseling units provide food for their clients. A-Clinic Foundation has also carried out a two-year project aiming to provide individual counseling and guidance services for Russian speaking people. These services were provided in the Vinkki health-counseling unit of Helsinki.

In 2007, the Helsinki Health Center will buy the Vinkki services for a total € 640,000. In 2006, the activities were still partly financed by project funding, thus the share of the Health Center was around € 490,000.

The services provided by the city, outsourced to the Deaconess institute and the A-Clinic Foundation, target mainly the injecting drug users. According to the expert of the National Public Health Institute of Finland (KTL), the measures have been quite effective since blood-borne HIV-infections have ceased to increase. Nevertheless, HIV-infections through sexual transmission have tended to increase in the past few years. At the moment, the educative measures targeted at young people as well as media campaigns, social marketing, peer education etc. are carried out by NGOs, which are producing the material and services mainly through national project funding (above all the Finnish Slot Machine Association).

There are, of course, on the national level also other actors and activities which contribute to a great extent to HIV-prevention work also in Helsinki. For example the Finnish AIDS Council annually receives € 68,000 rental support and around € 20,00 for readjustment courses from the city of Helsinki. The Finnish AIDS Council provides educative services by producing different kinds of materials for the needs of potential risk groups as well as the social and health care professionals. In addition, the council provides support and psychosocial help via a national helpline to those who already have been infected, their close friends and to those who suspect they could be infected. The AIDS Council also has a project which aims to reduce the HIV-infections among immigrants and

increase the skills and awareness of health and social care professionals to face HIV-infected immigrants.

Also there are the:

- Finnish Body Positive Association (Positiiviset ry) which is a peer organization for people with HIV in Finland,
- Red Cross Finland, which runs a helpline and counseling centers (not in Helsinki). In addition, HIV prevention is included in the first aid training
- NGO Pro-Tukipiste, which is a social and health care organization providing consultation and education on issues concerning prostitution and sex work

To our enquiry of possibilities to start an e-Health project between Helsinki and Tallinn, the answers indicated that there are no signs of using or moving towards e-health based solutions in HIV prevention at the municipal level. The National Public Health Institute of Finland (KTL) maintains the surveillance system of infectious diseases, including HIV/AIDS in Finland. A partially similar system exists in Estonia. It was seen as useful to try to develop epidemiological surveillance in cooperation with Tallinn to improve the comparability of the epidemiological data and improve the understanding of risk-taking behavior in both cities and especially among travelers. It was acknowledged that such improved surveillance and risk indicator data would improve the possibilities for prevention efforts. However, the expert of the National Public Health Institute of Finland, KTL, stressed that it would be as important to create a common and shared vision about where the problems are in both cities concerning HIV/AIDS. Also, some of the stakeholders stressed that if common surveillance and risk indicator data would be established, it should be based on mutual interest in both countries. E-health databases including personal data were considered neither legitimate nor realistic.

The organizational network of national and local HIV/AIDS -prevention in Finland seems to be quite well supported by the stakeholders. All stakeholders shared an understanding of the tasks and competences between the central government and the local level. In the Finnish system, the central government has a steering role while the local level is actually implementing the policies. The public primary health care and social services are provided by the city itself while services targeted at injecting drug users are contracted out, yet with long-term agreements. Yet other activities and services, like educative measures, campaigns, immigrant work etc. are rather based on short-term project funding.

The role of the city versus the role of central government was considered quite appropriate, but most of the stakeholders felt that the HIV-prevention work somewhat suffers from a lack of coordination. A general wish was that the city would take a more active role in coordinating the project-based NGO activity (awareness, synergies, cooperation forums) as well as the outsourced service provision. This was mainly due to two reasons. Firstly, the national HIV strategy, drawn up by the national HIV/AIDS expert group, did not seem very effective to quite many of the stakeholders. In other words, the national strategy has not been implemented successfully to the operational level and remains for that reason distant for quite many of the stakeholders. Secondly, there are quite many agents and projects in the field of HIV-prevention, but none of the agents has taken a leading or coordinative role in Helsinki. There are national HIV-prevention networks which are quite active but a more active role was wished for on behalf of the City. Some stakeholders also wished for more interaction forums to be arranged between the different organizations. For example most of the drug users are affected by several problems and thus they need both social and health care services, which would require inter-sectoral counseling and guidance. Furthermore, a variety of

measures and activities is implemented, but there is a lack of assessment and evaluation of impacts of the implemented measures. All in all, the organizations seem to be quite well established but the activities are still mostly depending on short-term project funding. From the viewpoint of interviewees, the third sector organizations seem to work quite well together and they might even have a strong potential to build a functioning HIV-prevention network. The problem of the network would, according to this assessment, only be the lack of a network leader, who would gather up the organizations, work as a development promoter, develop human resources and coordinate different kinds of measures and activities. The stakeholders strongly think that the city should take this role.

In Finland, the decision to strengthen harm-reduction activities to prevent the threat of a major HIV/AIDS epidemic in Helsinki initially led to opposition and start-up problems. When the first health-counseling unit Vinkki was established, there was public discussion whether harm reduction is acceptable. In the past few years, the discussion has cooled down but all the units providing low-threshold health-promotion services have been exposed to environmental pressures from the neighborhoods (NIMBY – “not in my back yard”) etc. Managing the units has also demanded strong cooperation skills with the neighborhoods.

Regarding the target groups, it seems that at the moment, the city is mostly focusing on drug users even though HIV-infections through sexual transmission have also increased. In the last few years, young people as well as thousands of passengers aiming to cross the Baltic Sea, were reached through broad information campaigns at the port, in public-transport vehicles, etc. by the HUUTA-project (see below, on existing cooperation), but the project will finish in Helsinki by the end of July 2007. Health education will certainly be carried out by the schools, but frequent information campaigns targeting the whole population should be continued and carried out regularly. Regarding the large number of passengers between the two cities in general (and small yet crucial risk behavior involved in sex tourism and prostitution) there would be a good reason to continuously run information campaigns for travelers between Helsinki and Tallinn too. In addition to these challenges, immigrants in Finland have not yet been addressed very well as a specific group (there are some projects which are financed through national funding) although the amount of immigrants arriving to Finland from areas with high HIV-infection rates have increased.

3.2.3 HIV-prevention in Tallinn

According to the Ministry of Social Affairs the current Estonian HIV prevention strategy involves:

- Minimizing the direct loss from risk behavior (incl. needle exchange programs, counseling, methadone treatment)
- Prevention activities among youth risk groups (including the Russian-speaking youth who form the majority of the HIV infected people)
- The priority regions include North-East Estonia
- Treatment of HIV positive people and development of case-management system

The main municipal body responsible for the HIV prevention in the city of Tallinn is Tallinn Social Services and Health Care Department (TSSHCD). The other main body is the Tallinn HIV and Drug Prevention Committee, the members of which include representatives from the central government, NGOs and those city departments which are in charge of the resource allocation for different HIV prevention projects. Tallinn has its own HIV prevention strategy, which is to be expired by the end of 2007.³¹

³¹ Tallinn City Council. 2003. Prevention Plan against Drugs and HIV/AIDS in Tallinn for the years of 2003-2007. <http://tallinn.andmevara.ee/oa/page.Tavakasutaja?c=1.1.1.1&id=91729>

In 2006, altogether 24 projects with a total value of € 409,000 (EEK 6.4 million) were carried out by the city of Tallinn, including second- and third-level prevention (6 projects), counseling (7), creation of support groups (5), training (4), information (1). In 2005, two centers, a day-center for multi-diagnosed and a low-level counseling center, were opened in cooperation with the Ministry of Social Affairs. In 2006, a mobile counseling center was also opened by the city of Tallinn; the bus stops in three districts of Tallinn every day – Lasnamäe, Mustamäe and Männiku.

As to our enquiry to develop e-health system as a cooperation project, there are no signs of using or moving towards e-health based solutions in HIV prevention at the municipal level in Tallinn either.

The organizational cooperation and resource allocation in fighting against HIV are still somewhat problematic in Estonia. According to the law, HIV prevention and related activities are a task of the central government. The central organization responsible for HIV issues is the Ministry of Social Affairs and its agency, National Institute for Health Development (TAI). In 2007, the preventative function among young people was handed over to the Ministry of Education. In Estonia, HIV-related activities are considered to fall into the category of health care rather than social service, and health care is considered as a state responsibility in Estonia.

So far, the main financier of the HIV-related activities in Estonia has been an international donor organization, the Global Fund, with the help of the local responsible institution TAI. However, as this financing scheme is to be closed by the end of 2007, the central government has to take over the role of the Global Fund. The Ministry of Social Affairs has stated that TAI will remain the central institution responsible for the HIV prevention task in Estonia. The municipalities are considered partners who should support related activities but not directly HIV prevention as such.

It is important that in spite of the fact that HIV prevention is in fact a central government function in Estonia, Tallinn as a municipality has played a major role in the field. In 2007, Tallinn has allocated € 480,000 (EEK 7.5 million) to HIV prevention- and rehabilitation-related activities. According to the estimation of the Tallinn Social Services and Health Care Department (TSSHCD), the central government allocation for related activities in Tallinn was ca € 160,000 (EEK 2.5 million) in 2007.³² TSSHCD explains this paradox as a result of a growing HIV infection problem, to which the central government has not been paid enough attention and which, in turn, has forced Tallinn to develop its own strategy and activities in preventing HIV. Another reason lies in the different expectations as to what HIV prevention should include. According to the position adopted by Tallinn, activities related to HIV prevention and treatment should cover a larger area than the national strategy states.

This has led to the situation where different visions as well as dual administrative and financing schemes exist in HIV prevention and rehabilitation. According to the vision of the city of Tallinn, more emphasis is needed on the rehabilitation programs and day-to-day counseling. However, the cooperation link exists between the TAI and the City of Tallinn, as a representative of the TAI is a member of the Tallinn HIV and Drug Prevention Committee. Moreover, the City of Tallinn tries to

³² It has to be mentioned here that in 2007, the total costs of central government for the HIV and AIDS related activities in Estonia are € 8.7 million (incl. € 2.6 million located by Health Sickness Fund); the total costs of international donors (incl. GFP) is € 1.9 million. For more detailed information see the Ministry of Social Affairs. 2007. The National Action Plan for HIV and AIDS Strategy.

[http://www.sm.ee/est/HtmlPages/HIVstrateegia2007/\\$file/HIV%20strateegia%202007.a%20rakendusplan.xls](http://www.sm.ee/est/HtmlPages/HIVstrateegia2007/$file/HIV%20strateegia%202007.a%20rakendusplan.xls).

follow the annual HIV prevention plans set by the Ministry of Social Affairs in order to avoid duplication.

Both schemes – the one by the City of Tallinn as well as the one by the central government – rely on a “project management” type of implementation, meaning that every year grants are allocated to interested agencies (mostly NGOs) to carry out proposed activities. A relatively big number of agencies compete against each other in order to get contracts with rather limited resources which make cooperation between the agencies problematic. According to one interviewee the competitive environment has led to a situation where there is no coherent network established among the HIV-prevention agencies. As the project-based grants are annual, it makes strategic planning problematic, neither does it facilitate the development of strong agencies (NGOs) or sustainable services. Moreover, there are no signs of moving away from the project management ideology in HIV prevention in Estonia at the moment.

These problems should be taken into account before deciding upon closer cooperation between Helsinki and Tallinn in HIV prevention. Considering the current “transitional” context of the central government HIV prevention policy, the role of the City of Tallinn seems to remain important in the field. From the viewpoint of possible Helsinki and Tallinn cooperation, it is clear, however, that the central government should be taken into account as an influential stakeholder.

3.2.4 Existing cooperation between Helsinki and Tallinn

Agents of the Helsinki and Tallinn areas have cooperated in the field of HIV prevention within the HUUTA project. The HUUTA project was executed in Helsinki from January 2004 until July 2007 and in Tallinn from May 2004 until December 2006. The budget of the project in Helsinki was € 576,150 and in Tallinn € 197,778. In Helsinki, the HUUTA project was financed through the city of Helsinki (Social Services Department, Helsinki Health Center, Stadia), the Ministry of Social Affairs and Health, the South-Finland and Estonian INTERREG IIIA and Euregio. In Tallinn, the project was financed through Phare CBC, INTERREG IIIA, Euregio, the Tallinn School of Health Care, TAI and the city of Tallinn. The project aimed at creating a sustainable network between Helsinki and Tallinn social and health care public institutions as well as non-governmental institutions with special attention to the prevention and treatment of drug and infection diseases. The specific goals included strengthening the organization of the stakeholder institutions, training the health care personnel, preparations for the creation of a rehabilitation center for prostitutes in Tallinn and strengthening public awareness of the problem.

In addition to the Helsinki-Tallinn Euregio, the partners from Helsinki were Helsinki Polytechnic Stadia, the Helsinki Department of Social Services, the Helsinki and Uusimaa Hospital District, the Helsinki Health Center, the A-Clinic Foundation, the Vinkki health-counseling unit and NGO Pro-Tukipiste. The Tallinn side partners were Tallinn School of Health Care (Tallinna Tervishoiu Kõrgkool), TAI, MTÜ Eluliin (Life-line NGO), the Tallinn Social Services and Health Care Department.

The project’s achievements included the development of training programs for counseling prostitutes and drug addicts; the development of a new course at Tallinn School of Health Care; producing information materials and booklets and training the customers of Vinkki for peer education. In Helsinki, the project reached around 3500 youngsters at health-promotion theme days at schools and organized 6 information campaigns about the dangers of risk behavior at the Port of Helsinki. The information campaigns reached thousands of passengers. The information material was produced in cooperation with the Tallinn partners; however, similar information campaigns were not held in Tallinn. In addition, the HUUTA project also succeeded in creating a network

between the stakeholders in the HIV and drug prevention between the city regions. The cooperation was and in many cases still is more successful between other partners than the cities (e.g. Tallinn School of Health Care and Helsinki Polytechnic Stadia; NGO Eluliin and NGO Pro-Tukipiste). However, the existing network does not include all relevant stakeholders, and as the HUUTA project demonstrated, the cooperation between city offices is still very modest.

Therefore, it can be concluded that due to several reasons (lack of clear vision, lack of personnel etc.) the cooperation is still incomplete; no systematic cooperation between the cities of Helsinki and Tallinn has been established yet in the field of HIV prevention.

3.2.5 Recommendations for further cooperation

The review of the current status of HIV prevention policies and practice in the two cities reveals their essential development challenges in local, national and international perspective. The (attempted) modes of governance to provide HIV-prevention services are different in the two countries, yet in both cities, the actual work is largely done by NGOs and, in theory, the cities would currently have the greatest possibility to coordinate the service provision. The main difference of the outsourced service provision is that in Tallinn, the HIV-prevention measures are solely based on short-term project funding, whereas in Finland, measures have been contracted out also on a long-term basis providing more continuity. Especially in Tallinn, and to some extent also in Helsinki, the stakeholders have been defined and the network of service providers have emerged only recently and cannot be considered as quite established. At the current stage, there are national guidelines and strategies in both cities (and countries), the effectiveness of which, however, remains unclear. In Helsinki, no local guidelines and strategies have been elaborated on goals, measures and target groups elaborated, which would define how to develop the measures aimed at HIV prevention. In Tallinn, a prevention plan exists, but it will expire by the end of 2007. In addition, the plan does not cover most of the problems described in the earlier sections of this report (e.g. cooperation with central government, need for long-term financing).

Based on this review, we recommend the following measures:

1. Institutionalized cooperation framework

In order to secure ongoing and effective cooperation between the cities, a responsible city official should be appointed accountable for the cooperation and joint-services. In addition, regular meetings between the HIV and drug prevention committees should be scheduled, in order to secure constant and efficient information exchange. As identified by the stakeholders, so far the main obstacle for more profound cooperation has been, with some exceptions, the lack of direct contacts.

A. A round table should be organized to discuss a mutual strategy between Helsinki and Tallinn (or Southern Finland and Northern Estonia).

The round table should be established as a sustainable institution. Each city should nominate a stakeholder to be in charge of the local HIV-prevention network.

In the case of Estonia, the actors for the round table should be the following (in the case of Estonia, these include central government, hospitals and NGOs):

- Tallinn Social Services and Health Care Department
- Ministry of Social Affairs
- National Institute for Health Development
- Aidsi Tugikeskus (AIDS Support Center)

- Sotsiaalrehabilitatsiooni Keskus Loksa (Social Rehabilitation Center Loksa)
- SA Tallinna Lastehaigla (Tallinn Children Hospital)
- AIDSi Ennetuskeskus (AIDS Prevention Center)
- MTÜ Eluliin (Life-line NGO)
- Convictus Eesti
- Eesti HIV positiivsete Ühendus ESPO (Estonian Association of HIV positive people)
- Eesti HIV positiivsete Võrgustik (Estonian Network of HIV positive people)
- Lastekaitse Liit (Estonian Union for Child Welfare)
- Vaimse Tervise Ühing (Estonian Association of Mental Health Organizations)
- Eesti Seksuaaltervise Liit (Estonian Association of Sexual Health Care)
- Ühendus Alkoholivaba Eesti (Association of Alcohol Free Estonia)
- AS Lääne-Tallinna Keskhaigla (Central Hospital of West-Tallinn)

In Helsinki, the participation of the agents of the relevant city departments was considered extremely important (as was their commitment in general). Also, the participation of the third sector organizations was held pertinent because the know-how to deal with HIV-prevention lies within the third sector. The state officials should also be included. The actors to be invited from Helsinki and Finland should be at least the following:

- City of Helsinki Vice Deputy Director responsible for the social and health care services
- Director of Helsinki Social Services Department
- Director of Helsinki Health Center
- Chairmen of the social and health boards
- National Public Health Institute of Finland – KTL Finland (KTL)
- National Research and Development Center for Welfare and Health (STAKES)
- Ministry of Social Affairs and Health (Neighboring/adjacent area cooperation as well as the Health Department)
- NGO Deaconess Institute
- NGO A-Clinic Foundation
- NGO Finnish AIDS Council
- NGO Pro-Tukipiste
- NGO Finnish Body Positive Association

In addition to these, some of the stakeholders also suggested the Immigration services of the Ministry of Labor, the municipal school board and the Aurora Hospital.

B. The round table should lead to a common strategy between the cities

One starting point of cooperation in the Round Table could be the development of a common strategy of HIV prevention between the cities. Alternatively, the individual strategies of both cities should include at least a commonly agreed section dealing with the cooperation issues.

It is worth emphasizing that all the interviewed stakeholders in Helsinki and Tallinn shared the opinion that there should be a common vision, strategy and defined target groups to tackle HIV on a common basis. The most crucial point seems to be the political will and management commitment by the cities. In the case of Tallinn, the emphasis needs to be redirected from one-year projects towards longer-period strategic contracts. As competitive contracting in the field of HIV prevention is not justified theoretically or empirically, the contracting ideology should also be redirected towards cooperative contracting. The tasks and responsibilities as well as the financial framework should also be defined along the strategy.

Activities to be jointly carried out by the cities could include:

- Planning, developing and producing common information for HIV prevention (e.g. what to do to avoid infection, reaching all relevant groups (parents, youth, drug addicted, medical personnel, prostitutes, HIV positive people, citizens of Helsinki/Tallinn etc.) and for HIV positive people (what to do if one is infected, where to get help, what are the support services available etc.)
- Developing and implementing the relevant campaigns and information sources
- Maintaining and updating information sources (web, campaigns, etc.) – continuous information sharing as the main service

2. Common measures

It would be highly important that concrete measures followed the common strategy. The following suggestions for further areas of cooperation are based on the stakeholder interviews made in Helsinki and Tallinn. These ideas can be taken into account when discussing future cooperation. However, the decision should be left for the Round Table participants and specialists.

A. Measures targeted at people traveling between Helsinki and Tallinn (workers, commuters, tourists, etc.)

- Services could be produced and targeted to people traveling between Helsinki and Tallinn. (When planning activities which affect the ship companies or other private companies, they should be taken into account in the planning phase already.)
- The cities could produce common information materials, web pages, campaigns
- There could be more information for those who use the services of a needle exchange unit in their home city in order to find the places in the other city as well. If citizens of Helsinki use the services of Tallinn or vice versa, there should be an agreement between the cities how to deal with the expenses
- A common helpline in three languages (Estonian, Finnish, Russian) in order to get help and advice as quickly as possible

B. Approaches to address immigrants and minorities

- There are Russian-speaking minorities and immigrants in both cities, who have not yet been reached by conventional HIV-prevention activities
- One of the tasks could be creating and developing a common strategy between the cities for reaching these groups. There is lack of know-how, resources and good will for reaching these groups in both cities

C. Sharing information and know-how

- A crucial point in service provision is human resources and know-how. In order to share knowledge and to be able to provide good services, there should be more systematic forums for information exchange, such as best-practice workshops, dialogue forums etc.
- New and innovative methods of HIV-prevention and rehabilitation, for example social theater instead of lecturing

3.3 Joint public procurement

3.3.1 Introduction

One of the activities that may look as a perfect candidate for a closer cooperation between the cities is common public procurement. In addition to the fact that it was one of the most frequently mentioned possibility for a common activity in the survey conducted in both city departments, there are other factors that speak in favor of the proposal. Common consolidated procurement, if carefully designed and implemented, has a potential that may lead to efficiency gains, mainly through capturing economies of scale and establishing greater purchasing power. After applying the latest European Union directives to the national legislation, the Estonian and Finnish municipalities have in general the possibility to cooperate in the EU single public procurement market.

When analyzing the prospects for cooperation in public procurement, the following section stems from three propositions. Firstly, cooperation between the city of Tallinn (procurement unit as well as individual departments) and the existing procurement unit of the city of Helsinki. Secondly, cooperation between the city of Tallinn and the planned common procurement unit of the municipalities of the Helsinki metropolitan area. Thirdly, as Helsinki, together with the cities of Espoo, Vantaa and Kauniainen, is planning to create a common procurement unit, the question whether Tallinn could join in as a fifth partner will be briefly analyzed as well.

3.3.2 Public procurement system in Tallinn

The whole Estonian public procurement model can be described as a decentralized model with some minor hybrid aspects. The role of the central bodies responsible for procurement issues – the Ministry of Finance and Public Procurement Office – is limited to regulation, monitoring and complaints review. The actual procurement decisions and implementation is fully decentralized which in practice means that every local government decides on and is responsible for municipality's and its sub-units' procurement matters. The same holds for central government organizations.

In most cases, including Tallinn, the Estonian local governments have delegated the procurement duties to their departments and agencies (i.e. boards, inspections, centers, independent legal bodies). The procedures for implementing actual procurement vary substantially between municipalities and their agencies. In spite of the fact that in Tallinn, all procurement is done by the individual departments and agencies, there is a central unit created – Public Procurement Bureau – responsible for internal procurement policy-making, monitoring and counseling. The bureau itself is not involved in actual procurement. The policy-making includes the development of internal procedures and documentations for carrying out public purchases. Considering the current situation, there were only few tenders challenged by the suppliers out of more than 1000 tenders in 2006. The first electronic procurement register in Tallinn was developed already in 1997. At the moment, Tallinn is part of the Estonian central electronic Public Procurement Register, which, due to its openness and easy-to-use mode, has been recommended by the SIGMA experts as a role model for other countries. All the internal procurement documentation is available online for the city departments.

There is no reliable data available about the total size of procurement in Tallinn regarding the city budget.

Tallinn is currently working on the plan to develop its own central purchasing center. This central unit would gather together the procurement of certain goods and services, which is currently done by individual departments separately. According to the plan, the procurement center's work will rely on electronic procurement platforms, which are still to be developed by the central government

of Estonia. As the EU regulation for the EU-wide electronic platform has to be adopted by the member states by the end of 2007, the actual establishment of the center will depend on the capability of the central government to establish the nation-wide electronic procurement platform.

On 1 May 2007, the Estonian parliament Riigikogu adopted the latest EU public procurement principles in the national legislation. This, inter alia, includes for the first time the possibility for local governments to carry out consolidated procurement with other public authorities. Therefore, as a principle, there should be no general legal barriers from the Tallinn side for cooperation between the cities.

3.3.3 Public procurement system in Helsinki

In Helsinki, part of the public procurement is implemented centrally and the rest is carried out by individual departments. Centralized procurements are done by the Supplies Department and the Public Works Department's Technical Division. The share of the procurements done by the Supplies Department was 14.5% in 2005. In addition, the Social Services Department, Health Center, Education Department and all the municipally-owned enterprises have their own central procurement units.

In Finland, there has been cooperation in public procurements since the late 1990s. The municipalities of the Helsinki metropolitan region have done voluntary cooperation in form of individual joint procurements and further cooperation has been initiated. According to a proposal of a work group set to investigate possibilities of procurement cooperation of the Helsinki metropolitan area municipalities, the municipalities will investigate the possibility of a common procurement organization after a period of intensified cooperation and development.

The organizational form of the planned common procurement unit of the Helsinki metropolitan area municipalities is going to be a limited company. The establishment of a common procurement organization presumes the harmonization and development of production of services and practices before the organization is established. This will be done during an intermediate phase taking place in the years 2007-2009. If the conditions for a common procurement organization are met, the decision about its establishment will be made in 2009.

During the intermediate phase, the municipalities of the Helsinki metropolitan area will cooperate in the development and competitive tendering. The procurement work group's proposal for development actions that should take place during the intermediate phase include:

- Cooperation in training of experts participating in procurement
- Introduction of common procurement documentation (calls for tenders, contract models etc.)
- Harmonization of procurement procedures and practices
- Making a plan for harmonization of information systems
- Finding a common solution for maintenance of product information
- Preparing a common procurement strategy for the Helsinki metropolitan area municipalities.

It is still not clear which products have the most potential for savings, and the suitability of different products for common procurement is going to be investigated during the intermediate period.

3.3.4 Possibilities for cooperation in public procurement between Helsinki and Tallinn

So far, Tallinn's Public Procurement Bureau has established cooperation links with its Helsinki counterpart and also with other Finnish local governments' procurement units. This cooperation, which can be described as information sharing, is mainly done under the umbrella of the Association of Estonian Cities and the Association of Finnish Municipalities. For instance, twice a

year, Tallinn procurement officials take part in the Finnish public procurement seminars. They also have access to different Finnish public procurement information sources, including network database and Internet lists, which they use extensively.

Taking into account the future cooperation, four perspectives are analyzed concerning joint procurements by the cities:

1. Tallinn could buy services from the procurement system existing in Helsinki or from the planned common procurement organization of the Helsinki metropolitan area municipalities.
2. Tallinn could take part in the procurement cooperation planned between the municipalities of the Helsinki metropolitan area – and would that be reasonable
3. Tallinn and Helsinki (or municipalities of the Helsinki metropolitan area) could cooperate occasionally (case-based)
4. In addition to actual common procurements, the two cities could benefit from cooperation in the development and harmonization of procurement practices.

Since the municipalities of the Helsinki metropolitan area are already cooperating in procurements, the natural way for Tallinn to cooperate with Helsinki would be to participate in the ongoing cooperation.

1. The mode of cooperation where Tallinn would buy procurement service from the procurement system existing in Helsinki or from the planned common procurement organization of the Helsinki metropolitan area municipalities runs into legislative problems. The institutions owned by municipalities can sell procurement service only to their owners; i.e. Tallinn should be one of the owners in order to buy services. This is analyzed in the next sub-section.

2. In order for Tallinn to take part in the common organization, it should participate in cooperation and harmonization during the intermediate period. The conditions that will be applied to the municipalities of the Helsinki metropolitan area would be applied to Tallinn as well.

The biggest potential for savings that could be achieved by cooperation of the Helsinki metropolitan area municipalities is in processes and logistics. The volume of procurements of the Helsinki metropolitan area municipalities is already large, and the work group preparing the metropolitan cooperation believes that no considerable economies of scale can be reached by further increasing the volume. At the same time, according to the estimation of Tallinn representatives, the current volume of Tallinn's procurement is too small to influence the economies of scale of joint-procurement. Furthermore, as was indicated above, in Tallinn, city departments carry out their procurement separately, meaning that the volume of procurement done by a single department would have a small effect on economies of scale when cooperating with the central agency of Helsinki and/or the metropolitan area. It has been estimated, that the savings achieved by increasing the volume of purchases would already be relatively small (1 % of current procurement prices) on the level of the Helsinki metropolitan area compared to savings achieved by centralizing procurements and organization development (10-20 % of the current costs of procurements). The biggest costs of procurement are related to logistics, ordering and distribution, and thus, the biggest potential for savings is there too. The very same costs would probably rise if Tallinn participated.

Consolidated procurement requires careful consideration of diverse stakeholder expectations, which in the current case is even more complicated due to different cultural and developmental issues. Gathering the relevant information may bring along higher transaction costs (incl. communication costs), which in the worst scenario may outdo the expected gains. It should also be taken into

account that the management of cooperation is already demanding on the level of Helsinki metropolitan area. Tallinn's participation would thus be in contradiction to the aim of cooperation to attain savings by more efficient distribution and logistics, and the costs of Tallinn's participation would probably exceed the savings that would be achieved due to the increased volume of procurements. Tallinn has very little experience compared to Helsinki in implementing consolidated procurement within the city and also with other municipalities. One of the reasons has lain within the Estonian public procurement regulation, which up to 1 May 2007 did not include the possibility for local governments to purchase goods and services in cooperation with each other. The other reason is the decentralized Estonian public procurement system as such which by its nature does not favor consolidated purchasing. It should also be noted, that a large volume of procurements should not become an end in itself. In addition to increased costs related to heavier organization, a large volume can also limit the number of potential suppliers to those with enough resources for large scale supply. Hence, although Tallinn's participation might be possible, it is not necessarily an optimal solution.

3. Case-based cooperation could be the most reasonable way to operate. The two cities could cooperate occasionally at present and the same mode of cooperation should work with a larger number of partners as well. This is especially noteworthy in cases of short-notice procurement and when sourcing for very specific goods and services. However, some legislative challenges are faced in the case of occasional cooperation as well. Characteristic of a municipality as compared to a private enterprise is that municipalities are always obliged to operate in the frames of national legislation, whereas private enterprises are able to agree on which country's legislation is to be applied in a case of litigation. Potential legislative problems include the incompatibility of the legislations of the two countries and problems related to jurisdiction and legal protection of citizens and enterprises. Case-based cooperation is already common between Finnish municipalities, but on the national level, the legislative problems are absent. However, similar cases exist where cross-border common procurement has been implemented. For instance Tornio and Haaparanta have carried out common procurement for pipe-lines and in other areas. Nevertheless, in order for Helsinki and Tallinn to cooperate, further groundwork related to legislative issues is needed.

4. Independently of other forms of cooperation, cooperation in the development and harmonization of procurement practices could be beneficial in a number of ways.

First, the harmonization of calls for tenders and contract models would benefit suppliers. It has to be kept in mind that the cities operate under different legal environments when purchasing goods and services. It has been claimed by city of Tallinn officials that Tallinn has much more detailed internal public procurement regulation and documentation than Helsinki. The same holds for public procurement law at the state level. This is mainly due to the more adverse environment that exists in Estonia. Second, Tallinn has a good opportunity for learning by following the development in procurement cooperation taking place in the Helsinki area. For the Helsinki side, it may be beneficial to learn how Tallinn's tender and other procurement documentation is organized (e.g. availability of documents on-line, using the central public procurement on-line register etc.). Third, harmonization is a necessary condition for closer cooperation in any case. If procurement practices and documentation are harmonized at an early stage, there will be an opportunity for closer cooperation if it is considered optimal in the future. Fourth, Tallinn could use the cooperation for developing its environment-friendly procurement processes as this is the area where Helsinki is regarded as much more developed than Tallinn. Therefore, cooperation of Helsinki and Tallinn in developing and harmonizing procurement would be beneficial in the long run.

As came out above, despite the promising ideas, at the current stage of development, the idea of Tallinn becoming a member of the future Helsinki metropolitan area procurement center should be abandoned. Instead, the analysis revealed that the emphasis should be put on cooperation via harmonization and benchmarking as well as case-by-case procurement if considered necessary. From the Tallinn side, the cooperation would be especially relevant in the case of environment friendly procurement. In the future, after the e-procurement platforms are established in both cities (i.e. countries), the cooperation could perhaps involve common e-procurement. Although in general, there should be no legal barriers for the cooperation, as both cities act under the same EU regulation and examples exist of similar cross-border procurement, the question of actual joint procurements would need more detailed legal analysis.

Conclusion

The cooperation links between Finland and Estonia, in particular the capital cities, has been evolving throughout the past 20 years. In order to support the overall well-being of the people on both sides of the Gulf of Finland, the cities of Helsinki and Tallinn have also sought closer cooperation between the public authorities. Several initiatives have been launched, but the concrete cooperation in public tasks has been sporadic so far. The present report shows that there are many fields where the cities could increase their cooperation.

This report has aimed at providing an overview in which service areas the cities of Helsinki and Tallinn could increase cooperation and how. Although there are thousands of different operations the cities carry out, the number of actual examples where the cities could start joint service delivery immediately is limited. There are many objective reasons explaining the situation, including the language barrier, the different division of work between the central and local governments, differences in tax base as well as the regulatory character of many services. Nonetheless, social explanations are also important, most importantly the lack of awareness of how the neighboring city functions and/or lack of interest in possibilities of cooperation among city officials.

The in-depth analysis of the “trail-blazers” (the cases selected after Phase 1) made possible a better understanding about possibilities and obstacles towards concrete cooperation. The HIV prevention case illustrates an important cooperation possibility existing within the service category (social and health services), where overall cooperation possibilities may seem limited at the first hand. Moreover, HIV prevention is a field where the service delivery systems are very different in the cities, where the role of central government, municipalities and civil organizations are not settled down yet and where the language question is sensitive. Nonetheless, an international problem requires an international answer. On both sides of the gulf, the stakeholders’ attitude is that a strengthening of the cooperation is desirable and the report thus offers measures to be implemented rapidly. The idea of common public procurement, on the contrary, led to somewhat different results – what in the beginning might have felt like easy-to-implement cooperation turned out to have a number of counter-arguments and obstacles. Nevertheless, it could be concluded that cooperation would be good in developing the procurement systems further in Helsinki as well as in Tallinn. The issues of common marketing and event management are yet another category. They certainly provide numerous possibilities for new openings making a difference, if the needed commitment is made on the political level, including prioritization and resource allocation.

As the analysis reveals, if the cities want to increase joint delivery of services in the future, strong and sustainable cooperation links must be established first. The earlier attempt to create a cross-boarder HIV prevention network proved the point that sustainable cooperation cannot be built on an ad hoc basis. At the same time, the analysis of “trail-blazers” in the study – HIV prevention together with the city marketing and procurement – showed that cooperation is possible, and it could be very useful. The current report holds the view that the cities need to start with concrete cooperation immediately in order to create examples for other service areas and to facilitate lesson-learning.

The main conclusion of the report is that further cooperation should rely on three main aspects which can be called “the three pillars”. First, the cities should move on from visions to the concrete level of cooperation; the first joint-delivery projects, “trail-blazers”, should be implemented immediately. Second, the cooperation should involve the development of a common strategy in all relevant areas, not only in those analyzed in-depth here. Last but not least, the specific joint-

delivery projects as well as the strategic development must be based on clear political decisions and on targeted and sufficient resource allocations. The need to consciously create a supportive attitude among the city officials – the main agents of implementing cooperation – should be fully acknowledged by the decision-makers and taken into account when building up the cooperation upon the three pillars. If one of the three pillars fails to fulfill its purpose then it is hard to expect the idea of a cooperating city-pair to be sustained very long.

Based on this study, our recommendation for concrete measures to start with are joint campaigns in tourism marketing, research on events the city-pair could seek together and cultural mapping of existing events that could be merged; organizing an expert round-table for HIV prevention; and executing a common procurement case as an experiment (for details, see chapters above).

In addition to concentrating on the “three pillars”, the cities need to pay attention to other relevant aspects as well. Further research is needed in order to find out what would be the proper administrative and political framework of the future cooperation. At the EU level, the first steps have been taken, providing the member states with the opportunity to create independent public legal authorities for such cooperation. Up to the current date, the influence of these kinds of public authorities and other cooperation frameworks is undiscovered both empirically as well as theoretically.

Based on the current study, a launch of another set of more framed trail-blazer studies would also be a good idea, once the ideas of cooperation emerge. The tables produced in this study indicate the hidden potential in number of areas, which would deserve to be studied in more depth. Another approach would be not to start with a particular service but a model of delivery. From this perspective, a crucial area, the potential of which is still to be discovered in the cooperation between Helsinki and Tallinn, is the use of info-communication technology in delivering public services. Opportunities stemming from e-services and e-solutions should be investigated in more detail by future studies. The creation of a common information environment and e-procurement is one of the examples that can be used as subjects for further case studies.

Annex 1- Public Services Provision by the City of Tallinn



Legend for the form of delivery:

TED-Tallinn Environmental Department;
TTD- Tallinn Transport Department;
TCED- Tallinn City Enterprises department;
MESD- Municipal Engineering Services Department;
CPD- City Planning Department;
SYD- Sports and Youth Department;
TCHD- Tallinn Cultural Heritage Department;
TSCHCD- Tallinn Social Services and Health Services Department;
TEduD- Tallinn Educational Department;
TVSD- Vital Statistics Department;
HED- Housing Economy Department;
TLID-Tallinn Land Issues Department;
TMPD-Tallinn Municipal Police Department;
TCAD-Tallinn City Archive Department

Service Category	Functions/ operations	Organ in charge	Form of delivery		Legal obstacles	Organizational obstacles	Financial obstacles	Form of Cooperation	Comments
Environmental services (i.e. monitoring)	<i>Monitoring</i>	TED							
	joint environmental monitoring		in-house, outsourcing	compulsory	Ambient Air Protection Act, Environmental Monitoring Act	yes	no	co-operation (common standard)	different methods for collecting data
	counselling and training		in-house, outsourcing	voluntary	no	no	no	outsourcing, Buying/selling	language problems
	joint informative webpage (for environmental monitoring)		in-house	voluntary	no	no	no	co-operation	
Urban transport									
	<i>Traffic</i>	TTD							
	Traffic control devices, road surface marking		in-house	compulsory	Traffic act	no	no	co-operation (common standard)	legal problems may be severe
	joint informative webpage (for traffic)		in-house	voluntary	no	no	no	co-operation	
	<i>Parking</i>	TTD							
	joint parking system (IT-services, mobile-payment)			compulsory	Local Taxes act, Traffic Act	yes	yes	co-operation (common standard)	
	<i>Public transport</i>	TTD							
	joint tourist ticket (<i>look tourism development</i>)								
	joint public transport network and ticket system			voluntary	Public Transport act; EU law	yes		co-operation	legal problems may be severe, service price in Helsinki may be too high
	joint informative web-page (for public transport)		in-house	voluntary	no	no	no	co-operation	
Economic development	<i>business development</i>	TCED							
	technology parks (Tehnopol in Tallinn), industrial parks		in-house, outsourcing	voluntary	no	no	no	co-operation	

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	counselling and training		in-house, outsourcing	voluntary	no	no	no	outsourcing, Buying/selling	language problems
	innovative cluster development		in-house, outsourcing	voluntary	no	no	no	co-operation	
	joint marketing of Tallinn and Helsinki		in-house, outsourcing	voluntary	no	no	no	co-operation	
	joint international business-oriented projects		in-house, outsourcing	voluntary	no	no	no	co-operation	
	joint informative web page (for entrepreneur and investor)		in-house, outsourcing	voluntary	no	no		co-operation	
	tourism development	TCED							
	joint informative webpage (for tourists)		in-house	voluntary	no	no		co-operation	
	joint tourist ticket (<i>a la</i> Tallinn Card)			voluntary				co-operation	service price in Helsinki may be too high
	consumer protection	TCED							
	joint informative webpage (for consumer protection)		in-house	voluntary	no	no		co-operation	
Municipal services	public green areas	TED							
	maintenance (public green areas, parks)		outsource	compulsory	no	no	no	outsourcing, Buying/selling	cultivate public park trees, expertises
	counselling and training			voluntary	no	no	no	outsourcing, Buying/selling	language problems
	Common property maintenance and public order rules		in-house	compulsory	LGOA	no	yes	co-operation (common standard)	legal problems may be severe
	Common rules for keeping dogs and cats		in-house	compulsory	LGOA	no	yes	co-operation (common standard)	legal problems may be severe
	waste management	TED							
	joint waste management plan		in-house	compulsory	Waste act	no	no	co-operation (common standard)	legal problems may be severe
	joint waste collection, recovery, disposal, treatment (e.g. hazardous waste)		outsource	compulsory	Waste act	no	no	outsourcing, Buying/selling	legal problems may be severe
	counselling and training			voluntary	no	no	no	outsourcing, Buying/selling	language problems

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	joint informative webpage (for waste management)			voluntary	no	no	no	co-operation	
	<i>Animal protection</i>	TED							
	joint register (dogs)		outsource	compulsory	Animal Protection Act	yes		co-operation (common standard)	The public interest is expected to be weak
	<i>Streets maintenance</i>	MESD							
	joint informative web-page (for footpath and cycle track)			voluntary	no	no	no	co-operation	
	counselling and training			voluntary	no	language	no	outsourcing, Buying/selling	language problems
Urban planning	<i>urban planning</i>	CPD							
	comprehensive, thematic, detailed plans		outsourcing	compulsory	Planning Act	yes	yes	buying/selling	service price in Helsinki may be too high
	joint GIS (geographic information system)		outsourcing	voluntary	no	yes	yes	co-operation (common standard)	IT-service, language problems, compatibility
	counselling and training		outsourcing	voluntary	no	language	no	outsourcing, Buying/selling	language problems
Culture, sport, youth		SYD							Although it is compulsory for Tallinn to administrate youth, cultural and sport activities, the specific tasks are not prescribed by law and are voluntary in nature
	Youth camps		Outsourcing		no	yes	no	Selling	Organized by private entities
	Comparative studies on youth		Outsourcing		no	no	Possible; N/A	Cooperation; buying; outsourcing	
	International youth programmes		In-house		no	yes	Possible; N/A	Buying, co-production	Conferences, fairs, training. Opportunity for knowledge transfere Do the cooperation involves EU exchange programs. Lack of knowledge in Tallinn
	Training and counselling		in-house; outsourcing		no	no	no	buying; cooperation	Training and counselling of staff
	"Sport for all" programs		Outsourcing		no	no	no	Co-production	
	Sport events		In-house; outsourcing		no	no	no	Co-production	

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	Summer trainee schemes (Õpilasmalev)		Public enterprise		Labour laws	yes		Selling; co-production	Overloaded programs. Differences in labour laws. Precedent exists from 1970-s when a group from Helsinki participated in this kind of scheme. A small group as a beginning would be sufficient
	Youth information services		In-house		no	no	no	Co-production	
	Sport centres		In-house					Selling	
	Youth centres		In-house					Cooperation	
	Ticket and booking system for museums, theatres, zoo etc		Outsourcing; in-house		no	yes	yes	Cooperation; outsourcing	Webpage as one option. Different organizations involved as an obstacle
	Support of various international events (conferences etc)			Voluntary	no	no	no	Cooperation	E.g. Cultural festivals, medical conferences, sport events taking place in both cities
	Culture events and programs		In-house; outsourcing; cooperation		no	no	no	Cooperation; outsourcing; co-production	
	Theatres	TCHD		Voluntary		Independent nature of organization			Lack of public interest
	Zoo	TCHD		Voluntary		Independent nature of organization			Lack of public interest
	Botanic Garden			voluntary		Independent nature of organization			Lack of public interest
Welfare services		TSHCD		Compulsory	yes	yes	yes		Process highly regulated by the state and through Tallinn's quality standards; may not coincide with Helsinki. Tallinn is free to choose the form of service provision. Large part of services are financed via earmarked funds
	R&D in the area of elderly care		In-house	Compulsory				Co-operation	Ongoing activity

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	Prevention of HIV and drugs use		Outsourcing	Compulsory	yes	yes		Buying? Cooperation	Differences in legal regulation. Tallinn's system is based on contracts. Common methods, information exchange and training as a goal
	Emergency care for uninsured and repatriation		In-house; outsourcing	Compulsory				Co-operation	Co-operation is already going on
	Children protection and information exchange		In-house	Compulsory					Co-operation is already going on
	Training and counselling		in-house; outsourcing	voluntary	no	yes	no	co-operation; buying	Training and counselling of staff
	Procurement		in-house	voluntary	no	no	no	co-operation	E.g. Special equipment for disabled persons
	Information gathering for disabled persons on the accessibility of city environment			Compulsory	no	no	no	Co-operation	To be implemented in the near future
	Elderly care services		In-house; outsourcing	Compulsory	yes	yes	yes	Selling? Co-production?	Language issues. Some services regulated and financed by state; licensing system. Service standards may not be the same
	Services for disabled persons		Outsourcing; in-house agencies	Compulsory	yes	yes	yes	Buying; selling	Service price in Helsinki may be too high; Language issues. Some services regulated and financed by state; licensing system. Service standards may not be the same. Demand for services exceed Tallinn's possibilities
Health services		TSHCD	In-house; public enterprises; outsourcing	compulsory	yes	yes	yes		Regulated, organized and financed by state; minor voluntary activities carried out by Tallinn. Tallinn owns many public enterprises; Estonian health care is organized as semi-market.
	Emergency medical aid		In-house sub-unit	Voluntary	State organized competition for contracts	Tallinn is a competitor in the state wide market	100% state budget	Co-operation	Procurement of equipment
	Info exchange			voluntary				Co-operation	Webpage for citizens
	Tele-medicine and e-medicine projects			voluntary	no	yes	yes	co-operation	

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	Health service projects and programs			Voluntary	no	no	no	Co-operation	Research involving population/needs of both cities
Education		TEduD							
	Vocational education		In-house subunit	Compulsory	yes	yes	yes	Buying/selling; co-production	Language problems; legal problems may be severe. Regulated by state; largely financed by state; Ministry of Education needs to be involved in cooperation. Tallinn owns only one vocational school; state must be included. Per-head funding may limit Tallinn's motivation to buy service
	Higher education				yes	yes	yes	co-operation	Tallinn owns no higher education institutions. Some projects already going on. Should be related to economic development
	Hobby schools		In-house subunit; outsourcing	compulsory	no	yes	Yes, when buying	Buying/selling???	Location specific service
	Basic and general education		In-house agencies	compulsory	yes	yes	yes		Highly regulated by state. Salaries provided by state; administrative costs beared by Tallinn. The public interest is expected to be week. Country specific and language sensitive.
	Language and culture learning			voluntary	no	no	no	Co-production	To facilitate closer interaction of citizens, esp youth. Small groups in the beginning
	Basic school in Helsinki		in-house	Voluntary	yes	yes	yes	Co-production	Ministry of Education should be involved. Initiative of state. Regulation may differ
	Renovation and maintaining school properties		PPP	compulsory					Participation of private enterprizes is voluntary. Cost-effectiveness is not clear
Procurement									
	All areas		in-house	voluntary	no	yes	no	co-operation	Tallinn has pure decentralized procurement system where all agencies carry out procurement on their own. Almost all support services are contracted out

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Excluded service categories									
Family affairs	In corpore	TVSD	In-house	Compulsory					Specific services involving mainly administrative and supervisory tasks
Municipal property	In corpore	HED; TLID	In-house	Compulsory					Specific services involving mainly administrative and supervisory tasks
Public order	In corpore	TMPD	In-house	Voluntary					Specific services involving mainly administrative and supervisory tasks
Heritage Conservation	In corpore	TCAD	In-house	Compulsory					Specific services involving mainly administrative and supervisory tasks
Archives	In corpore	TCA							

Annex 2 - Public Services Provision in the City of Helsinki



Legend for the form of delivery:

- 1 = In-house provision by local government through hierarchical structure and public agencies
- 2 = Service is delivered by public enterprises; the city owns the company (100% ownership)
- 3 = Joint-stock companies
- 4 = Outsourcing (i.e. contracting out) - the city purchases the services from private sector or NGO
- 5 = The service is delivered by the city in co-operation with other municipalities
- 6 = The service is provided by a public-private partnership (PPP)

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Service category	Service (functions/operations)	Organ in charge	Form of delivery	Compulsory or voluntary service	Volume (budget MEUR)	Possibilities to co-operate				Commentary (why)
						1) Sell services to Tallinn (Y/N/M)	2) Buy services from Tallinn (Y/N/M)	3) Produce services together with Tallinn (Y/N/M)	4) Co-operate in something supporting the production of services (Y/N/M)	
	Non-institutional services and home services									
	Child welfare situation assessment									
	Child welfare care plan and making of care plan									
	Child welfare acute social work									
	Child welfare; child and youth social work									
	Parenthood social work									
	Child welfare family work									
	Families with children home service									
	Families with children preventive social work									
	Families with children expert and advice service									
	Teamwork of children, young people and parents									
	Families with children family camps									
	Child welfare support persons									

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Service category	Service (functions/operations)	Organ in charge	Form of delivery	Compulsory or voluntary service	Volume (budget MEUR)	Possibilities to co-operate				Commentary (why)
						1) Sell services to Tallinn (Y/N/M)	2) Buy services from Tallinn (Y/N/M)	3) Produce services together with Tallinn (Y/N/M)	4) Co-operate in something supporting the production of services (Y/N/M)	
	Services of Child Substitute Care, After									
	Whole family care in child welfare institution									
	Child camp holidays									
	Child holidays in family									
	Child welfare training in living									
	Child welfare misuse assessment in institution									
	Child welfare intensive institutional care									
	Child welfare supported housing									

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Service category	Service (functions/operations)	Organ in charge	Form of delivery	Compulsory or voluntary service	Volume (budget MEUR)	Possibilities to co-operate				Commentary (why)
						1) Sell services to Tallinn (Y/N/M)	2) Buy services from Tallinn (Y/N/M)	3) Produce services together with Tallinn (Y/N/M)	4) Co-operate in something supporting the production of services (Y/N/M)	
	Short-term family care / Weekend families									
	Short-term family care / Family care in crisis situation									
	Short-term substitute care in institution									
	Long-term family care									
	Long-term substitute care in institution									
	Work guidance services									
	Other services for families									
	Family counselling office: guidance and									
	Family counselling office: care									
	Expert work of family counselling office									
	Family counselling office research									
	Activities for family with baby									

Net Effect Ltd & TUT

Service category	Service (functions/operations)	Organ in charge	Form of delivery	Compulsory or voluntary service	Volume (budget MEUR)	Possibilities to co-operate				Commentary (why)
						1) Sell services to Tallinn (Y/N/M)	2) Buy services from Tallinn (Y/N/M)	3) Produce services together with Tallinn (Y/N/M)	4) Co-operate in something supporting the production of services (Y/N/M)	
	Family affairs									
	office services									
	Adoption									
	Child maintenance allowance (special cases)									
	Guidance in maintenance and visiting rights									
	Solving paternity									
	Couples and family therapy									
	Conciliation of family matters									
	Account to court									
	Agreement on child maintenance									
	Agreement on alimony (elatusapu)									
	Conciliation of execution of decision/agreement on child									
	Economic support (in case of non-received)									
	Support for plural families									
	Emergency social services									

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Service category	Service (functions/operations)	Organ in charge	Form of delivery	Compulsory or voluntary service	Volume (budget MEUR)	Possibilities to co-operate				Commentary (why)
						1) Sell services to Tallinn (Y/N/M)	2) Buy services from Tallinn (Y/N/M)	3) Produce services together with Tallinn (Y/N/M)	4) Co-operate in something supporting the production of services (Y/N/M)	
	<i>Conciliation of criminal and civil cases</i>									
	<i>Play parks, resident parks, family parks</i>									
	<i>Open activity in play park</i>									
	<i>Club activities for children</i>									
	<i>Afternoon activities for school children</i>									
	<i>"Park auntie"</i>									
	Services for the disabled		1 and 4	c	42	n	n	n	m	Categorically, unless otherwise stated: 1-3) Local character of service, language, culture, system differences; 4) joint development programmes and consultation
	<i>social work</i>									

Net Effect Ltd & TUT

Service category	Service (functions/operations)	Organ in charge	Form of delivery	Compulsory or voluntary service	Volume (budget MEUR)	Possibilities to co-operate				Commentary (why)
						1) Sell services to Tallinn (Y/N/M)	2) Buy services from Tallinn (Y/N/M)	3) Produce services together with Tallinn (Y/N/M)	4) Co-operate in something supporting the production of services (Y/N/M)	
	housing services									
	housing provision									
	advising on design solutions - "functional"		6	v				y	y	3) "Functioning home" is a show-room of design solutions in dwellings for those with physical handicaps (disabled, old-aged etc.). Even the current place could serve both cities, if the language question is solved. The concept has been exported to St Petersburg.
	home care									
	transport service		4	c					n	local, outsourced
	Services for the mentally disabled		1 and 4	c	56	n	n	n	m	Categorically, unless otherwise stated: 1-3) Local character of service, language, culture, system differences; 4) joint development programmes and consultation
	Social work									
	Housing and family care services									
	Work and day activities for mentally disabled									
	Institutional services									
	Home care									
	Support for caring close relatives (ormaiashoidon)									
	Services for the elderly		1 and 4	c	155	n	n	n	m	Categorically, unless otherwise stated: 1-3) Local character of service, language, culture, system differences; 4) joint development programmes and consultation

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						1) Sell services to Tallinn (Y/N/M)	2)Buy services from Tallinn (Y/N/M)	3) Produce services together with Tallinn (Y/N/M)	4) Co-operate in something supporting the production of services (Y/N/M)	
	<i>Social work and contact work units</i>									
	<i>Service centres</i>									
	<i>recreational services</i>									
	<i>Day activity units (for elderly living at home)</i>									

Net Effect Ltd & TUT

Service category	Service (functions/operations)	Organ in charge	Form of delivery	Compulsory or voluntary service	Volume (budget MEUR)	Possibilities to co-operate				Commentary (why)
						1) Sell services to Tallinn (Y/N/M)	2) Buy services from Tallinn (Y/N/M)	3) Produce services together with Tallinn (Y/N/M)	4) Co-operate in something supporting the production of services (Y/N/M)	
	e.g. transportation, meal service, physical			c						
	Housing (institutional care for the elderly)			c						
	Service houses		1 and 4	c						
	Old-age homes		1 and 4	c						
	Home help services, support services for			c						
	In addition: Education of the personnel (Department)		1	c			y			3) Common courses to educate the personnel (and prevent labour shortage)
	Substance misuse care		1 and 4	c	30,5	n	n	m	m	Categorically, unless otherwise stated: 1-3) Local character of service, language, culture, system differences; 4) joint development programmes and consultation. Exception: 3-4) Substance misuse care in closed institutions, but with attendants/nurses speaking ones mother language
	Preventive substance misuse care		1 and 4	c						
	(..) Immigrants as a specific target group		1 and 4	c				m	m	3) Some materials already in Russian and in Estonian; however, the preventive work is also culture related
	Co-operation in areas adjacent to Finland		1 and 4	c				y	m	3) The measures target to prevention of drug use and infectious diseases (in-directly, this helps preventing spreading of HIV-infection in Helsinki)
	Living allowance (toimeentulotuki)		1 and 4	c	94				n	allowance
	Integration allowance (for unemployed immigrants,			1 c						
	Other social care		1 and 4	c	44	n	n	n	m	Categorically, unless otherwise stated: 1-3) Local character of service, language, culture, system differences; 4) joint development programmes and consultation

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						1) Sell services to Tallinn (Y/N/M)	2) Buy services from Tallinn (Y/N/M)	3) Produce services together with Tallinn (Y/N/M)	4) Co-operate in something supporting the production of services (Y/N/M)	
	<i>Debt counselling</i>			c					m	Particularly suitable for transmitting the knowledge
	Common support services		1 and 4	c						
	Employment services		1 and 4	c	16	n	n	n	m	Categorically, unless otherwise stated: 1-3) Local character of service, language, culture, system differences; 4) joint development programmes and consultation
	<i>employment services for the long-term unemployed work</i>			c						
	<i>rehabilitation services</i>			c						
Health Services										
Basic health care		Health Centre (terveyskeskus)	1	c, additional services v	910	n	n	n	n	Categorically, unless otherwise stated: different health care system, language, local service
	Local health station		1	c		n	n	n	n	
	<i>basic health care</i>		1	c						
	<i>maternity and child welfare clinic</i>		1	c						
	<i>health care for school pupils and students</i>		1	c						

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						1) Sell services to Tallinn (Y/N/M)	2) Buy services from Tallinn (Y/N/M)	3) Produce services together with Tallinn (Y/N/M)	4) Co-operate in something supporting the production of services (Y/N/M)	
	<i>specialised medical care services for children</i>		5	c						
	<i>occupational health care</i>		1	c						
	<i>Emergency duty</i>		1	c		n	n	n	n	
	<i>Emergency duty in local health stations</i>		1	c						
	<i>Emergency polyclinics</i>		1 and 5	c						
	<i>ambulance services</i>		1, 4 and 5	c						
	<i>Health centre hospitals</i>		1	c						
	<i>Polyclinics for specialised care</i>		5	c						
	<i>Hospitals for long-time care</i>		5	c						
	<i>Psychiatry</i>		1 and 5	c		n	n	n	n	
	<i>treatment of out-patients</i>		1 and 5	c						
	<i>Dental care</i>		1	c		n	n	n	n	
	<i>Home nursing</i>		1	c		n	n	n	n	

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Specialised medical care		The Hospital District of Helsinki and Uusimaa			409					
	specialised medical care		2	c		m				
	support services		2	c						
	procurement		2	c				m		
Rescue services	Operative activities	Rescue Department	1	c	43,3	n	n	m	m	1 and 2) Buying and selling do not fit with the character of activity; 3) the units in the two cities could act as a "reserve" for each other, if a general agreement is made; 3) there could be possibilities for joint education; 4) In operative action the co-operation is arranged through FRF-troops (state-activity, the ministry decides)
	Risk management		1	c		m	m	n	m	1-2) in principle yes; 4) Consulting regarding safety planning of buildings
	Technical section		1	c		n	n	n	n	Bound to operational actions
Support services	Catering - service	Service Center - Palmia	2	v	92,3	m	m	m	m	On commercial basis; 1) Catering -service between the cities might be arranged this way (very large scale)
	Property maintenance services		2	v		n	n	y	y	Would be possible through joint ventures possible, distance is a problem with buying/selling, knowledge about the city and weak profitability are likely to restrict
	Cleaning services		2	v		m	m	m	m	Outsourcing between cities and co-operation larger than usual cleaning contracts possible; daily service unlikely to be economically reasonable
	Security services		2	v		n	n	y	y	Possible through joint ventures, but distance is a problem with buying/selling, also knowledge about the city and weak profitability are likely to restrict

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Environmental administration	Control of food hygiene	Centre of the Environment	1	c	11,4	n	n	n	n	in Estonia, the state is responsible for the food hygiene control
	Consumer advise		1	c		n	n	n	n	Will be transferred from the city of Helsinki to the state
	Laboratory activities		5 (from the beginning of	c		m	n	n	n	1) From year 2008 onwards a laboratory jointly owned by the four local authorities of the Helsinki metropolitan area and working in commercial basis. The accredited laboratories are experienced in air protection and analytics on contaminated soil.
	Promoting a healthy and stimulating living		1	c		m	m	m	m	Various forms are possible, given that Tallinn is able to deliver expertise. The city of Helsinki lacks resources (manpower) in this field.
Procurement	Arranging competitive bidding for goods and	Supplies Department	1	c	10,6	m	m	m	m	A common procurement unit of the four local authorities of the Helsinki metropolitan area will possibly be established in 2010. Inclusion of the city of Tallinn might be possible.
	Procurement for other units		1	v		m	m	m	m	
	Logistical services		1 and 4	v		n	n	n	n	Distance is a problem. (It is good to incorporate logistics in procurement.)
	Skeletal agreement		1	v		m	m	m	m	A common procurement unit of the four local authorities of the Helsinki metropolitan area will possibly be established in 2010. Inclusion of the city of Tallinn might be possible.
Tourism Marketing			1 and 4	c		n	n	m	m	Shared marketing of the two cities is possible. The challenge is, however, that the tourists visiting the cities usually stay only for a short time. Shared marketing should aim to reach a new segment of tourists.
Business Marketing			2/5	c		n	n	m	y	3) Shared marketing is already done in the form of Helsinki - Tallinn - St. Petersburg - marketing. The increase of co-operation in other fields should precede the increase of shared marketing of the two cities. 4) Exchange of ideas etc.

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Support services	Renting textiles	Helsinki Textile Services	1	c	5,6	m	m	m	m	Everything in this category: decided on commercial basis with certain limitations
	Laundry services		1	c		m	m	m	m	
	Repair and marking services		1	c		m	m	m	m	
	Transport to customers		1	c		m	m	m	m	
Public works	Construction services	Public Works Department	1	v	278,2	m	m	m	m	Everything in this category: decided on commercial basis with certain limitations
	Maintaining streets and parks		4	c		m	m	m	m	
	Environmental construction and maintenance		1 and 4	c		m	m	m	m	
	Producing technical services		1 and 4	v		m	m	m	m	
	Producing architect services		1	v		m	m	m	m	

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Urban planning	General planning	City Planning Department	1	c	21	n	n	n	m	1-3) Tightly connected with the city's own planning process; 4) consulting in implementation of the matrix-system and development of indicators
	Preparations for detailed plans		1	c		n	n	n	n	Tightly connected with the city's own planning process
	Development of traffic systems		1	c		m	m	m	m	Works partly on commercial basis
	Planning of traffic lights and traffic telematics		1	c		m	m	m	m	Works partly on commercial basis
Public Transportation	Public transportation: tram and metro lines	Helsinki City Transport	1	v	213,3 (lv)	n	n	m	y	The services include in basic services and follow the urban structure. Co-operation is possible in terms of a common ticket etc.
	public transportation: bus lines, competitive		4	v		n	n	n	m	Tightly connected with the city's own traffic planning. The use of a common ticket could be possible, however.
	construction and maintenance of rail network		1	v		y	y	m	m	Some maintenance services has already been bought from Tallinna Trammikoondis

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Education										
Basic Education		Education Department			449,6					
	Finnish Comprehensive Schools	Basic Education Division	1	c		n	n	m	y	
	Swedish Comprehensive Schools	Swedish Education Division	1	c		n	n	n	y	
Upper Secondary Education		Education Department								
	Swedish Upper Secondary Schools	Swedish Education Division	1	v		n	n	n	y	
	Swedish Upper Secondary Schools for Adults	Swedish Education Division	1	v		n	n	n	y	The need will grow in the areas of adult education and immigrant education. Shared courses could be possibilities, also through the Internet. Joint development projects are possible.
	Finnish Upper Secondary Schools	Youth and Adult Education Division	1	v		n	n	n	y	
	Finnish Upper Secondary Schools for Adults	Youth and Adult Education Division	1	v		n	n	n	y	The need will grow in the areas of adult education and immigrant education. Shared courses could be possibilities, also through the Internet. Joint development projects are possible.
Vocational Education		Education Department								
	Vocational Institutions	Youth and Adult Education Division	1 and 6	v		n	m	m	m	Due to the current lack of supply of vocational education in Helsinki education could be bought from Estonia. In the future joint production or selling education could be possible. However, the state has authority over vocational education, which means that the matter does not depend only on the municipalities (Law on vocational education). It might also be possible to organise jointly supplementary education in special fields.
	Apprenticeship Training Bureau	Youth and Adult Education Division	1	v		m	m	y	y	Finland has solid know-how with regards to education, Estonia has solid vocational know-how in specialised fields. Estonia has shown an interest in apprenticeship training, an area in which they do not have their own tradition.
	Young Peoples' Workshops	Youth and Adult Education Division	1	v		m	m	y	y	3) Joint courses are possible, 4) Joint development projects and sharing know-how, expert exchange and youth exchange, 1) ja 2) These could also be bought and sold, but perhaps the situation would be better suited for collaboration.

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Education: Administration and Development										
	Information and Planning Services Center	Administration and Development Center	1	v		n	n	y	y	Collaboration regarding evaluation and comparison is possible. Helsinki is making comparisons to other municipalities in Finland, but should be comparing with other metropolises. Making comparisons is difficult as the structures are different.
	Financial Services Center	Administration and Development Center	1	v						
	Personnel and Legal Services Center	Administration and Development Center	1	v						
	Real Estate and Procurement Services Center	Administration and Development Center	1	v		n	n	m	m	3-4) procurement
	IT Services Center	Administration and Development Center	1	v						
	Media Centre Center	Administration and Development Center	1	v		y	m	m	m	1) Development work and courses could be sold more extensively.
Adult education										
		Finnish Adult Educational Centre	1	v						
	All-round education (?) for adults		1	v						
	Vocational adult education		1	v						
		Swedish Adult Educational Centre	1							
	All-round education (?) for adults		1	v						
	Vocational adult education		1	v						

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		Helsinki Polytechnic								
	Basic education to obtain a degree		1	v		n	n	m	y	1), 2) Only education that does not lead to degree can be sold currently. 3) It is possible to produce courses and degree programs in co-operation. 4) Shared development projects have been carried out on regular basis
	Adult education to obtain a degree		1	v		n	n	m	y	1), 2) Only education that does not lead to degree can be sold currently. There could be demand in Estonia. 3) It is possible to produce courses and degree programs in co-operation in future. 4) Shared development projects have been carried out on regular basis
	Supplementary education		1	v		m	m	m	y	1), 2) Complementary education can be sold.
	Research and development		1	v		m	m	y	y	Shared development projects, co-operation in research etc.
	Publishing		1	v		m	m	m	m	
Cultural Administration		City of Helsinki Cultural Office			11					
	Awarding grants and funding, supporting		1	v		n	n	n	n	Productions are supported by funding in which case the productions receiving funding collaborate themselves. The problem is that actual grants have not been allowed to be given to productions leaving the town. This should be made symmetrical.
	Developing urban culture		1	v		n	n	m	m	Cultural centres have exchanged programmes. Estonia does not have municipal cultural centres, but instead the private sector acts as the provider. It is crucial to recognise the right partner.
	Renting facilities for programme activities and Organising programmes		1	v		n	n	n	n	Bound to place
	Cultural marketing		1	v		n	n	m	y	3-4) Big events could collaborate or new events could be organised together. Economies of scale. 4) Discussions mapping out possibilities for collaboration have taken place, and potential areas of collaboration have been brought to the table. As regards merging the cultural audiences of towns, areas of collaboration should be communication, marketing and joining together systems for ticket sales. Also joint tourism-related marketing.

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Museums										
		Helsinki City Art Museum								
	Organising exhibitions		1	v		n	n	n	m	Collaboration is possible regarding touring exhibitions if there is an agreement about the content and if the Tallinn's side possess required resources.
	Museum pedagogical activities		1	v		n	n	n	n	Characteristically local and language related service.
	Maintaining collections		1	v		n	n	n	n	
	Public art		1	v		n	n	n	m	Joint development and consultation
	Regional museum activities		1	v		n	n	n	n	This activity is targeted at counties.
	Conservation		1	v		m	m	m	m	Conservation is measured for the needs of Helsinki. From their point of view, the costs of transporting works of art is likely to exceed the savings if the conservation would be done in Tallinn.
	Publications		1	v		n	n	n	n	Publications are for the museum's own exhibitions and related to Helsinki.
	City Museum	City Museum	1	v	6,5	m	m	m	y	The city museums of Helsinki and Tallinn co-operate already. The measures include personnel exchange, as well as meetings, exchange of information and skills. From their point of view, Helsinki could perhaps buy conservation from Tallinn.

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Helsinki Philharmonic Orchestra		Helsinki Philharmonic Orchestra			10					
	Bureau of the Helsinki Philharmonic Orchestra		1	v						
	Helsinki Philharmonic Orchestra		1	v						
Libraries	Helsinki City Library	Helsinki City Library	1	v	40					
Youth Work	Youth Department	Youth Department	1	v	24,2	n	n	y	y	There has already been youth exchange and common education. It is considered that some supplementary education for staff could be arranged in co-operation.
Urban Research and Statistics		City of Helsinki Urban Facts			5,9					
Archives	City Archives		1	v		n	n	m	m	
Research	Urban Research		1	v		n	n	y	y	
Statistics and Information	Statistics and Information Services		1	v		n	n	y	y	
	Publications		1	v		n	n	y	y	

Net Effect Ltd & TUT

Service category	Service (functions/operations)	Organ in charge	Form of delivery	Compulsory or voluntary service	Volume (budget MEUR)	Possibilities to co-operate				Commentary (why)
						1) Sell services to Tallinn (Y/N/M)	2) Buy services from Tallinn (Y/N/M)	3) Produce services together with Tallinn (Y/N/M)	4) Co-operate in something supporting the production of services (Y/N/M)	
Sports Facilities and Outdoor Activities		Sports Department			66,4					Categorically, unless otherwise stated: the services are characteristically local
	Sports Facilities		1	v		n	n	n	n	
	Maintenance of Outdoor Recreation Areas		1	v		n	n	n	n	
	Supervised Sports		1	v		n	n	n	n	
	Boating		1	v						
	Fishing		1	v						
	Matters Related to Subsidies and Support		1	v		n	n	n	n	
	Marketing and Information on Sports Services		1	v		n	n	n	n	

Net Effect Ltd & TUT

Service category	Service (functions/operations)	Organ in charge	Form of delivery	Compulsory or voluntary service	Volume (budget MEUR)	Possibilities to co-operate				Commentary (why)
						1) Sell services to Tallinn (Y/N/M)	2) Buy services from Tallinn (Y/N/M)	3) Produce services together with Tallinn (Y/N/M)	4) Co-operate in something supporting the production of services (Y/N/M)	
Human Resources Management		Human Resources Department	1	v						
Helsinki Zoo		Helsinki Zoo	1	v	5,5					

Annex 3 - The list of interviewed professionals

HELSINKI

Phase 1

Färin Elise, Specialist, Helsinki Social Services Department
Halonen Kari, Marketing Director, City of Helsinki Tourist and Convention Bureau
Höylä Sari, Coordinator, City of Helsinki Youth Department
Kansanen Pekka, Environment Director, City of Helsinki Environment Centre
Kujala Mikko, Chief Executive Officer, City of Helsinki Textile Service
Lahdenranta Matti, Chief Executive Officer, Helsinki City Transport
Lahti Markku, Director of the Strategic Urban Planning Division, city of Helsinki City Planning Department
Lamminmäki Jorma, Procurement Director, City of Helsinki Supplies Department
Lankinen Sylva, Development Manager, City of Helsinki Education department
Laurila Tatu, Chief Executive Officer, Helsinki region Marketing Ltd
Lehtokangas Kari, Rescue Commander, City of Helsinki Rescue Department
Nuutinen Anja, Director of Administration, Helsinki City Museum
Olli Seppo, City Treasurer, Helsinki Economic and Planning Centre
Piepponen Anna Kaarina, Director of Administration, Helsinki City Art Museum
Poutanen Olli-Pekka, Director, City of Helsinki City Planning Department
Raunila Marjatta, City Secretary, City of Helsinki Administration Centre
Rasilainen Matti-Pekka, Chief Executive Officer, City of Helsinki Public Works Department
Sermilä Paula, Development Director, City of Helsinki Education Department
Simoila Riitta, Development Director, Helsinki Health Centre
Taskinen Tarja, Work Shop Manager, City of Helsinki Education Department
Timonen Pekka, Cultural Director, City of Helsinki cultural Office
Toukonen Marjaleena, Development Director, City of Helsinki Social Services Department
Tuominen Juha, Chief Administrative Physician, Hospital District of Helsinki and Uusimaa
Vuontisjärvi Tero, Development Manager, City of Helsinki Education Department
Värtelä Antti, Chief Executive Officer, Palmia

Phase 2

Halonen Kari, Marketing Director, City of Helsinki Tourist and Convention Bureau
Sipilä Leena, Convention Director, City of Helsinki Tourist & Convention Bureau
Timonen Pekka, Director, City of Helsinki Cultural Office
Vältilä Risto, Managing Director, Helsinki Expert Ltd

Björkenheim Corinne, Managing Director, AIDS Council
Hällström Lotta, Coordinator of AIDS/HIV-work, Red Cross Finland
Juvas Kimmo, International Aid Analyst, Red Cross Finland
Nordman Roger, Development Consultant, Helsinki Social Services Department
Puro Päivi, Director of the Helsinki Vinkki, A-Clinic Foundation
Salminen Mika, Laboratory Director of the HIV Unit, National Public Health Institute of Finland -
KTL
Seppelin Markus, Chief Counsellor, Ministry of Social Affairs and Health

Simoila Riitta, Development Director, Helsinki Health Centre
Vänskä Maj-Lis, Project Manager of the HUUTA project, Helsinki-Tallinn EUREGIO

Hilakari Raili, Director of Strategic Procurement, City of Espoo Administration Centre
Lamminmäki Jorma, Procurement Director, Procurement Centre of the City of Helsinki
Saarinen Kirsi-Maria, Legal Council, Procurement Centre of the City of Helsinki

Pertti Vanne, Head of Office, City of Helsinki Economic and Planning Centre

TALLINN

Phase 2

Jaanus Mutli, Vice-mayor of Tallinn City Government
Kairi Teniste, Head of Tallinn City Enterprise Department
Evelin Tsirk, Head of Tallinn City Tourism Office & Convention Bureau, Tallinn City Enterprise Department
Mart Repnau, Head of business developing bureau, Tallinn City Enterprise Department
Vahur Keldrimaa, Head of Tallinn Social Services and Health Care Department
Ene Tomberg, Deputy Head, Tallinn Social Services and Health Care Department
Urmel Reinola, Senior Expert, Tallinn Social Services and Health Care Department
Triinu Tikas, Chief Specialist (HIV/AIDS), Ministry of Social Affairs
Ain Aaviksoo, Chairman of the Board, Director of Health Policy Program of PRAXIS think tank
Riina Raudne, Terve Eesti SA
Merle Krigul, Secretary General of Helsinki-Tallinn EUREGIO
Kristjan Kaunissaare, Project coordinator for the HUUTA project under Helsinki-Tallinn EUREGIO
Klen Vanatoa, Project assistant for the TICKET project under Helsinki-Tallinn EUREGIO
Leili Juursoo, Legal Counselor, Public Procurement Bureau of the City of Tallinn

The list of Departments answered to the questionnaires

Phase 1

Tallinn Environmental Department
Tallinn Transport Department
Tallinn City Enterprises Department
Municipal Engineering Services Department
City Planning Department
Sports and Youth Department
Tallinn Cultural Heritage Department
Tallinn Social Services and Health Services Department
Tallinn Educational Department
Vital Statistics Department
Housing Economy Department
Tallinn Land Issues Department
Tallinn Municipal Police Department
Tallinn City Archive Department

Phase 2

Tallinn City Enterprise Department

Tallinn Social Services and Health Services Department

Tallinn Cultural Heritage Department