D3.2 SUMMARY REPORT OF THE WORKSHOPS

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EXECUTIVE SUMMARY

The peer-to-peer workshop series was organized as a part of the Horizon 2020 project UserCentriCities (referred to as UCC from now on) during the period from October 2021 to January 2023. The peer-to-peer workshops aimed to support to the practitioners involved in the service design and delivery process in cities and regions to improve the user-centricity of their current and future services. The workshops provided a mechanism for continuous support and learning during the project and enabled the community building around the topic of user-centricity to support the sustainability and collaboration activities after the UCC project.

Altogether, five workshops were organized during the UCC project of which the two first were completely online and the remaining three hybrid. Each workshop was co-organized by one of the partner cities and VTT and the theme was decided in collaboration, based on the needs and ideas of the organizing city. The themes and co-hosts of the workshops were as follows: 1) The city of Murcia: "Tools to design, develop, deliver and evaluate user-centric digital services", 2) IE Center for C-Centricity: "Measuring citizen satisfaction", 3) The city of Espoo: "The future of digital services and future citizens", 4) The city of Milan: "Co-creation tools for user-centric design" and 5) The city of Rotterdam: "Social impact by designing inclusive public services". Each workshop included at least two keynote presentations from practitioners and researchers in the fields of service design in the public sector. After the keynote speeches, an interactive peer-to-peer workshop with discussions and sharing experiences was organized.

To support and continue the peer-to-peer learning on user-centric service design and among a wider audience, the results of the workshop series will be summarised in a brochure, that will be disseminated widely among the partner and associate partner cities. They are encouraged to share the brochure inside their organisations to reach their service designers and developers. Besides, project leaders Lisbon Council, Eurocities and VTT will disseminate the brochure in their networks. The brochure aims to give insights into the discussions started during the workshops and to support the everyday work of the practitioners in the cities with relation to service design and user-centricity.

1. INTRODUCTION

The digital transformation activities of European cities are at different stages, which is why it is important to harness the learning potential and knowledge exchange of UserCentriCities (UCC) project partners to help incorporate the user-centricity principles of the Tallinn Declaration in digital service provision. During the UserCentriCities project five peer-to-peer workshops were organized, as online, hybrid and face-to-face events. The workshops provided a mechanism for continuous support and learning during the project. Besides, they enabled the cities to take an explorative approach to user-centric topics and service design by engaging in discussion and sharing experiences on topical issues related to the design of digital services in cities. The goal of the workshops was also community building around the topic of user-centricity to support the sustainability and collaboration activities after the UCC project.

This report provides an overview of the contents of the workshops and summarizes the lessons learnt in each workshop. The purpose of the report is to summarise the workshops' findings and act as a starting point for disseminating the knowledge gained in the workshops to a wider audience. The report will start with a review of the purpose and outline of the peer-to-peer workshops. After that, each workshop's contents and results will be presented and discussed. Finally, concluding remarks will be put forward, together with the dissemination plan of this report.

2. THE PURPOSE AND OUTILNE OF THE PEER-TO-PEER WORKSHOPS

The peer-to-peer workshops are part of WP3, focusing on **support and learning**. The objective of WP3 is to support the practitioners involved in the service design and delivery process in cities and regions to improve the user-centricity of their current and future services. This has been done by creating a service design toolkit (T3.1), compiling an online best practice repository of user-centric services (T3.3.) and organizing peer-to-peer workshops (T3.2). Thus, T3.2 consisted of organizing and delivering a series of workshops with the support of external experts, in the form of keynote presentations related to citizen-centric service design in the public sector. According to the Grant Agreement, the workshops were expected to be held face-to-face, with a possibility to participate also online, however, due to the COVID-19 pandemic and travelling limitations during 2020-2021, the original plan and form of the events needed to be modified.

Altogether, five workshops were organized during the UCC project by VTT and consortium partners, of which the two first ones were completely online and the remaining three hybrid. The workshops were planned to include a "partner only" and a "public" part, but the first two online workshops were held only for the UCC partners due to the challenges of COVID-19. The final workshop acted as a summary event, compiling together the outcomes of all workshops held during the project. To share the knowledge gained during the process and to enable a wide utilization of the lessons learned, the workshop learning will be summarised in a brochure, that will be disseminated widely to city representatives engaged in digital service development (see chapter 6).

All workshops were planned and organized in collaboration with a UCC partner and VTT. The theme for the workshop was decided based on discussions with the responsible partner to match the topical issues of the cities and the UCC project. Each workshop began with two keynote speeches by outside experts recruited by the UCCs partner. The keynote speaker's topics touched upon themes found very relevant and under development by the cities related to designing better digital services for citizens. The workshop parts followed the keynote speeches and focused on diving deeper into the city representative's experiences and views on the topics. The workshops also included discussions around other current issues related to the UCC project, for example, the development of the service design toolkit. For the first two online workshops, a digital platform, Howspace, was used to help with digital facilitation and online workshop engagement. Howspace was available under a VTT license and required no additional funding from the project.

Once the COVID-19 travelling restrictions were over, the UCC project was able to organize onsite events. The locations were Espoo, Finland; Milan, Italy; and lastly Rotterdam, The Netherlands. For the Espoo and Milan events, the UCC participants were able to combine their trip also with other relevant events related to city developments; the Eurocities Annual Conference and UserCentriCities Award ceremony held in Espoo, and the Milan Digital Week held in Milan. Prior to the Espoo event, a citizen workshop was also held among young Espoo citizens. A part of the Milan event was also open to the public as a part of the official programme of the Milan Digital Week. The public event/session was titled *Embedding User-Centric Design in local government operations* and included presentations by the UCC partner and associate partner cities on their experience and challenges in integrating user-centricity into their operations. A summary of the outline for all peer-to-peer workshops is shown in table 1.

	WORK-SHOP THEME	HOST	EXTERNAL EXPERT(S)	TIME AND LOCATION	NO. OF PARTICI-PANTS	CITIES REPRESENTED
1	Tools to design, develop, deliver and evaluate user-centric digital services	City of Murcia in collaboration with VTT	• Juan Fernando Hernández Piernas, Council member for European programmes, municipal initiatives and public domain of Murcia Municipality • Ilkka Mäkitalo, CEO of Howspace	October 5th 2021 Online	17	Murcia Espoo Rotterdam Milan Emilia Romagna Gothenburg
2	Measuring Citizen Satisfaction	IE Center for C-Centricity, Madrid in collaboration with VTT	• Professor Dr. Gildo Seisdedos, Director of IE Center for C-Centricity in Madrid • Dr. Alfonso Vegara jr., Founder and Group President for Metropoli Foundation	February 15th 2022 Online	20	Madrid Espoo Helsinki Gothenburg Antwerp Rotterdam Ghent Emilia Romagna Porto
3	The future of digital services and future citizens	City of Espoo in collaboration with VTT	• Päivi Sutinen, Director for City as a Service Development in the city of Espoo • Pauli Komonen, Senior scientist for corporate strategy and foresight at VTT Technical Research Centre of Finland	June 7th 2022 Espoo, Finland + Online	26	Espoo Helsinki Rotterdam Milan Emilia Romagna Brussels Madrid Tallinn
4	Co-creation in the public sector	City of Milan in collaboration with VTT	• Professor Paolo Coppola, Board for Digital Transformation • Dario Manuli, City of Milan, Director CRM Arena	November 11th 2022 Milan, Italy + Online	23	Rotterdam Tallinn Espoo Riga Milan Emilia-Romagna Arezzo
5	Social impact by designing inclusive public services	City of Rotterdam in collaboration with VTT	• Victor Zuydweg - Founder of 'Gebruiker Centraal' the Dutch equivalent of UCC • Ruut Veenhoven - Emeritus professor 'Social conditions for human happiness'	January 26th 2023 Rotterdam, The Netherlands + Online	73	Rotterdam Espoo Tallinn Milan Utrecht Emilia-Romagna *Additional cities participated online*

Table 1. Summary of the outline for all peer-to-peer workshops.

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3. CONTENTS AND RESULTS OF THE PEER-TO-PEER WORKSHOPS

3.1   THE FIRST ONLINE WORKSHOP: "TOOLS TO DESIGN, DEVELOP, DELIVER AND EVALUATE USER-CENTRIC DIGITAL SERVICES"

The first peer-to-peer workshop was organized on 5th October 2021 in collaboration between the city of Murcia and VTT. The theme of the workshop was "Tools to design, develop, deliver and evaluate user-centric digital services". The theme was chosen based on discussions with the UCC city partners. In addition, it complemented the planning phase of the User-centricity toolkit (T.3.1). Due to the effective COVID-19 restrictions, the entire event was held online, via Teams. 17 UCC partners from Murcia, Espoo, Rotterdam, Milan, Gothenburg and Emilia-Romagna region participated in the event.

KEYNOTE SPEECHES

The workshop started with a welcoming introduction and a video from the city of Murcia. After that, Juan Fernando Hernández Piernas, Council member for European programmes, municipal initiatives and public domain of Murcia Municipality, gave a welcoming keynote speech on behalf of the city of Murcia.

The second keynote speaker was Mr. Ilkka Mäkitalo, the CEO of the company Howspace, who talked about creating their user-centric product – Howspace – an online tool, which can be utilized for co-creative workshop sessions in the public and private sector. The topic was very relevant during the time of COVID-19, as face-to-face contact was limited due to various restrictions – how to enable co-creation and engagement in an online setting?

Picture 1. Mr. Ilkka Mäkitalo, the CEO of Howspace.

In his speech, Ilkka Mäkitalo presented Howspace, which is a platform tailored for collaborative work and co-creation processes. Its tenet relies on Mr Mäkitalo's acute phrasing: 'How to be heard in a way

that matters?' Howspace is a creative tool where users can interact around presentations using sticky-notes, live polls and surveys, pictures, and videos. The process is as intuitive as possible: once you are invited to the platform, you are one click away to be in the middle of the process and ready to take part in the journey. During the pandemic, co-creation tools have largely been developed by many actors. Howspace added value is to enable the co-creation process by bringing the artificial intelligence (AI) aspect? . There, AI is integrated to create real-time surveys, and interactive activities, all of that in different languages.

During his presentation, Mr Mäkitalo pointed out many user-centricity principles that can be applied to the public sector. The first one is participation as a journey. The co-creation process is as important as the result. Mr Mäkitalo also made the parallel between the two audiences that play their part in such a digital tool: the facilitators who design the processes, and the users. It poses a two-pronged challenge: enabling the facilitators with tools to create the journey they want to set up and keeping it simple for the participants. Other principles that echo in the user-centricity world are noiseless, contextual, facilitator-led, and workflow-based. Mr Mäkitalo concluded with a message that summarises his philosophy: *'If we know how to make it simple, we do it. Otherwise, we don't!'*

DISCUSSION

The Howspace online tool was utilized in the co-creative part of the peer-to-peer workshop. VTT created a UCC space in the Howspace tool to engage the UCC partners in sharing their views and experiences. The workshop was facilitated by VTT researchers, and the results were summarized after the session for further reflection. The discussion focused on the most effective tools and processes the UCC partners have in designing, delivering and evaluating user-centric digital services. The partners also discussed their tools' most significant gaps (see picture 2.)

The discussion about the most effective tools and processes regarding user-centric digital services highlighted the requirement for a wider user-centric mindset in all development processes, not only in the methods. A continuous improvement mindset was seen necessary rather than having a project mindset in service development. Forming a team focusing on creating value for the users with actual users instead of concentrating only on coding systems was considered important. Co-creation and participatory methods that engage users at all stages of development, such as empathic and predictive design were seen as useful. Besides, design research and critical thinking were suggested to be set as starting points of the service development. Also having a more holistic viewpoint including all stakeholders, and a systemic approach to the development were seen as enablers for developing user-centric digital services.
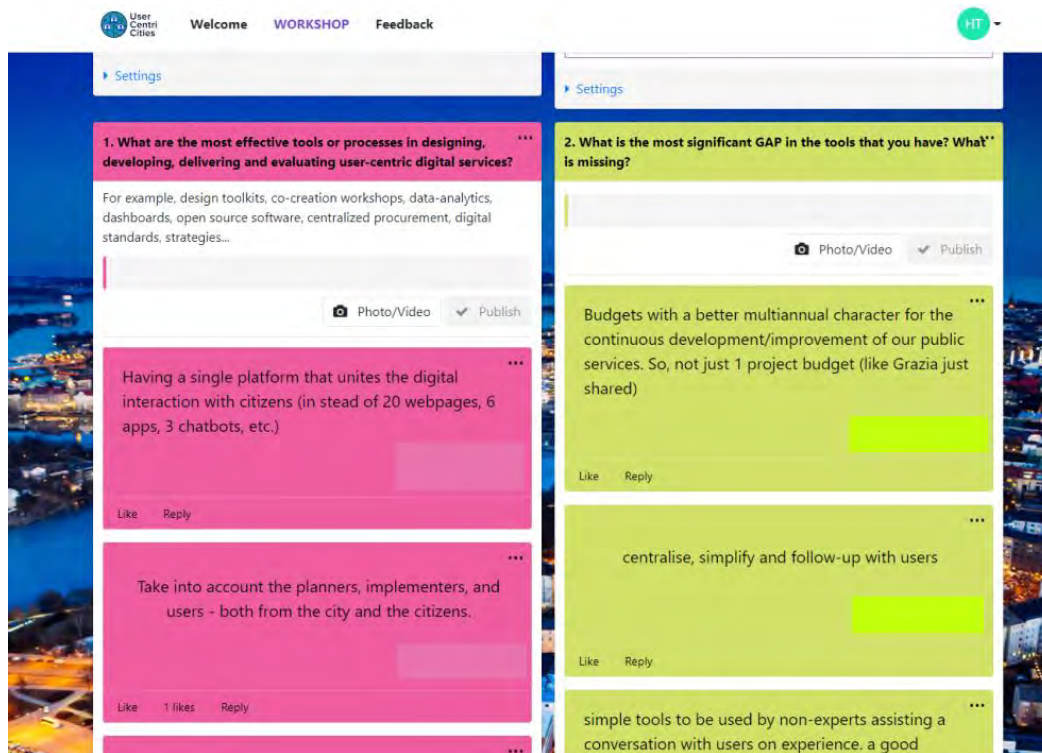
Picture 2. The Howspace tool used in the workshop.

Regarding the technical details and platforms, the participants emphasised open data on the adoption of public digital services. Besides, the need for a single platform that unites the digital interaction with citizens, instead of several webpages, apps, chatbots, etc., was recognised. Also, the interoperability of systems leading to the creation of useful dashboards was noticed to be important. The main points raised by the participants are summarised in table 2.

The most effective tools or processes in designing, developing, delivering and evaluating user-centric digital services
Bringing people to the center of the development
Co-creation and participatory methods
Engaging users at all stages of the development
Systemic analysis and systemic approach as a framework
Design research and critical thinking as a starting point
Empowering the designers
A single platform that unites the digital interaction with citizens

Table 2. The most effective tools or processes in designing, developing, delivering and evaluating user-centric digital services.

The most significant gaps in the tools the cities were currently utilising related to the lack of normalization of design thinking in the development processes and the enforcement of design guidelines. There were also gaps seen in the methodology on how to involve users to articulate their experience. A need for simple tools that can also be utilised by non-experts to assist in conversation with users was identified. Challenges in the ability to adjust and apply the best tools for a certain case were also seen as the most significant gap. Regarding the toolkit, it was seen as important to differentiate between tools that support the change of mindset and thinking towards user-centricity

with tools that are meant for user engagement. The main challenges identified by the participants are summarized in table 3.

The most significant gap in the tools
Lack of digital culture among the users
Lack of understanding of the users
Lack of methodology on how to involve users
Design thinking and user-centric design are not standards
Design research and critical thinking as a starting point
Continuous improvement mindset instead of project mindset
Multiannual budgets instead of project budgeting
Simple tools to be used by non-experts

Table 3. The most significant gaps in the current tools

3.2   THE SECOND ONLINE WORKSHOP "MEASURING CITIZEN SATISFACTION"

The second workshop was held on 15th February 2022. The workshop was organised as an online event via Microsoft Teams due to the prevailing Covid-19 restrictions. The theme of the workshop was "Measuring Citizen Satisfaction", which was decided in collaboration with recently joined associate partner of UCCs, IE Center for C-Centricity, Madrid, which also acted as a co-host of the session with VTT. Altogether 20 people participated in the session including representatives from Madrid, Helsinki, Gothenburg, Rotterdam, Ghent, Emilia Romagna-region, Espoo and Porto.

KEYNOTE SPEECHES

The keynote speech was delivered by Prof. Dr Gildo Seisdedos, Director of IE Center for C-Centricity in Madrid and Dr Alfonso Vegara jr., Founder and Group President for Metropoli Foundation. In their presentations, they discussed the lessons learnt from the private sector on measuring customer satisfaction and how cities and regions can benefit from them.

In their presentations, they talked about how digitalisation and user experience have redefined how we measure citizen satisfaction. The more digitalised our cities are, the more citizens' satisfaction emerges as a key performance indicator. The same is true for user experience. While often related to IT aspects, there is another layer that is the emotional response of the user/citizen, how their expectations are met or not, and the overall perception the citizens have of public services.

The C-centricity Net model introduces how the paradigm of businesses has room to improve the way cities are managed by refining customer satisfaction trends from the corporate arena and translating them to the local level.

C-centricity includes customer, consumer and citizen. It has five guiding principles:

1. C-centricity is leadership specific and must be a top strategic priority. This ensures its presence in the company/city's vision and/or purpose.
2. C-centric transformations suggest levers act sequentially and each lever builds on the previous one.
3. All levers are interrelated and connected but not all organisations will start at the same place or time.

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4. C-centric companies/cities must include internal stakeholders/ city officials as costumers/users. This type of fluid organisation aims for balanced centricity.
5. C-centric companies rethink the way customer experience needs to be designed from the base, including how they search for teams.

Another substantial change brought by digitalisation is customer understanding. Deep customer understanding implies getting to know much more about customers/citizens, not with a traditional survey or focus groups, but how they interact with digital public services available, apps, webs, leads, and how we deliver attention to them, which is not multichannel but omnichannel. Understanding the customer/citizen journey and developing metrics such as NPS (net promoter score) is key. Mapping the customer journey and working with touchpoints is a hot topic in the corporate arena and its methodology could bring great benefits to foster user-centricity in cities (https://www.usercentricities.eu/index.php/news/measuring-citizen-satisfaction-key-user-centricity Mayra García-Blásquez Lahud).

DISCUSSION

In the workshop part of the event, the Howspace online tool was again utilised as a co-creation platform. All participants were able to write down their views on the platform during the workshop, which was moderated by VTT (see picture 3.)
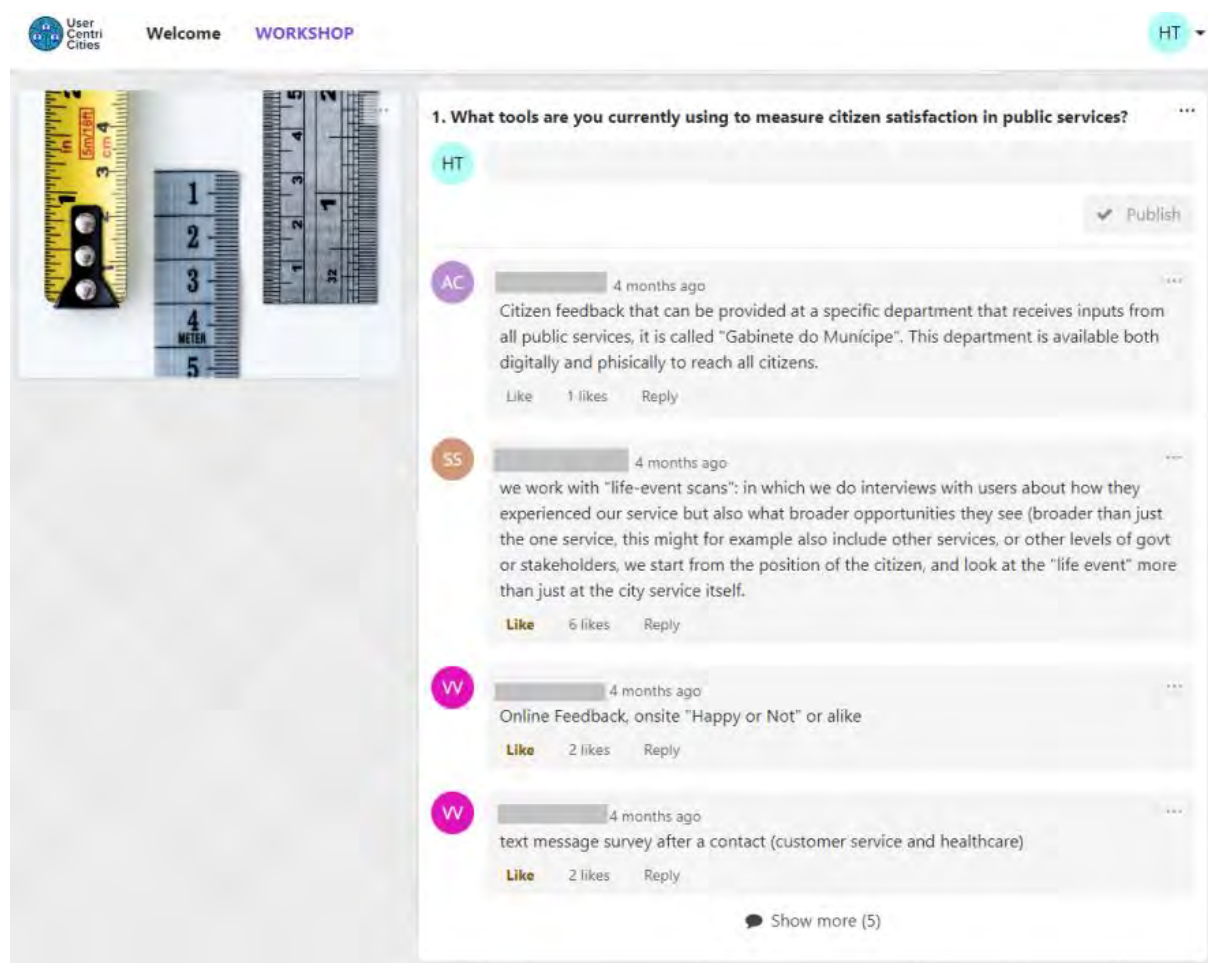
Picture 3. Howspace tool utilized in the workshop.

The results and key points were summarized from the discussion for further utilisation. The participants were first asked to answer the following questions by writing in Howspace, after which those questions were discussed together:

1) What tools are you currently using to measure citizen satisfaction with digital services?
2) How have the results been utilized in improving citizen satisfaction?
3) What are the main challenges in measuring citizen satisfaction (or weaknesses in these tools)?
4) How should we cover this in the toolkit? Any ideas?

In the discussion, it came out that the cities are currently utilising various tools to measure citizen satisfaction. These tools are listed in table 4. However, it was also pointed out that utilization may be measured more commonly than satisfaction. This means that number of services available or the number of users is measured more often than the satisfaction.

Tools the cities utilize in measuring citizen satisfaction
Life-event scans
Personas
Customer journeys
NPS
Meetings
Workshops
Research interviews
Social media channels
Regular questionnaires
Text message surveys after a contact
National surveys
Pooling and questioning tools
Onsite Happy or Not -questions
Online feedback

Table 4. Tools the cities utilize in measuring citizen satisfaction

Some of the cities have been able to improve their services and citizen satisfaction based on results gained from the measurement. For instance, some changes in the touch points in service process have been made and some web applications added based on the results of satisfaction surveys. Nevertheless, it was also pointed out that in some cities service design and user experience or satisfaction are not directly or logically linked. The utilisation of the results of citizen satisfaction measurement could thus be more systematic and frequent.

As the main challenges in measuring citizen satisfaction, the participants mentioned the variety of tools and the difficulty to select the right tool for the right purpose. The variety of tools was also noted to decrease the consistency of the results as different tools are used in different situations. Increasing the interest of citizens to participate in satisfaction research was also recognised as a challenge as good representation was noted to be difficult to get. Besides, the challenge to measure complex human perceptions was mentioned as a major challenge in measuring satisfaction. The main challenges identified are listed in table 5.

The main challenges in measuring citizen satisfaction
Linking service design and user satisfaction
Utilization of the results of citizen satisfaction measurement
Variety of tools
Consistency of the results
The interest of the citizens to participate
Challenge to measure complex human perceptions

Table 5. Summary of the main challenges in measuring citizen satisfaction

As the workshop was aimed to gather feedback and to give some ideas also for the compiling of the Service Design Toolkit (D 3.1), ideas and expectations for that were also asked from the participants. The cities asked for guides rather than tools, and also variety was required as they already noticed that one tool does not fit all purposes. Besides, tips to improve questions and participation of citizens were asked for. Moreover, the participants asked to shift the focus from a single service to a wider perspective, such as phase of life.

3.3 THE THIRD HYBRID WORKSHOP "THE FUTURE OF DIGITAL SERVICES AND FUTURE CITIZENS"

The third workshop was organised in Espoo, Finland on 7th June 2022. This was the first time all the UCC partners were able to meet face-to-face after Covid-19 restrictions were lifted. The event was organised as a hybrid to also enable online participation. The theme of the workshop was "The future of digital services and future citizens". The theme was initiated by the city of Espoo as they wished to include future-orientation in the topics of UCC. Altogether 26 people participated in person and online from Espoo, Ghent, Helsinki, Rotterdam, Milan, Emilia Romagna region, Brussels, Madrid, Murcia, Paris, Bloomberg Associates and Tallinn.

Prior to the event, the city of Espoo organized a citizen workshop with young citizens regarding the development of digital services. The results were presented to the UCC partners during the peer-to-peer workshop. The outline and outcomes of the youth workshop are described in more detail in the following sections.

KEYNOTE SPEECHES

The event started with welcoming words from the Director for City as a Service Development Päivi Sutinen from the city of Espoo. She brought greetings from the city of Espoo and warmly welcomed all the participants to enjoy the program of the day.

After that, the senior scientist for corporate strategy and foresight at VTT Technical Research Centre of Finland, Pauli Komonen delivered a keynote speech on "Knowing the future citizen: applying foresight in user-centric city development", where he introduced foresight methodologies for cities and policymakers to be used in navigating uncertainties and shape desired futures.

Picture 4. Mr. Pauli Komonen presenting his keynote speech at the event.

According to the European Commission's definition, strategic foresight is not about predicting the future, but exploring different possible futures alongside the opportunities and challenges it might present. Considering the plans, desires, and expectations of citizens about their futures is crucial to help us act in the present and help design the future we want. But how can we combine human perspective with strategic foresight?

VTT's future radar for detecting sustainable trends in smart cities tool is one of the methods that can help identify opportunities and risks. For example, virtual and augmented living technologies have the potential to play a key role in cities as a tool for reaching various smart city targets, including sustainability. Another opportunity trend is smart assisted living for the ageing population. It is expected that by 2030 more than a billion people will be over 65 years old. Technologically innovative solutions such as digital monitoring, protection and support for elderly people in their daily lives present an opportunity to tackle one of the biggest challenges for the future.

Pauli Komonen gave some recommendations presented for using strategic foresight in user-centric city development:

1) Identify the lead users of your city, those who adopt new behaviours first. Co-develop solutions with them and understand their perspective.
2) Build a systematic and continuous foresight model for detecting signals, trends and risks related to cities.
3) Bring together a broad range of stakeholders in networked foresight work.
4) engagingly communicate the results, both internally and externally.
5) Ensure that the foresight work contributes to decision-making by creating a relevant, plausible and strategic forward-looking view. (https://www.usercentricities.eu/news/foresight-user-centric-city-development-future-digital-services, text by Mayra García-Blásquez Lahud)

Picture 5. UCC partners listening to the keynote speech by Pauli Komonen.

For the first time also a separate citizen workshop was possible to arrange prior to the peer-to-peer workshop. This workshop took place on 31st May 2022, a week before the peer-to-peer workshop and it concentrated on the digital services of the future with young citizens. The workshop aimed to better understand what services young people use, how they rate them, and their expectations for future services. In the peer-to-peer workshop, project manager at the City of Espoo, Veera Vihula presented the main findings from the youth workshop.

The participants of the youth workshop were asked to consider, what makes a service good or bad. For young people, it is mainly focused on its purpose and usability. For example, good services are both usable on a web browser and mobile, and most importantly must be free of charge. Regarding data and security, most young people don't stop to think about when accepting cookies or terms and conditions when browsing or signing up for a new service, but there is a concern about where this data goes and for what other purposes can it be used.

Lastly, when asked how future services should be designed, the main findings were getting rid of passwords and coming up with a new way to log in securely, followed by better web design to have all information on one single page and avoid linking from one landing page to another. A lot of importance was also given to having free good working connection available anywhere in their city. Finally, it was suggested that there should be more information on the services that are available and what their purpose is. Making the service easy to use is the ultimate goal, or there won't be any motivation for people to use it. (https://www.usercentricities.eu/news/foresight-user-centric-city-development-future-digital-services, text by Mayra García-Blásquez Lahud)

Picture 6. Ms. Veera Vihula presenting the results from the youth workshop.

DISCUSSION

The peer-to-peer workshop part of the event was about discussing and sharing experiences on future digital public services and future citizens. The participants were divided into three groups, and they were given the following themes and questions to discuss:

1) Thoughts about the youth workshop
2) How is the "future citizen" -perspective present in your city's service development agenda?
3) What do you think are the most relevant trends affecting the future of digital public services from the perspective of users?

Regarding *the youth workshop,* the participants discussed the usefulness of the practical examples, questions, methods and incentives provided by the city of Espoo. Youth is utilized in constructing future citizen portfolios and personas also in many other cities. Collaboration/ cooperation? with schools and social foundations was discussed as possibility to improve collaboration with young citizens. Besides, there was a discussion about comparative data from other countries; would it be possible to collect it, or would it even exist already? A comparison of the youth's thoughts about public services in different countries was found to be a very interesting possibility. During the discussion, an idea about the collaboration with EU´s initiatives with young citizens was pointed out. The participants were interested in the possibility to utilise it for future service development.

The "*future citizen*" -perspective is present in many cities' service development. In the city of Espoo for instance, a foresight tool like the one VTT presented has been utilized, even though not systematically. Also, the city of Rotterdam has utilized a foresight tool in developing scenarios for the future. In the discussion, the future orientation was believed to be attached to smart city initiatives in many cities. This is the case for example in the city of Murcia, where the Smart City 2018-2022 strategy includes open data sharing and analysing data for policy purposes to be used for forecasting. Furthermore, it

was pointed out during the discussion that public administration is typically a late adopter of new trends and ideas. It is therefore interesting to follow what happens in the private sector as it often shows what will happen later in the public sector.

Lastly, the discussion turned to the most relevant trends affecting the future digital public service from the perspective of the users. The participants pointed out, especially trends such as humanizing digital interaction, less physical interaction and focusing on the citizen themselves as well as on customer journeys and life events. Besides, the trend towards services that are offered to connect people, to boost a sense of community and quality of life was mentioned. Also, in terms of digitalization, it was pointed out, that the emphasis is not on the technologies but on the people's transformation. In sum, the recognized trends were rather human-centric in nature and can thus be seen to indicate a cultural change in the cities towards user-centricity. The key findings of the peer-to-peer workshop are summarised in table 6.

The role of youth in service development	The presence of the "future citizen" - perspective in the service development agenda of the cities	The most relevant trends affecting the future of digital public services from the perspective of users
• Constructing future citizen portfolios and personas • Collaboration with schools could be useful • Comparison of the youth data from different countries would be interesting	• Foresight tools are utilized for the construction of scenarios • Smart City-initiatives emphasize future orientation • Following the progress in the private sector as a forerunner	• Humanizing digital interaction • Less physical interaction in services • Focus on people instead of technology • Services that connect people, boost the sense of community and the quality of life

Table 6. Summary of the findings of Espoo peer-to-peer workshop

3.4 THE FOURTH HYBRID WORKSHOP "CO-CREATION TOOLS FOR USER-CENTRIC DESIGN"

The fourth workshop was organized in Milan on 11th November 2022. The workshop was held during Milan Digital Week, and it was complemented by a public conference, "Embedding User-Centric Design in local government operations", which was part of the Digital Week programme. The workshop theme "Co-creation tools for user-centric design" was initiated by the city of Milan in collaboration with other UCC partners. The event was organised as a hybrid event and 23 people joined in person from the cities of Arezzo, Espoo, Milan, Riga, Rotterdam, Tallinn as well as from the region of Emilia-Romagna. Additional participants joined online. In addition to the public conference and workshop, the city of Milan held a citizen-workshop related to the development of *change in address -process* in Milan, as a part of their service design activities. The results of the workshop are discussed in chapter 3.5. the fifth hybrid workshop on "Social impact by designing inclusive public services" held in Rotterdam. The results were presented there to UCCs partners as a keynote speech.

KEYNOTE SPEECHES

In the public conference "Embedding user-centric design in local government operations" Afke Besselink, head of public service development and innovation, Rotterdam; Luca Curioni, citizen experience officer, Milan; Āris Dzērvāns, director of Riga Digital Agency; Kerstin Laidmäe, service design team leader, Tallinn; Triin Oper, UX designer, Tallinn and David Osimo, director of research, The Lisbon Council, took the floor and engaged into a vibrant discussion. Participants exchanged on how their administrations are overcoming the challenges of applying user-centricity, design thinking and co-creation as a standard approach in their local government activities.

Picture 7. Presentations in the public conference "Embedding user-centric design in local government operations"

Tallinn introduced its network of service design-thinking, openly discussing challenges, projects and everything related to service creation. The network acts like a platform to share experiences and brainstorm solutions with service owners, by providing tailored service design projects. They also shared their main challenges, starting with the lack of awareness of design-thinking, and cross-agency managing styles which prevent responsibilities and obligations from service owners to deliver clear results and the overall mindset.

Riga Digital Agency was created to open Riga's digital ecosystem to all city's systems and operations. Even though its strategy is still under development, Riga is taking the first steps by not only setting their vision and mission but also defining standards on how they create and provides services to its citizens. Its main goal is evaluating and defining the customer journey, and understanding the citizen engagement needed in each touchpoint through the people's perspective. This has paved the way for

the first lessons learned, mainly the much-needed cultural change which demands public servants to adapt to citizens' needs and not the other way around. *"You can have the best strategy in the world but if you don't change the mindset, you will not succeed,"* stressed Dzērvāns.

Their presentations were followed by Rotterdam and Milan who highlighted how they are fostering a user-centric approach by building healthy and trustable relationships, focusing on the citizen experience respectively. Milan has specifically created a citizen experience organisation to shift the focus from the channel to the citizen experience, managing and developing digital channels, customer operations measuring citizen satisfaction providing data to the city, and taking care of the back-office systems impacting citizen experience.

The public conference was followed by the peer-to-peer workshop for UCC members only, with the theme "Co-creation tools for user-centric design". The first keynote speaker in the workshop was Paolo Coppola, professor of informatics from the University of Udine. He gave a presentation on co-creation for online public services, where he explained how in a digitized environment, the co-creation of public services is the natural direction an administration should take if they shift from a culture of compliance to a culture of outcomes. Agile methodologies make it possible to build a path of collaboration with all stakeholders to deliver the greatest possible value through online services. A path of participation and continuous feedback allows for a better understanding of the problem to be addressed. The traditional software development methodology involves many intellectual resources in the initial requirements gathering phase, it is possible and desirable to apply a mechanism of participation, but when the services to be designed are complex, bias requirements gathering is very high and design errors do not become apparent until very late in the process. The traditional way of dealing with these design errors is collecting data post-deployment and considering them in the future when new functions or updates are available. This feedback model does not take full advantage of the possibilities of current technologies.

In online services, continuous feedback can be collected simply by monitoring predetermined KPIs or explicitly asking for a citizen satisfaction rating. Agile methods, such as focus groups, make it possible to reduce the time between requirements gathering and release and make citizen involvement easier in the co-creation process because they can verify the actual impact of their participation in a shorter time. This reduction in time allows to further concentrate on test changes and strengthen the cycle of participation in which all stakeholders perceive the value of their contributions and verify that the administration is truly serving and placing them at the centre of their action.

According to Prof. Coppola, the main problem to be addressed is a cultural paradigm shift not only from the public officers and managers but also users. The co-creation of services requires a collaborative vision of democracy and a new relationship between citizens and the public administration. If co-creation is done correctly, it becomes an accelerator of cultural change because the benefits become obvious and the relationship of trust in institutions improves.

The second keynote speaker of the workshop was Dario Manuli, the head of customer relationship management (CRM), from the Municipality of Milan. He shared how the city has been applying co-creation in their citizen experience operations, building a healthy dialogue with their citizens through humility and active listening, trying to see things from their point of view; the curiosity of their users' needs and experiences, and empathy. (https://www.usercentricities.eu/news/embedding-user-centric-design-and-co-creation-local-digital-government text by Mayra García-Blásquez Lahud)

DISCUSSION

The keynote presentations sparked discussion among the UCC audience. The challenge of matching the co-creation processes of citizen-centric design with political consensus and the time frame of politics, which can be shorter than the co-creation processes, was pointed out. Starting the processes in between local elections was seen as challenging. Transparency and building trust with different stakeholders was seen as an opportunity to ease the collaboration. The challenge of transparency related to data usage was brought up, and the requirement was set for the Milan public administration to publish data usage numbers. It was stated that there is still some work to be done for all administrations to comply with this requirement so that the online services can be improved based on statistical usage. The requirement for publishing data usage numbers was seen as a good incentive for transparency.

Related to the co-creation and citizen experience operations, the evaluation of impacts related to complexity sparked interest, and how the criteria for them are designed. The impact and complexity criteria in Milan relate to how each type of people and how many would benefit from the solution, and how easy it is to implement it. However, there are various variables to be considered and many agencies to work and collaborate with. Some systems (e.g., residency permits) need to collaborate with other system entities (e.g., tax, education), which increases the complexity levels significantly.

At the end of the workshop, the city representatives were asked to discuss, what are their main takeaways from the Milan events. The points they raised, are summarised in table 7.

Main take-aways from the Milan events
• Ownership of the service is important and breaking down silos (between agencies)
• Integrating service designers/managers in each organization to create a network could enhance cross-sectional collaboration and thus user-centricity
• The needs and aspects of user-centricity vary in different cities – some want apps and some need more traditional interaction. This should be taken into account when comparing and measuring user-centricity
• The challenge of having startup programs in cities → does it create too much competition between actors?
• (User-centric) culture is the goal rather than innovation itself
• Listening to people and being humble are important: from interaction to having a relationship with citizens
• Focus on connection, or emotional connection, instead of user-centricity or customer journey
• Taking services towards empowering citizens
• The ideas and concepts of user engagement

Table 7. The main takeaways from the Milan events.

3.5 THE FIFTH HYBRID WORKSHOP "SOCIAL IMPACT BY DESIGNING INCLUSIVE PUBLIC SERVICES"

The fifth peer-to-peer workshop was organised as a hybrid event in Teams and in Rotterdam on 26 January 2023 with a theme "Social impact by designing inclusive public services". The event started with opening remarks from Bjorn Dirkse from the city of Rotterdam, who welcomed all the participants and gave some practical info for the day. The official welcome speech was given by Afke Besselink, the head of innovation in public services department. In her speech she introduced the city of Rotterdam and its the current state and challenges related to user-centric service. She emphasised the meaning of user centricity as a means to make citizen needs and city service development to meet. For the city of Rotterdam UserCentriCities has been an important project and Mrs. Besseling also impressed her wish to continue the collaboration of the UCCs network also after the end of the project.

KEYNOTE SPEECHES

First keynote speaker was Mr. Victor Zuydweg, the Founder of 'Gebruiker Centraal', which is the Dutch equivalent of UCCs. Mr. Zuydweg topic was "Digital inclusion in the public sector" and he first introduced the Gebruiker Centraal, which is the context of over 1600 autonomous government organisations. The network is aiming to connect the people working for digital government, to create awareness of putting users first, to inspire and to change experience. The community has developed and grown fast since its start in 2014 and is nowadays an active network that provides tools, various activities and support from the community to improve the user centricity in the operations of the participant organisations.

Mr. Zuydwek also considered the concept on "inclusion", which for Dutch central government means that everyone can participate in the digital age regardless of who you are, what you have or in which situation are you in. Inclusive governmental services and communication, on the other hand, refer both to do the right things and to doing things right; all must be human centred and concentrating on the accessibility, understandability, and usability.

Lastly, in his presentation, Mr. Zuydwek shared some of his observations on the state of digital government. He talked about health literacy referring to a degree to which individuals have the ability to find, understand and use information and services to inform health-related decisions and actions for themselves and others. Besides, he presented the concept of organizational health literacy, which means the degree to which organizations equally enable individuals to find, understand and use the above-mentioned information and services. Moreover, he pointed out some drawbacks in the feedback loop of inclusive services and digital help, where there is no feedback gained from the governmental level. Mr. Zuydwek concluded his presentation by discussing the optimization of pathfinding and "demazing" the maze. He also suggested to consider do we need a new service as creating a new service is often a policy or even a political issue.

After the presentation there was a discussion about how to make services inclusive and user-centric and what is the meaning of guidelines for user-centricity. Also, the practice of collecting the feedback in organizations was discussed. Mr. Zuydwek referred to the importance of cultural change in thinking and practices and wrapped up his presentation by arguing that the way people work in countries and cities, shows in every button and action in the website.

Picture 8. Mr. Victor Zuydweg giving his speech on Digital inclusion in the public sector

Second keynote speaker of the event was Emeritus Professor of Social Conditions for Human Happiness Ruut Veenhoven from the Erasmus University Rotterdam, Erasmus Happiness Economics Research Organisation EHERO. The topic of professor Veenhoven's presentation was "E-Government and happiness in cities" and for the introduction, he was defining the concept of satisfaction, which, according to him, is one of the four qualities of life. Following that, he pointed out four kinds of satisfaction, one of which is happiness.

Why happiness, then, is a relevant output measure for e-governance? According to professor Veenhoven it fits the idea that governments should aim at greater happiness of a greater number. Also, happiness fits the other goals of government through its connection to health and citizenship. Happiness has proved to have a strong effect on health as happy people are proved to be healthier, and on citizenship as happy citizens are also argued to be more eager to participate. Furthermore, happiness can differ from customer satisfaction, which is why it should be paid attention to as a separate concept.

Happiness has been measured widely and comparisons of happiness between different countries has been made. Professor Veenhoven presented several survey results, which has been aiming to find out the happiest countries in the world and to point out how much citizens enjoy their lives in different countries. Besides, he presented results from research, where the quality of the government and happiness were compared in different countries and pointed out a clear positive correlation. Professor Veenhoven discussed happiness from many viewpoints and considered what makes us happy. He stated that the quality of the government and government effectiveness, societal conditions and the use of the internet seem to increase life satisfaction and happiness. As a conclusion of his keynote speech, professor Veenhoven stated that happiness really is a relevant output measure for e-governance.

Besides, it seems that e-governance is likely to add to happiness of the citizens. It is, however, difficult to quantify the actual size of the effect and more research is still needed.

At the end, the audience raised a question about professor Veenhoven's suggestions for European policy makers. He stated, that as the cities are conducting city surveys, including questions about happiness, it is also possible to utilize those results in policy making, which he also recommended.
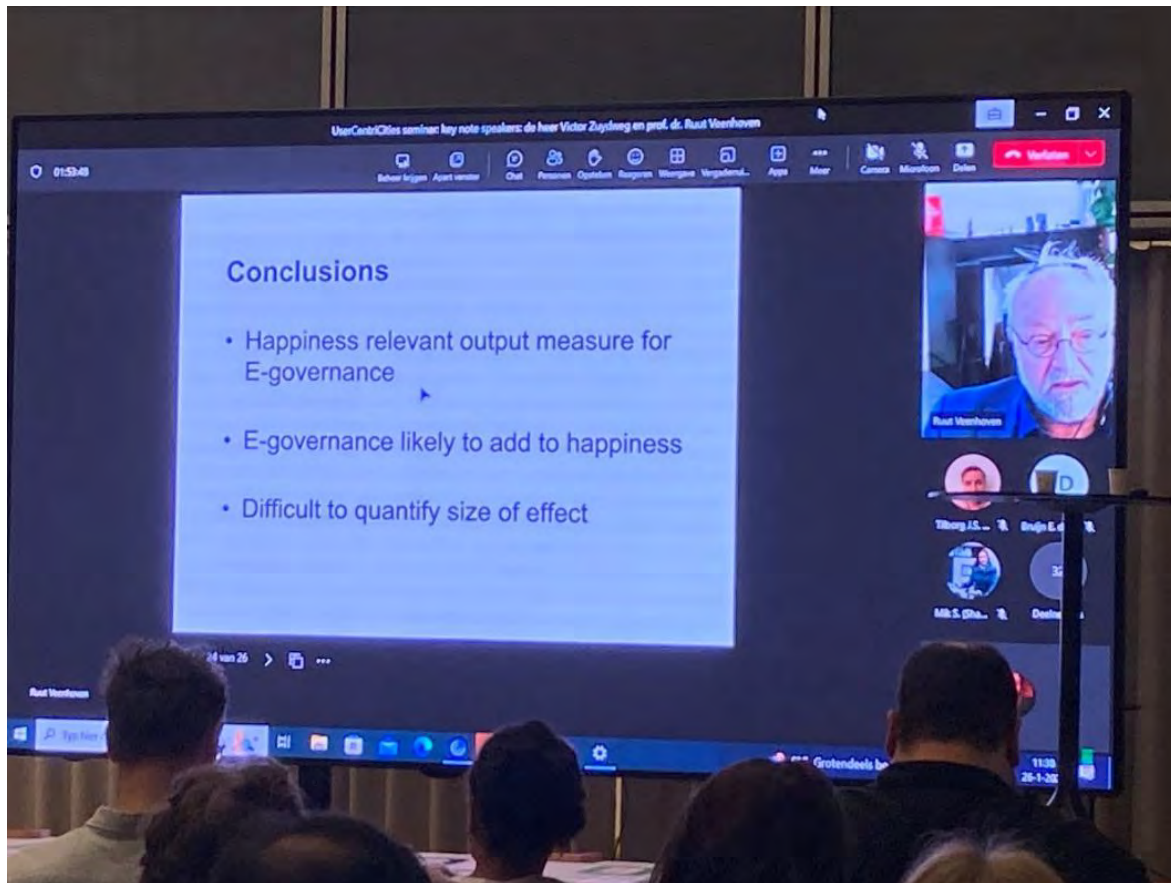
Picture 9. Professor Ruut Veenhoven giving his speech on E-Government and happiness in cities

The third keynote speakers of the day were Mr. Sergio Caprara and Mr. Domenico Antonelli from the city of Milan, who presented the process and results of a citizen workshop held in Milan a day after the fourth UCCs peer-to-peer workshop in November 12th 2022. The goal of the workshop was to use techniques of user experience design and to *explore the current customer journey of the process for the change of address in Milan*. The workshop aimed to find critical aspects and possible improvements in the process.

Approximately 50 citizens signed up for the co-design workshop to express their needs and expectations. In the workshop the participants were divided into six groups and every group was assigned different personas with specific characteristics and cultural backgrounds. The groups analyzed the assigned persona and expressed objectives, expectations and difficulties concerning the change of their home address. The groups designed the customer journey and identified the main pain points to simplify the user experience. They were asked to take notes and to fill a customer journey map. For the end, every group gave a brief presentation about their thoughts for others.

As a result, it was found out that the critical aspect of the address changing process is that it is not fully digital. In addition, citizens moving from abroad face language barrier as the process is not

translated to other languages. Lastly, the process is found not to be simple, as the steps and the documents needed during the process is not clarified.

The experience from the workshop were very positive as the participants of the workshop were engaged and enthusiastic and their good viewpoints and feedback can be utilised in improving the whole address change process in the city of Milan. As a lesson learned, it was seen important to consider in the future, how to effectively engage service owners and how to select the citizen participants for the coming workshops. After the presentation, the audience asked some questions about the next steps of the process, and many were interested to hear later about the improvements the workshop has generated.

Picture 10. Mr. Sergio Caprara and Mr. Domenico Antonelli giving their reflection on customer journey about the change of address in Milan.

DISCUSSION

In the workshop-part of the event, the aim was to explore three selected topics together, in an interactive manner utilizing the World-Café method. The participants were divided amongst three tables, for two rounds of brainstorming. Each table was hosted by someone from the city of Rotterdam and a topic expert. The host made sure that all the input were noted on a large piece of paper, by means of a mind map. Round one consisted of brainstorming on the topic at hand and the question to consider was *What are the main opportunities and threats around this topic?.* Participants then changed to another table for round two to discuss about *How can we get started (in a practical way) with the insights from the first round?* The host of this next table provided a short summary of round one. Then, the participants continued brainstorming on the insights and ideas from the previous group. Finally, each host presented the results on his/ her topic to all participants.

The three topics that were discussed at the tables, were in line with the key notes. And derived from the shared fields of interest within the UCC family in general. The themes and table hosts are listed in table 8. And the discussion about each theme is summarized next.

Table	Theme/ topic	Table host	Table expert
1	Co-creation: involving citizens in (developing) citizen services	Angelique Migliardi	Victor Zuydweg
2	Service design as a strategy; lessons learned and bumps to overcome.	Brenda van Breemen	Jochem Cooiman
3	Measuring results of user centricity: citizen satisfaction versus happiness.	Evelien Klomps	Maureen Wijsman- de Hond

Table 8. Themes and table hosts in the Rotterdam workshop

Group 1: Co-creation: involving citizens in (developing) citizen services

Host and expert: Angelique Migliardi and Victor Zuydweg

In the discussion regarding main opportunities and threats in co-creating with citizens to develop services, a variety of issues were identified. As threats, using a "traditional" citizen panel was discussed: the challenge of only using the people who like to be involved in service development. The challenge is that the minorities are not represented or heard in the design process, which would be key in creating inclusive services. Are development teams also diverse enough to understand the entire population in their design activities was also pondered – how to avoid the blind spots? Using citizens only as sources of data, rather than engaging them in real co-creation was seen as a threat. How to move from passive representation towards active *co-production of services*, rather than only validating the designs with users? The lack of sufficient time in ensuring the commitment of the citizens was seen challenging, as the development processes are usually long in the local governments. Lack of feedback for the citizens during development processes was seen as a threat, as it is important to inform them about the entire process, not only the one they are directly involved in. Money, or the lack of it, was seen as a threat, and also the lack of support from upper management. The design processes would need an internal sponsor.

As opportunities, focusing on diversity was discussed. To gain good representation, diversity should be the starting point for citizen engagement. The designers are responsible to make sure everyone is involved. Existing databases were seen as an opportunity; rather than "inventing the wheel again", the designers should be aware of the data used to develop other services, which could help in the development process. Combining the databases with user journeys would enable a better understanding of the citizens. Simplifying and shortening the service process steps for citizens was seen as an opportunity to design better services.

In the second round, a new group discussed on how to get started in a practical way with the insights from the first round. Regarding the involvement of citizens in service development, having a "middle man", or a community center, where the threshold is lowered for citizens to take part in development was seen as a good way to ensure citizen engagement. The service center at Gothenburg was given as an example. To utilize the existing databases for service development, the feedbacks given by citizens were seen useful. The designers should go through the customer feedbacks and use them in supporting the development.

Also utilizing the front-desk employees in the design and development activities was discussed: enabling employee-driven innovation by giving voice to the people in contact with users daily. The concept of

"exposure hours" was seen particularly beneficial in making sure the designers and management are dealing with real people enough. The exposure hours would measure the time being spent meeting and engaging in discussion with citizens, to make sure the services are not being developed only with an in-house perspective to citizens. Co-creation hubs and continuous hackathons that would enable citizen participation in the design process were seen good ways to gain user insights, but also in ensuring the continuous learning and commitment of other departments in the municipality/region. Increasing the awareness of design thinking throughout the organizations was seen essential to gain support for the development processes.

Picture 11. Group 1 discussing the co-creation with citizens -theme.

Group 2: Service design as a strategy; lessons learned and bumps to overcome

Host and expert: Brenda van Breemen and Jochem Cooiman

From the first round, it was discussed that it is a challenge to put yourself in the shoes of the end user as correctly as possible. Some things that seem logical (as a designer), are not logical to the end user. Sometimes designers also overestimate the capacity of the end user, for example the users are not always tech-savvy. But if service design is about mapping the customer journey, then what goes wrong there and at what point of the mapping?

The participants also claimed that we have to manage expectations of the designers. This means that service providers often do not know how much time and energy would be needed to create a service, so they have to be flexible. The emotional state of the person using the service is also important. Those who are at the front of interacting with the user therefore need to have knowledge about the service and should be able to calm down the user if he/she is panicking. This also raises the question, does the employee have access to the service designer who can fix the service? How long will it take to fix the service based on the customer feedback?

An opportunity here is that service designers can give digital skill training to the other employees, especially those who interact with the end users. Also, if the service is well designed, the post-service experience is also good. But the question is how many times should co-creation be done to make sure the service is good? Continuous co-creation can be done for continuous improvement.

We should also always ask what is the problem and what are the embedded questions. It is also common to see frustration amongst the users but this can be solved with trial and error. Service design also contributes to lowering the hierarchy. Moreover, the political will is also important but the view of the general manager, who is in direct line of contact with the service designer, is also a key component.

The second round further emphasized that we should focus not only the end user but also imagine the emotional state of the person. It can also be good to have the main manager participate in the service designing in the initial phases. In addition, service design thinking is not established in the upper management so the managers do not have an understanding of the end user.

It was also said that service design is not only about complaints. The better question is to ask how is the service helping the user complete the job? It is very essential for the service designer to have empathy when designing the service. One solution can also be to have "Exposure hours" which means the service designer can spend some time with the user once the service is functioning. Listening is also a much-needed skill in this area of work. Listening to all relevant stakeholders and letting them speak freely is essential. We should also ask ourselves what is technically possible and what is digitally possible?

The participants also highlighted that sometimes the public sector might not have enough in-house capacity to work on service design. In this case, they can ask for help and training from the private sector in order to improve their work.

Picture 12. Group 2 discussing the lessons learned and bumps to overcome in service design.
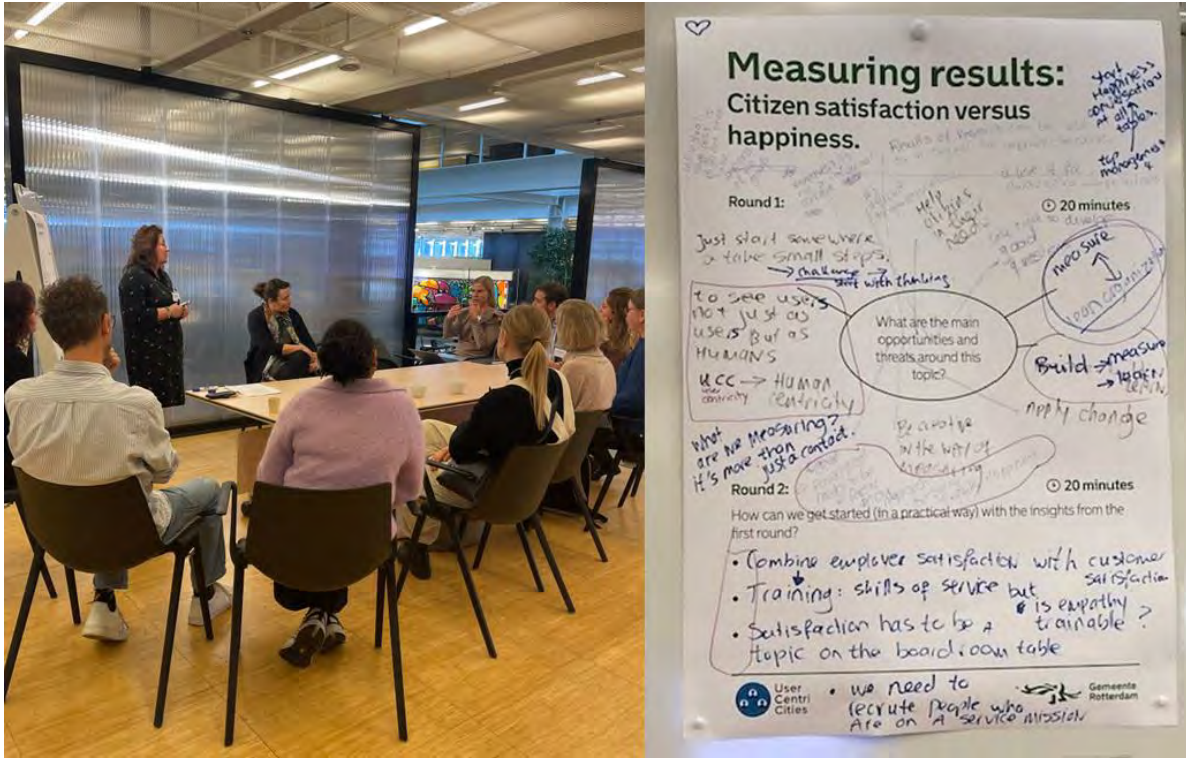
Group 3: Measuring results: Citizen satisfaction versus happiness?

Host and expert: Evelien Klomps and Maureen Wijsman -de Hond city of Rotterdam

In the discussion about "*Measuring the results; Citizen satisfaction versus happiness*", many opportunities and also some threats were recognized. The group emphasized human centricity by stating that the people are more than users, they are rather humans. Also, measuring the satisfaction should lead to actual changes in services and the results of the surveys should be utilized in service development. The group thought, there is too much measuring going on, just for measuring. Also, more creativity was seen to be needed in measuring, and other measures than quantitative ones, should also be used. Happiness was noted not to be easy to measure, and it therefore was seen to need special attention. Interviews, focus groups and such were seen as useful ways to get new and additional information about satisfaction and happiness. Formulating the questions was also seen as a critical task.User-centricity was hoped to be put higher in the strategy and agenda of cities and municipalities to be able to really improve citizen satisfaction and happiness. Without the support from upper management, concentrating on the customer satisfaction was seen to be difficult, or even impossible. It was also argued in the group, that a lean organization is needed to enable genuine user-centricity.

The group also discussed about the difficulties in measuring happiness. As happiness was seen as a cultural thing, instead of being universal, different things were seen to make people happy in different countries. Besides, short-term happiness might be different from long-term happiness, and also their impacts might vary, which should be taken into account when measuring happiness and satisfaction. Furthermore, individual happiness was pointed out to be different than group happiness, which should be bearded in mind when evaluating the results.

In the second part of the discussion, the group discussed how can we get started in a practical way with the insights from the first round. Good starting point was seen to be the happiness of the service people as it was seen to make difference also for the customers; employee satisfaction should be combined with customer satisfaction. Training of the personnel was seen to be important, but teaching empathy was found very difficult. On the other hand, empathy was not seen to be all that is needed for service people, they also need to have skills to see what the customer needs. Therefore, recruiting people who are on a service mission was seen to be priority number one. To ensure this, the satisfaction and happiness as a strategic issue was again raised.

Picture 13. Group 3 discussing the measurement of results in terms of citizen satisfaction and happiness

4. CONCLUDING REMARKS AND DISSEMINATION PLAN

The goal of the UCC peer-to-peer workshop series was to provide a mechanism for continuous support and learning during the project. The workshops enabled the cities to share their experiences on topical issues related to the design of digital services in cities. The goal of the workshops was also community building around the topic of user-centricity to support the sustainability and collaboration activities after the UCC project.

Altogether five workshops were organized during the period from October 2021-January 2023. They were organized both as online and hybrid events, but in both formats, they offered the participants the possibility to share their successes and challenges related to user-centric services and to get support from each other.

To support and continue the peer-to-peer learning among a wider audience, a summarising brochure of the results of the workshop series will be created and disseminated widely among the partner and associate partner cities by the end of the project. The partners are encouraged to share the brochure inside their organisations to reach their design practitioners and service developers. Besides, project leaders Lisbon Council, Eurocities and VTT will disseminate the brochure in their networks. It is hoped to give insights into the discussions started during the workshops and to support the everyday work of the practitioners in the cities.

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