



Raising Open and User-friendly Transparency- Enabling Technologies for Public Administrations



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EXECUTIVE SUMMARY

The purpose of this deliverable is to present work carried out within Work package 5 (“Evaluation, Verification, and Validation (pilots)”) during the (extended) third year (M24-M40) of the ROUTE-TO-PA project. The aim of Work package 5 is therefore to set up and implement scenarios of interventions in local contexts, and to evaluate these scenario activities at the pilot sites, with respect to the success criteria negotiated for each scenario between the project team, representing the goals of the project, and local stakeholders, representing local interests and aims. This is the final report, in which we provide ideas and evidence concerning the innovative roles of open data tools in professional and educational contexts, with the aim of increasing transparency between citizens and local governments.

The main results are:

- (1) The most important quality of the tools was that the tools afforded serious data work and serious interaction. In the age of Facebook and Instagram, this seems a remarkable asset!
- (2) Transparency as a concept is academic, and beyond the grasp of most public officials. For many it is unclear to what extent this involves their own practice and communication processes. Also, they did not always see the use of revealing information to citizens who will probably not be able to handle that information. For many PA’s, becoming transparent was only meant for those who would behave wisely and prudently with the new information. Crucially, we experienced that transparency is not a state, or even a state of mind. It is activity, moving rather than willingness to move.
- (3) The main issue for almost all PA’s is creating, collecting and sharing open datasets. They seem very able to understand the importance and interpretations of data once collected and presented, but not in public.
- (4) For most citizens the reason to engage with open data is issues in their daily lives. They seem most interested in practical matters. What would interest them however, is a highly culturally specific matter. Suggesting them to engage in collecting information, using the mobile app, was a very good idea for citizens in one culture, but worked less in other cultures.
- (5) The learning curve for effectively using SPOD and TET for collaboration between civil servants and civilians is very long. This concerns lack of data skills, and collaboration skills, and the two together. The political layers were not supportive to underline the importance of such developments.
- (6) There are clearly different roles in the data cycle: we want people to create datasets, we would like others to share and present the data as datalets, and we would want people to share and discuss the interpretation of datasets for policy making. All of these activities are collaborative.

The main asset as we envisaged at the start of our work, that our tools [TET & SPOD] would support public administrators and citizens making meaning of open data, which would provide inspiration to more collaboration and mutual appreciation and understanding, in more transparent relations, cannot be achieved in the same way on both sides (PA’s and citizens), but requires instead: (1) for citizens to use our tools to collaborate on an engaging topic, for the creation of meaningful datasets, and to analyse and discuss these data, for joint understanding; (2) for public administrators to use our tools to engage in a cyclical process of agile data production, to visualise and thereby better understand the data, with the goal of creating citizen friendly open data, of higher quality (meaningful for citizens) than is currently the case; (3) For citizens and public administrators together to discuss the meaning of data in their own contexts.

1 INTRODUCTION

1.1 PROJECT BACKGROUND

The purpose of this deliverable is to present work carried out within Work package 5 (“Evaluation, Verification, and Validation (pilots)”) during the (extended) third year (M24-M40) of the ROUTE-TO-PA project.

We recall that the overall goal of the ROUTE-TO-PA project is to enable citizens to establish a more effectively transparent relation with their Public Administrations, on the basis of the meanings that individuals, groups or communities (co-)construct with respect to open data. For this, specific technological tools have been developed, for creating visualisations of open data (“TET”) and for integrating these into a specifically designed and implemented social network (“SPOD”). When used together, SPOD and TET enable citizen-users, with their public administrations, to discuss open data visualisations, better understand them and thereby change their representations of the degree of effective transparency of Public Administrations.

The aim of Work package 5 is therefore to set up and implement scenarios of interventions in local contexts, and to evaluate these scenario activities at the pilot sites, with respect to the success criteria negotiated for each scenario between the project team, representing the goals of the project, and local stakeholders, representing local interests and aims. Evaluation in terms of changes in individual user’s views on transparent relations and engagement with open data as a result of their tool-based activities, is carried out and reported in D3.3. There, transparency and engagement are subjectively evaluated on the levels of social groups, online communities and usability of tools.

Crucially, in WP5, the focus is on the design and evaluation of user scenarios, supporting the implementation of the technology in user contexts. We are not only interested in the outcomes, as changes in views, but also in the process of implementation and appropriation of the tools in professional and educational contexts. This will allow us to qualify in more detail where outcomes, successes and barriers can be attributed to. This is the final report, in which we provide ideas and evidence concerning the innovative roles of open data tools in professional and educational contexts, with the aim of increasing transparency between citizens and local governments.

The main outcome of our efforts can be formulated as follows:

- The main asset as we envisaged at the start of our work, that our tools [TET & SPOD] would support public administrators and citizens making meaning of open data, which would provide inspiration to more collaboration and mutual appreciation and understanding, in more transparent relations, cannot be achieved in the same way on both sides (PA’s and citizens), but requires instead:
- for *citizens* to use our tools to collaborate on an engaging topic, for the creation of meaningful datasets, and to analyse and discuss these data, for joint understanding,
- for *public administrators* to use our tools to engage in a cyclical process of agile data production, to visualise and thereby better understand the data, with the goal of creating citizen friendly open data, of higher quality (meaningful for citizens) than is currently the case.
- For *citizens and public administrators together* to discuss the meaning of data in their own contexts.

We will show that in some cases the potential benefits of SPOD and TET have not fully come forward, and in most cases we have seen benefits. Both types of results merit the conclusions stated above. Results are presented in Chapter 3. In Chapter 4 we will discuss the implications with respect to societal challenges and possible impacts. Chapter 5 presents our final conclusions (as stated above) and perspectives for future work.

In the next paragraph (1.2) we will summarise activities and explain the deviations that were taken as a result of how things were going in the pilots, and after the second review in April 2017. In Chapter 2, our co-creation approach for the design of scenarios is put forward.

1.2 WORK CARRIED OUT IN WP5 DURING YEAR 3 AND RESPONSES TO END OF Y2 REVIEW RECOMMENDATIONS

1.2.1 WORK CARRIED OUT IN WP5 DURING YEAR 3

There were two tasks in WP5, task 5.3 is reported in the current Deliverable, task 5.4 is reported in a separate Deliverable, i.e. D5.4, as a co-production between Wise & Munro and Open Knowledge International.

text from description of work

Task 5.3: Final evaluation

The final scenarios are run for 6 months, monitored by researchers, but researchers stay in the background. The system should now run independently, and user sites will know how to act. The final activities and outcomes are thoroughly evaluated, not only on numbers of satisfied participants, but also on the quality of participation, the changes in attitudes (especially: trust) that may have been the result of using the system, and the differential outcomes for particular groups of users. Also, we specifically will look at participants displayed sense of identity and view on citizenship (van Middelaar, 2009). The evaluation will also focus on establishing the effects on the government organizations that make the open data available in terms of enhanced efficiency and effectiveness.

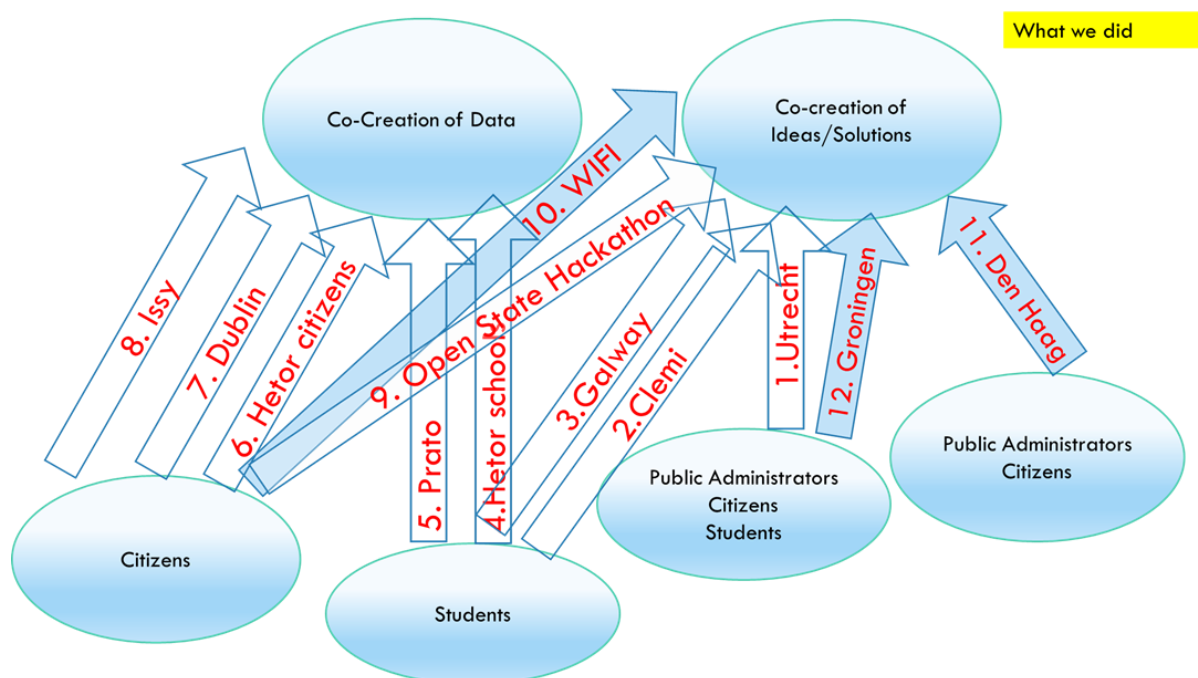
Task 5.3 was modified, as a consequence of the first two years of working with public administrations:

1. In addition to working with public administrators, we also developed scenarios in citizen contexts with no direct involvement of public administrators, although there was a longer-term perspective, or a general consent by local or regional authorities. During the project many ideas came up about possible applications of open data activities with our tools that could be exploited by citizens, for example for the benefit of cultural heritage. We decided to include scenarios where such activities could be arranged.
2. In the first two years of the project, we discovered reluctance (for many reasons, to be explained below) with public administrators to discuss their ideas and interpretations on a social platform. We decided to include scenarios for uses of the tools other than discussion and argumentation, and designed ways for users to use the tools especially for data collection and data curation.
3. This was also inspired by the observed lack of relevant open data to discuss for the public administrations we worked with. Although many open data were available in principle, it was very hard to find sufficient relevant data for a particular issue, e.g. availability of jobs in several areas of the town of The Hague over the last three years, or data that would support understanding about the recent brain drain in the province of Groningen. The logical step was to involve the citizens themselves in data-creation. Obviously, transparency can come from two sides.
4. We discovered issues related to limited data-skills (collecting, linking, analysing, interpreting, visualising and using for argumentation in policy making) with public administrators in working with open data. This made us decide to also focus on improving the skills of future users, i.e. moving to students in education.

Accordingly, the main achievement of the final year was the design, deployment and evaluation of an extended series of interventions that were based on elaborated scenarios for effective working with the ROUTE-TO-PA

tools. The picture below shows an overview of these scenarios. Our way of co-creating the scenarios within the project and with the pilots will be explained after the next section.

Overview of the scenarios in year 3 (light arrows) and year 2 (dark arrows)



1.2.2 RESPONSES TO REVIEWERS' RECOMMENDATIONS AT THE END OF YEAR 2

The recommendations of the reviewers reflected the scope of the scenario work and the lack of reflection on that in the other work packages. Also, it was difficult to get an overview of main findings. We therefore decided to make this report shorter and report the full scenarios and scenario outcomes in an appendix that could be taken as an addendum to all deliverables. Furthermore, this report was to be available as a first draft for all to comment and exploit in the first week of April. At the project level, we decided to include an additional discussion meeting in April to harmonise conclusions for the relevant deliverables.

Furthermore, in line with reviewer requests for the final year, we will, in our scenarios or in our conclusions:

1. Focus on the value of good practices, co-created within the pilot groups, shared as user stories in the GUIDE to be developed this year: we have asked each pilot to provide us with a narrative describing the way the pilot and its execution was experienced
2. Reflect in a more precise manner in what we actually add or change to the way our users work, how the work is done, the relation between local government and citizens, and what the actual impact on more data-driven deliberation can provide: we will comment on these issues in the final sections of the report
3. Further engagement in local strategies for data creation, linking to national and international initiatives and platforms: there were many technical issues with linking to other platforms, but in many cases, this was realised. Unfortunately, especially with large platforms such as the bureau of statistics in the Netherlands, they were delivering data and visualisations in formats we could not accommodate and are proposing support services to municipalities in the Netherlands, that exclude collaboration¹.

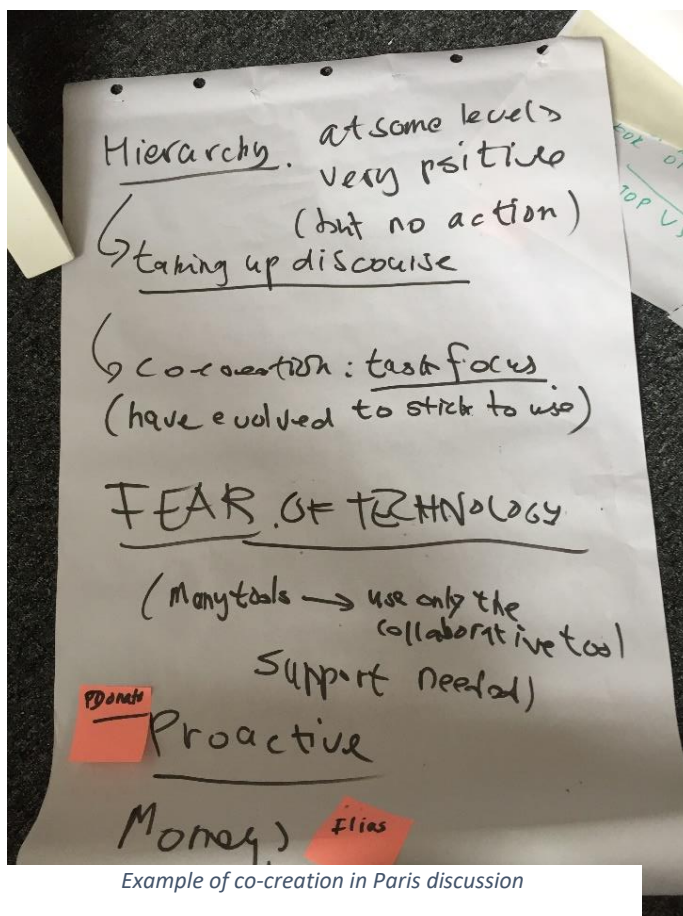
¹ <https://www.cbs.nl/en-gb/about-us/contact/infoservice>

4. Creation of tools for more effective open data discussions: workshops, instruction materials, working in small groups, topic identification, scenario types: we think that our scenario work was an attempt to be more systematic and effective
5. Finding new user groups in local active communities, especially young people: we worked with young students in France, Italy, Ireland, and the Netherlands.

2 SCENARIO WORK – METHOD

2.1 SUMMARY OF THE CO-CREATION PROCESSES WITHIN THE PROJECT

We (Wise & Munro, together with UU) organised a meeting in Utrecht in June 2017, during which the project team worked on the scenario approach. Scenarios were developed in small groups, with researchers and pilots. The goal of this was to arrive at a completely specified (at a high level of abstraction) and shared format for the interventions in the final year. This would contribute to the sustainability of the approach. Scenario's, or goal directed step by step procedures, were already exploited during the workshops of the first year of the project, for a different purpose, which was to grasp the needs and barriers and think about solutions for working with open data at the pilot sites. The basis for the workshops were user stories, the stories that reflected a particular practice and predicament, for which discussing and exploiting open data could be a way out. We decided to elaborate user stories to a range of abstract categorizations that would reflect crucial elements of these stories: the goals, specific criteria, and actions of the users, and the support that was needed to make the actions successful. In other words, the reasons why open data were used, and under which conditions of tool use and support these advantages would come forward were explicitly specified in a scenario. There was a distinction between a scenario and a scenario report. The scenario report was a narrative of the scenario experience (the intervention), observing participants working on achieving the scenario goals. Narratives were the optimal way to capture the richness of experiences. They were used in addition to the SCUTE-questionnaire (D3.3).



Example of co-creation in Paris discussion

During the Utrecht meeting, we elaborated abstract scenario categories based on concrete user stories or situations that the partners and pilots had been working with. All partners contributed to making these scenario categories complete for their specific cases, and to add and revise particular formulations of the scenario categories. Wise & Munro then issued the template (Appendix 1) with the request for the researchers and pilots to complete the template for their own scenarios. These scenarios are summarised below and are available in Appendix 4 [\[link\]](#). For all scenarios the review and revision was undertaken in (at least) two rounds.

After the first drafts of the scenarios were constructed, we sorted the scenarios in two main types: co-creation of data, and co-creation of ideas and solutions. We will briefly explain each type in the next section (2.2).

We furthermore decided that the interventions based on the scenarios were to be reported as narratives. Narratives can give a rich picture of experiences, including affect and colours. Narratives report experiences over time, and segment time by the unfolding of crucial events, in terms of shorter stories and events. In narratives, the reasons for actions can be revealed. Also it is interesting to note deviations and the explanations for them. Most importantly, the narrative allows to set a stage for some main characters and events, telling what happened and how the outcome was satisfactory or not. For our conclusions, we picked out striking elements of the narratives, especially those appearing in more than one narrative. To make sure some crucial elements of a scenario would be present in the narrative, we created a template (Appendix 2).

The main work of the interventions was in the period September 2017 – January 2018. At the end of that month, the researchers were asked to produce a first draft of their scenario report (narrative template in Appendix 2). These drafts were assembled and distributed for a meeting in Paris at the end of January. During that meeting, all participants contributed to the discussion of main points and lessons to be learned from our efforts (see example picture above). As a starting point for the discussions we took the conclusions drawn from the draft narratives (see picture below). The output of this meeting was taken to the conclusion-section in the current document (Chapter 4).

The main outcomes of the interventions

OUTCOMES	
PROMISING	DIFFICULT
Spontaneous intergenerational collaboration on data creation	Citizens did not participate in spite of elaborate recruitment campaign
Public administrators open for discussion on possibilities of open data use	Public administrators hardly act in the tool, do not like to make dirty hands
Students do not have any difficulty with the creation of visualisations	Users struggling with tools, even students
Cultural heritage is an engaging domain for all types of users	Defining an engaging topic with public administrations is very difficult
Students are great demonstrators of possibilities with open data	Privacy issues, also in education
Data visualisation and interpretation support reflection on real world issues	No real urgency for public administrators for open data use
	Productive asynchronous use of tools more complicated than synchronous use
	Users sometimes prefer the tools they are used to

2.2 SCENARIO TYPES

From D5.2: Scenario types

The scenario concerns the design of the user collaborations when working with the tools on a transparency enhancing activity. A scenario should have the form of a cycle, in which outcomes gradually emerge out of co-creation activities, allowing modifications of plans, with an emphasis on the actions rather than the outcomes. This is, because the types of outcomes we are looking for are not the result of a planned sequence of activities but are supposed to emerge out of a discussion in which the content depends on the flow and content of the

discussion itself. Nevertheless, ..., it is the structure provided by technology, instruction, moderation, and by the users themselves that should be carefully crafted to arrive at a meaningful solution. Some people dislike to be told what to do, many others prefer structure. For creativity, user agency seems more important than top-down scripting. So, the challenge is to get people into a sustained process of co-creation by providing an appropriate structure that is not limiting the co-creation. For many scenarios it is not always clear what the consequences of the discussion will be, e.g. if they are taken up by the municipality or not. This requires a well-developed policy making structure, including the phase of consultation of citizens.

We have identified several scenario types, qualified by the nature of the question and processes, some of which were created during the piloting phase:

Data-co-creation: TET and SPOD (the data-co-creation room) can be used for processes in which new datasets are created by users, based on combining datasets, or their own research activities, for example. During the final year, this will be an application for the Salerno team, and it is one of the assets of the ongoing Prato pilot.

Policy co-creation: A small group of public administrators and citizens discuss issues in order to create ideas for new policies. This is especially feasible for transparency in participatory democratic consultancies.

Data interpretation: For educational purposes scenarios can be developed in which datasets are presented and users are asked to form interpretations, in the context of some research question or practical issue. We think for many users such activities are important and we will consider developing such activities, also for students.

Deliberation: Users discuss some issue, in order to generate ideas, relatively open-ended. Could involve problem-solving, and the production of a joint advice. Practised in scenarios in Den Haag, and also for Groningen.

Consultation: the focus is on probing how users think and feel about some issue, not to solve it. This could involve public administrators asking citizens opinions about the current state of public transport in the city and to consider the parking of mopeds (the Dublin pilot). Or it could mean citizens inquiring about the local government plans for the next cultural season. Such scenarios involve looking for appropriate open data and their interpretation in the context of a question. The Prato scenario is of this type as well.

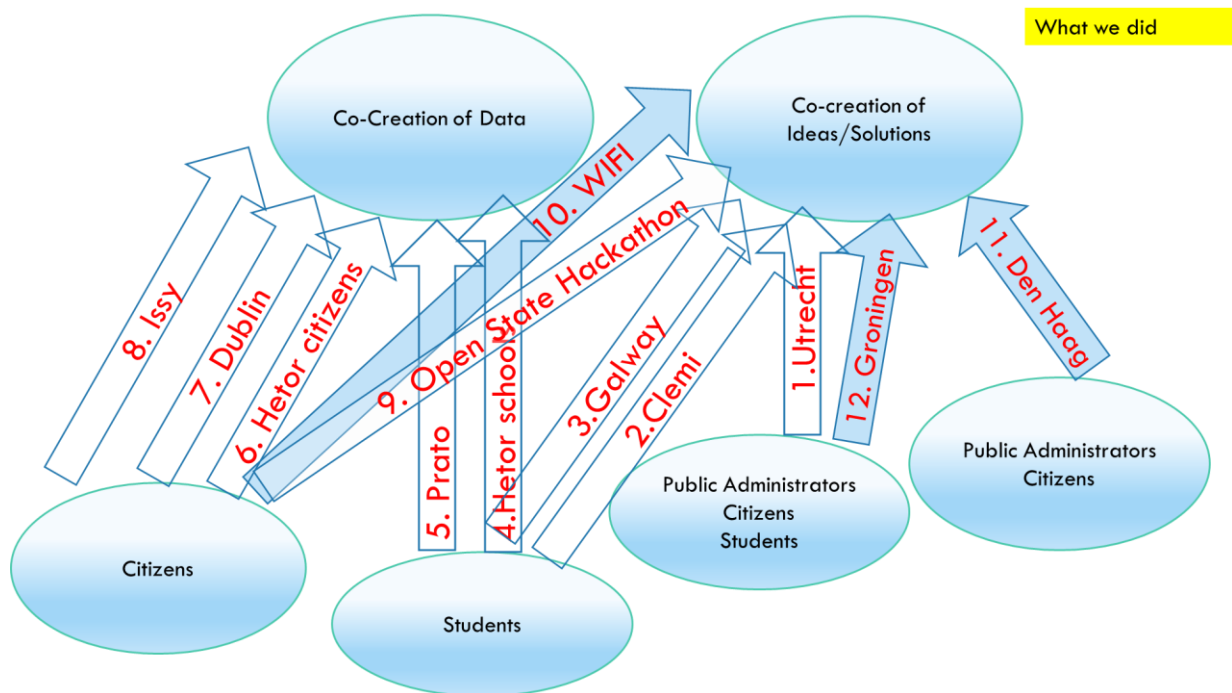
From the work done in year 1 and 2, we identified in D5.2 several types of scenarios (see above). In year 3, we clustered and retained two main types of scenarios: (1) **joint data creation** and (2) **joint creation of ideas and solutions**. From original scenario types above, the first one (data co-creation) falls under joint data creation, the others (policy co-creation, data co-creation, deliberation, etc.) are of the second type, joint creation of ideas and solutions.

In the **joint data creation scenario**, participants, usually citizens, go out and assemble data such as pictures, lists, and other kinds of information, according to a specific topic. The mobile apps that come with our tools allow users to simply add such data to a predefined database. Users can go out on their own to take pictures of their local playground, for example. Assembling and sharing data and datasets appeared to be (not unexpectedly) greatly facilitated by using our tools. We have piloted 5 scenarios of this type within the project. Ideally, data-centred activities would go a full cycle, from the establishment of a main topic, toward improved understanding and perhaps revision of that topic as a result of the data-activities, which would also include an interpretation phase, during which the data assembled are linked to the main issue.

In the **joint ideas and solution creation scenario**, participants make use of already existing data to discuss ideas and perhaps trying to solve some issue, or at least arriving at the next step. This is essentially a collaborate effort, to be carried out in a group or team, with different representatives of the stakeholders of the issue. There are many complexities with this type of scenario, which we will reveal below.

3 SUMMARY OF RESULTS

Overview of the scenarios for years 3 (clear) and 2 (shaded)



The table below provides a comprehensive (albeit) summary of the scenario implementations at the user sites. It will include main goals, a summary of the activities, and the main lessons learned, both for participants and for scenario design. In the separate Appendix of D5.3, complete scenarios and scenario narratives are available.

Scenario	Year	Type of scenario	Scenario; Short description	Report; short summary
1. Utrecht – Healthy balance (Partner: UU)	3	PA, stakeholder, students Co-creation of ideas/solution	<p>The objective for the municipality was to substantiate how to maintain a balance between liveability and liveliness. Desired outcome was a report with insights based on open data.</p> <p>Participants: Heterogeneous group of PA's (several departments, open data experts), citizen stakeholders and students as main constructors of the reports.</p> <p>Success criteria: insights based on open data, information on what data is missing, use the report for decision making.</p> <p>Foreseen barriers: use of tools in the municipality difficult as result of inadequate technology available. The open data expert will act as moderator to stimulate participation of PA's in the discussions</p>	<p>The objective was partially achieved. There were a lot of local datasets available, but finding data on the right aggregation level was difficult. Students started by using TET to be able to deal with large and combination of datasets, but due to problems with TET this was not possible. Integration of data from different datasets was therefore more difficult which limited the ways for students to come up with innovative conclusions and solutions. Students also used existing communication tools for collaborating.</p> <p>Active online participation of the PA's was difficult to achieve, one reason for this was technical limitations (municipality only works with IE, while chrome is needed for good performance of SPOD), but also because it was not part of their regular work. PA's were actively involved in the face-to-face meeting. Student groups delivered their reports, basing their ideas and solutions on datasets and interpretations of them. Students reported back that for a good analysis of the situation, there was a need for more sensor data, not only monitor data.</p> <p>The impact of the political reality (e.g., elections, two very different departments involved) was high; results were not easily shared with a larger community, and were not felt equally relevant for both departments involved.</p>
			SCUTE	
			<p>SCUTE was administered to the participants. 14 citizens (students and stakeholders) and 5 PA's responded.</p> <p>Main lessons for</p> <p>Participants: Active participation of civil servants is difficult to achieve. Next to practical issues (access to the tools, data skills, etc.), the political layer has great impact the ability and willingness to act in the tools. Students are able to work with the tools, and their assignment was relevant for their education. We also learned that the impact of existing tools (e.g., communication tools, social media, but also data tools</p>	

			<p>such as excel) is there, but that this can be a benefit also.</p> <p>Type of scenario:</p> <p>For this type of scenario taking care of sufficient usable data, creating commitment through active participation of all stakeholders in the preparation of the scenario and the presence of moderation by a civil servant during the work in the tools, are the most important features.</p>
2. CNRS – CLEMI (Partner: CNRS)	3	Students Co-creation of ideas/solutions	<p>The objective was to involve students in the process of understanding data and data manipulation by using RTPA tools for discussing and understanding data in the context of public transport. The outcome would be several discussions in which groups of students deliberate on policy stances from different perspectives using open data</p> <p>Participants: high school students</p> <p>Success criteria: active use of data in discussions and for basing policy statements on transport issues.</p> <p>Foreseen barriers: finding data sources, data skills. Moderation will be done by the teacher of the classroom and is focused on facilitating work with the data (analysis, interpretation) and supporting the collaboration</p> <p>This scenario used role-play in order for students to investigate various perspectives and interpretations on data and the topic of data manipulation in the press. Students worked in an online synchronous mode, for which the co-creation tool is not really developed. It could be done however.</p> <p>High school students produced, in average, 289 messages per group, 25 visualisations per group and used 19 press articles per group. Among these visualisations, 7 visualisations were built with external datasets. Considering the success criteria defined initially, these results are in accordance with the expected outcomes in terms of “number of visualisations” and “number of messages”. Only the number of “external sources” was lower due to the difficulties to find data that question punctuality and accessibility of the French railways society. Moderation was high in this scenario, to help students in the process of improving their data literacy. The last phase of the scenario, in which the separate groups had to debate together was less interactive than foreseen. They only shared their statements, without any debate between them. Due to time constraints, involvement of the moderator to enhance the debate could not be done anymore.</p> <p>SCUTE</p> <p>SCUTE was administered to the students in a slightly adapted way, 36 questionnaires were collected.</p> <p>Main lessons for</p> <p>Participants: high school students were able to use the tools to visualise data and discuss interpretations and use these in coming up with</p>

			<p>policy stances. The exercise stirred their interest in and understanding of open data.</p> <p>Type of scenario: The tools & scenario clearly elicit serious interaction, especially data sharing and manipulation of visualisations. Moderation was helpful for students to focus on the relevant aspects and overcome getting stuck. Approach is promising, will lead to higher quality outcomes and discussions with increased experiences. Most important asset: involving participants in serious data centred interaction.</p>
3. Galway – Healthy Ireland (Partner: NUI)	3	Students Co-creation of ideas/solutions	<p>The objective was to engage students in the process of co-creation of recommendations for promoting health and wellbeing in Ireland by using (analysing, interpreting, discussing) open data. Desired outcome was a set of data-based recommendations to promote health and wellbeing.</p> <p>Participants: University students</p> <p>Success criteria: a number of data-based recommendations, high quality deliberations on SPOD.</p> <p>Foreseen barriers: analysis and interpretation of data is difficult, use of these interpretations in discussion will be a shift. Moderation is done by two facilitators (teachers), who will provide prompts and discussion topics and help with interpretation of data.</p> <p>Very engaging scenario, scripted well to allow students to engage in clear tasks for developing their data-based recommendations. Students knew each from work on other assignments. The objectives were achieved, all groups proposed several clear policy recommendations. Students used existing and provided datasets and visualisations, and combined these with research papers. Moderation was high and deemed necessary in this scenario, to ensure students not only shared information, but deliberated on it with each other to deepen the understanding of the data and suggested solutions. Focus of this scenario was on understanding and interpreting visualisations made of existing datasets and using these interpretations in deliberations on possible solutions. Students did not do a lot of actual work with the datasets themselves (e.g., creating visualisations).</p>
			<p>SCUTE</p> <p>SCUTE was not administered to the students.</p>
			<p>Main lessons for</p> <p>Participants:</p> <p>Students were able to use visualisations in their argumentation. The tools elicited serious discussion among students, sharing and elaborating ideas.</p> <p>Type of scenario:</p> <p>Focus of the co-creation of ideas/solutions scenario was on the interpretation of data (visualisations) part. The preparation of visualisations, scripting and intense moderation helped in bringing students to this phase. There also was no distraction from the search of relevant data</p>

			part of the process. Good scenario for educational purposes.	
4. Heter – schools on local cultural heritage (Partner: UNISA)	2-3	Students Co-creation of data	<p>The main objective was to involve students in the co-creation of datasets for raising awareness of local Cultural Heritage. Desired outcome would be a series of datasets in open format accessible for local communities.</p> <p>Participants: High school students (part of program transition school – work).</p> <p>Success criteria: good quality datasets, student interaction on organization and interpretation of data.</p> <p>Foreseen barriers: technical issues (connection to internet, number of computers). Moderation is done by Heter staff, focused on training to use tools, introduction to open data and hands-on support of the students during their work (f2f and remote).</p>	<p>Several schools participated in this scenario. A detailed program was designed to introduce students to the topic of open data, and to train students in using the tools. Meetings were organised at the university and at the particular schools. Topics that were worked on depended on the interests of the students, which made engagement quite high. Technical issues were indeed found in bad internet connection and limited amounts of computers. During their work on construction of the datasets, students collaborated and discussed face-to-face mostly, using only the data creation tools in SPOD (data creation room, accompanying chat for asking questions to the moderators by remote) on a shared computer.</p> <p>The scenarios resulted in several datasets that are publicly available via the Heter CKAN. Students also wrote several blogs and Facebook posts, to share their work with a larger community. This feature of the scenario was appreciated by the students and made them involved in making nice interpretations of their own constructed datasets. Students also presented their work at a final meeting at the university of Salerno.</p>
			<p>SCUTE SCUTE has been administered to the students, 97 questionnaires were collected.</p>	
			<p>Main lessons on Participants: young students were excited by the topic of cultural heritage. The making process of a dataset was a good way for them to get into a cultural heritage topic. Use of the tool was not a problem for the students, with help of moderators.</p> <p>Type of scenario: Focus of the scenario was on the whole process of creating a dataset (topic selection, categories in the data, developing the table, finding data</p>	

			for in the dataset from books, other datasets, etc. and adding data to the cells of the table). This was an interesting process for students to discover. The fact that students were asked to write about their dataset, made them also involved in understanding the dataset better by creating visualisations of it and presenting these in a text. The support (meetings, training, moderation online, end meeting) was appropriate for engaging students in the task.	
5. Prato – Tabernacle (Partner: Prato)	3	Students Co-creation of data	<p>The objective was to involve local schools in co-creating a dataset on local tabernacles, by using the app to go out in the city and collect pictures of the tabernacles in areas. Additional information about the tabernacle could be added to the dataset. Desired outcome is one integrated dataset built by students and their teacher.</p> <p>Participants: high school students</p> <p>Success criteria: number of tabernacles collected (> 50). Foreseen barriers: contact with schools & teaches. Moderation is done by ICT department of the municipality and focused on training and use of tools (app & SPOD).</p> <p>Gamification was used by making the project into a contest in which the school/class who collected the most and best quality items for the dataset could win a prize. A commission was installed, involving a PA from the municipality and a historian for choosing the best dataset.</p>	<p>Three schools were initially involved in this scenario, but one was not able to proceed with the work, so eventually two schools (5 classrooms total) participated in the challenge. Not all students were allowed to create SPOD accounts, for reasons of privacy, which limited the direct use of the app. A solution was found by uploading the data (pictures, geolocation) by hand. Other schools did use the app. Students were enthusiastic to learn more about tabernacles in the city, and collected a lot of different tabernacles for the dataset. Classrooms went out for walks together in the town, but students also individually collected the data.</p> <p>Moderation was done by a member of the municipality, but was limited to providing technical assistance. It was hard to get insight into what happened in the classrooms with this project; did classes discuss the data collected, searched for additional information on the tabernacles? No online discussion activity was seen in the tools, but from teacher's mail report we know that additional work on data integration and cleaning was done in the classrooms.</p> <p>In the end there were four datasets created, with almost a total of 300 tabernacles collected. The datasets have been revised to delete empty lines and doubles in order to have datasets that can be integrated and be publicly available. The dataset will be available via the municipality.</p>
			<p>SCUTE results</p> <p>SCUTE has not been administered, because of the young age of the children. SCUTE was sent out to all registered members of the PRATO</p>	

			platform which resulted in some response from citizens and PA's.
			<p>Main lessons on</p> <p>Participants: school students were engaged and liked the topic in order to learn more about their town. Privacy issues were discovered in relation to the young age of the children as not all schools allowed children to create accounts on SPOD. The mobile app was easy to use for these young students.</p> <p>Type of scenario: As educational scenario some parts were well developed, but in order to understand more about the collaborative aspect of it, better contact with the teachers is needed. Topic of learning more about your city by engaging in active data collection through taking and uploading pictures as data for a dataset is suitable for these young students. Other educational benefits can be explored more.</p>
6. Hetor – Data challenge on local cultural heritage (Partner: UNISA)	3	Citizens Co-creation of data	<p>The objective was to preserve and promote cultural heritage of Nocera Inferiore by engaging citizens in co-creation of datasets on heritage issues to be shared back to the community. Desired outcome would be several co-created datasets around topics of cultural heritage that are accessible to all. Participants: all citizens of Nocera Inferiore.</p> <p>Success criteria: active participation, available datasets, blogs.</p> <p>Foreseen barriers: use of tools, finding participants</p> <p>Moderation is done by Hetor staff, in regular face-to-face training sessions and remote support. The data challenge would lead to a winner (individual or group) chosen by an official commission. There were some prizes for the winners.</p> <p>The data challenge started with a public launch followed by weekly meetings at the local library for training and support during the data challenge. People had to sign up for the challenge, almost 40 people participated grouped into 12 teams. Not all participants registered on SPOD, some participated in their teams just by providing their knowledge and ideas. A range of topics related to cultural heritage for creating datasets were proposed (e.g., industries in the last 150 years, ancient proverbs and terms, ancient games, tabernacles, evolution of streets in pictures).</p> <p>In several groups intergenerational working was observed, which meant that elderly people worked with young people in order to combine knowledge of the past with technological skills needed to work in the RTPA tools. This process has been spontaneous for they did not know each other before. The use of the local library in the data challenge could have contributed to this process emerging, for these people had a place to meet each other and work.</p> <p>The data challenge resulted in several datasets publicly available via the HETOR CKAN.</p>
			SCUTE

			SCUTE was administered to participants, 11 responded.	
			Main lessons on Participants: The scenario attracted a diverse range of citizens to participate. Issues with the tool for some were resolved by dividing tasks: not all participants registered on SPOD to do work in the tools, but helped with data collection or providing information. Type of scenario: Engaging data challenge. Strong point of the scenario were the public start event next to the social media campaign to draw attention to the challenge, and the weekly face-to-face meetings in the library where support was be offered. These library meetings led to the formation of several (intergenerational) groups, and were used as work-time as well. Creating a dataset is a clear task and the end result can be presented and shared with others. The gamification part (prizes) worked for making the final event festive.	
7. Dublin – Pin it in the parks “data challenge” (Partner: Dublinked)	3	Citizens Co-creation of data	The main objective was to engage citizens in creating a dataset with up to date facilities in the parks, using the app to capture these facilities in a dataset. Desired outcome is a collaboratively created dataset that would be publicly available via Dublinked. Participants: Citizens Success criteria: a number of participants, a dataset. Foreseen barriers: finding and engaging participants. Moderation is done by a member of Dublinked, aimed at recruiting participants, and providing technical assistance during the challenge. A number of challenges has been identified together with repair strategies. Gamification was used to challenge participants in providing as much information as possible to win points that could result in a money prize).	A large communication campaign was initiated focused on inviting citizens to get involved in the challenge. Similar strategies were used as in previous challenges organised by Dublinked, but these challenges were not focusing on general citizens engagement, so slight changes were made to the tone and visuals of the materials. Social media were used to distribute the materials. Four datasets were created already to function as examples for participants. Although the social media posts were viewed many times, participation of citizens was very low. Some citizens tried to download the mobile app, but technical issues were reported after that, which prevented them to actually go to the parks and collect the information on services. During the challenge the Salerno team to improve the mobile app carried out several updates, but this did not lead to any participation by citizens. The objective of the challenge therefore was not met, possible reasons that were identified were: bad time of the year for an outdoor challenge, technical issues with the app, online recruitment campaign is maybe not sufficient to engage citizens.

			SCUTE results SCUTE has not been administered, because of lack of participation	
			Main lessons on Participants: the focus of this data challenge was on inviting all kinds of citizens to participate in collecting data on services in the parks of Dublin. What we have learned about citizens as participants is that they don't just participate. Type of scenario: Same type of lessons as in Issy-les-Moulineaux; such as the need to have more than just an online media campaign to draw attention the these kind of data challenges. We cannot say much about other features of the scenario (such as the gaming element), because there was no active participation.	
8. Issy – Issy once upon a time “data challenge” (Partner: Issy-media)	3	Citizens Co-creation of data	The objective was to engage citizens of Issy in the history and present time of Issy, by creating and making available datasets with pictures and stories, thereby creating a community around open data. Desired outcome is a dataset with pictures and stories of the history of Issy. Participants: citizens of Issy-les-Molineux Success criteria: online participation, number of pictures. Foreseen barriers: use of the tools as participants with the photos are older. Moderation is done by two members of Issy Media, focused on recruiting participants and providing technical assistance.	A large communication campaign was initiated focused on online social media as well as local newspapers, inviting citizens of Issy to participate in this challenge. Two local historical associations were also contacted to find participants. Training material was available to show citizens how to use the tools. Although the social media posts did get a lot of attention, and the SPOD environment for the challenge was visited quite a number of times, no citizens actually participated by uploading pictures. All sorts of strategies were used to boost participation; visualisations of existing datasets were shared, co-workers of Issy Media posted messages in the AGORA, to stimulate discussion. The strategies did not result in more participation. Possible explanation could be that citizens are interested in the outcome of such a challenge (all the old pictures of Issy), but not in participating themselves in making these datasets.
			SCUTE results SCUTE has not been administered, because of lack of participants	

			<p>Main lessons on</p> <p>Participants: there were no citizens active on the platform. Some citizens did show interest in the topic as they reacted to social media messages on the data challenge, but they did not act in the RTPA tools. Engaging them only by an extensive social media campaign was not sufficient, as part of the</p> <p>Type of scenario: this scenario has taught us something about strategies for recruiting/finding participants and how to draw attention to this type of data challenge. A strategy only featuring online media actions for drawing attention to the data challenge does not seem to work. Although there were many different channels used, the step between seeing a post on the data challenge and then signing up to the RTPA tools, learning to use them and participate by providing data for the dataset is too big. Possible participants have to be supported to Improvements can be made based on experiences of other scenarios, such as organising face-to-face public events to introduce the data challenge, show the tools, and for training and support purposes.</p>	
9. Open State Hackathon (Partner: OKI & WM)	3	Citizens Co-creation of ideas/solutions	<p>The objective was to introduce the RTPA tools in the community of Hackathon participants to see in what way these tools could be used. Desired outcome would be active use of the tools during the meeting.</p> <p>Participants: participants of the Open State hackathon (PA's, interested citizens, hackers, students, etc.)</p> <p>Success criteria: use of RTPA tools during the hackathon</p> <p>Foreseen barriers: participants have their own tools, might need more advanced data possibilities. A member of OKI does moderation and technical assistance was provided on site by the university of Salerno.</p>	<p>During the preparation of the hackathon the RTPA tools were introduced to the participants. This was done by social media and in an introductory meeting which many of the participants attended. During the hackathon use of the RTPA tools was voluntary, but all groups had to share their results through the what's new page of SPOD.</p> <p>Sharing the outcomes of each groups (the proposed solutions that were developed during the hackathon) on the SPOD platform had as a result that all participants could see each other's work, which was not the case in previous rounds of the hackathons (only the projects of the winners would be made public). The participants did not use other features of SPOD, because they already had tools for manipulating and visualising datasets.</p>
			<p>SCUTE</p> <p>SCUTE has not been administered, because it was not developed yet at the time of the hackathon.</p>	
			<p>Main lessons on</p> <p>Participants: diverse group of participants, from hackers to policy makers to students. Most had their own tools, and did not have the necessity to use RTPA tools.</p>	

			Type of scenario: Use of the tools was left quite open during the hackathon, but there was a focus on sharing of results among participants in the end. This was useful, after several months there still was some action on this SPOD page.	
10. Prato – new WIFI hotspots (Partner: Prato)	2-3	Citizens Co-creation of ideas/solutions	<p>The objective was to consult citizens on the issue of where to place new WIFI hotspots using RTPA tools. Desired outcome is a dataset with citizens' suggestions for new WIFI hotspots, to base the decisions on.</p> <p>Participants: citizens. Success criteria: active participation of diverse group of citizens, suggestions for new WIFI points.</p> <p>Foreseen barriers: recruiting participants, long term participation.</p> <p>Moderation: active moderation was planned by the municipality focused on stimulating use of data, creating a dataset with suggestion</p>	<p>A public meeting was hosted by the municipality to introduce the scenario to potential participants. The RTPA tools were shown, and hands on activity could take place. Contacts were addressed in order to recruit participants. The scenario did not have a known end date, which meant that new participants could join for a long time. The type of participation that was seen on the platform consists of someone posing a suggestion for a new WIFI post, with some arguments for it. After a short time, the moderator suggested to create a dataset of all the suggestions, also to be able to show distribution of suggestions on a map. There was not a lot of discussion between participants on the platform, most participants only contributed once, and further questions by the moderator for instance were not answered. The moderator was the only one placing new information in the dataset based on suggestions by participants. Later on some short discussions arose on parameters of the consultation question. In the end a dataset was created with 33 proposals for new WIFI points, substantiated by motivation, geolocation and some visualisations. The scenario could be improved by making the period for participating more specific (start and end date) and adding some gamification element in order to entice more people.</p>
			<p>SCUTE</p> <p>SCUTE was not administered to participants.</p>	
			<p>Main lessons on</p> <p>Participants: Citizens seemed interested and willing, but needed perhaps more structure in order to be active for a longer period of time.</p> <p>Type of scenario: Citizen consultation has a long tradition in various communities. Given the appropriate topics (ideally: citizen initiated) the tools are able to suit this kind of scenario quite well. More experimentation about the precise elements of the scenario is needed.</p>	

<p>11. Den Haag co-creation PA & employers</p> <p>(Partner: WM)</p>	<p>1-2</p>	<p>PA, employers</p> <p>Co-creation of ideas/solutions</p>	<p>The main objective was to establish a new co-creation approach in working with employers using open data. Desired outcome is a sustainable way of working on policy development and idea generation.</p> <p>Participants: group of PA's and employers.</p> <p>Success criteria: active participation in the tool, use of open data in discussions and co-creation of ideas.</p> <p>Foreseen barriers: lack of open data available in the domain, participation</p> <p>Wise & Munro did moderation in the face-to-face meetings, during the pilots with RTPA tools however moderation tasks were distributed to participants.</p>	<p>A group was formed of local employers and civil servants in the domain of employment for developing the new collaborative practice with RTPA tools. Several face-to-face workshops were organised and the group actively discussed topics related to open data, which issues would lend themselves for employer-PA collaboration and how online collaboration would work. After the first stable version of SPOD was available, training was organised in use of the tool. After that two in-depth pilots were planned, in which the group experimented with online discussion, and with data-work (finding, visualising, interpreting and using data in the discussion). During these pilots several issues arose; some of the participants did not participate online, although they were very active in the face-to-face meetings, working with data was difficult for most of the participants (both for lacking skills in using the tools for creating visualisation of the datasets, and reluctance to share interpretations of the data in the discussion). Results or experiences of the efforts of this group were only marginally shared to other departments in the municipality or to a larger community. One issue also revealed itself during this scenario, which was the lack of open data in the realm of employability. The open data that was there, was opened in a way that made reuse very difficult (e.g., lack of metadata, unclear labels).</p> <p>After two years the participation of the municipality of The Hague in the RTPA project stopped, because of change in management. This showed that sustaining the project was not really successful, in spite of active participation of the group during the workshops.</p>
			<p>SCUTE</p> <p>SCUTE has not been administered, because it was not developed yet in year 1-2</p>	

			<p>Main lessons on</p> <p>Participants: Public administrators were open for discussion on topic of open data and co-creation with the specific group of citizens (employers). Common topic to work on was however difficult to find, and need or urgency to do something with open data was not there. Acting in the tools was also problematic; both due to felt restrictions (not being able to say anything as PA, not willing to share thoughts as employer) and because participants felt they were not the ones who should do the actual data work (e.g., search for data, process the data, make visualisations).</p> <p>Type of scenario: in this scenario the development of a new practice with the RTPA tools was the central feature, and participants were taken along a path of several workshops in order to gradually understand more of open data and the way collaboration with each other in the tools would look like before trying this in the newly designed tools. Although the face-to-face workshops elicit active participation, work in the tools did not. The lack of open data available was also something that became apparent during this scenario. For scenarios of this type to work, more active support from management (including the policy level) is indispensable.</p>	
12. Groningen population decline (Partner: UU)	1-2	PA, stakeholder, students Co-creation of ideas/solutions	<p>The objective was to use the topic of population decline to experiment in the province of Groningen with the use of open data to understand the issue. Desired outcome would be useful student reports in which open data was used to co-create new ideas and solutions for the problem.</p> <p>Participants: PA's, stakeholders and university students Success criteria: interesting student reports on issues related to population decline in which open data has been used to substantiate argumentation and ideas.</p> <p>Foreseen barriers: the lack of open data available was identified soon, also active participation of PA's in the tools still under development was considered a barrier.</p> <p>Two members of the university of Utrecht did moderation, focused on preparation of the tools, supporting the students to work with open data and promote participation of stakeholders and civil servants.</p>	<p>Together with civil servants of the province, local stakeholders and university students a 6-week project was designed in which the students worked on the issue of population decline with participation of stakeholders and some civil servants in order to understand the issue more, while using open data available. Much effort was put in preparing the (first stable version of the) tools, finding open data and discovering that there were not many datasets available.</p> <p>Moderation was high, because of the early stages in tool development. During the scenario participants worked with first stable releases of the tool, but there was a need for constant feedback on issues (e.g., bugs). Close collaboration with the Italian developers resulted in quick uptake of these issues and solutions were developed.</p> <p>Several preparation meetings were organised to develop the topic, train participants in use of the tools, evaluate (half-way and end), and discuss impact of the project outcomes. The lack of open data was one of the main issues that influenced the quality and relevance of</p>

				<p>ideas that were developed by the students.</p> <p>Because of the person who was the driving force of the project at the level of the province changes positions, the project in the end did not continue for another round.</p>
			<p>SCUTE</p> <p>SCUTE has not been administered, because it was not developed yet in year 1-2</p>	
			<p>Main lessons on</p> <p>Participants: this scenario gave us first impressions (in time) of what a co-creation process involving a heterogeneous group could look like. Students were identified as interesting participants, because of their ability to work with data. Getting civil servants to actively participate in the tools was much harder; the same applied for the stakeholders, although both groups did actively participate in the preparatory and evaluative meetings.</p> <p>Type of scenario: An important thing that was learned from this scenario was the lack of open data available in the province of Groningen, and if the data was there it was in a format that not very useful. This issue returned in other cases. This scenario will work with more involved public administrators, for example to discuss preliminary versions of the outcomes, in terms of their needs and experience.</p>	
Recent scenarios (description of scenario only, execution is still underway or not reported to the project)				
Campania Regional Council	3	PA Co-creation of open data	<p>The objective is to stimulate better quality open datasets in which the usefulness for future users is taken into account when opening the data. Desired outcome is a series of quality open datasets.</p> <p>Participants: administrative and technical employees of the Regional Council.</p> <p>Success criteria: datasets with a number of quality criteria (e.g., three stars Tim Berners-Lee rating).</p> <p>Moderation: participants are supported by moderators of the university of Salerno.</p>	<p>First experiences in this scenario show that the regional council is using this participation to accelerate the process of opening datasets to the public. The way in which the data is opened is of higher quality and more focused on understanding possibilities of re-use of the data for citizens. Using the RTPA tools allows them to use for instance several visualisations in order to see what can be done with the data.</p>
Prato	– 3	Students	<p>The objective was to stimulate students to understand (open) data by</p>	<p>The teacher involved heard of RTPA tools and individually decided to</p>

Computer museum		Co-creation of data	<p>creating an open dataset. Desired outcome: a dataset in which all computer museums of Italy are collected</p> <p>Participants: high school students.</p> <p>Moderation done by the school teacher.</p>	<p>use the tools with his student in order to create a dataset with all computer museums in Italy. Prato municipality only heard of this experience after it had been done. It shows a teacher independently figuring out how to make use of these tools in educational context.</p>
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4 EVALUATION

4.1 WHAT HAVE WE LEARNED ABOUT HOW DIFFERENT USER GROUPS WORK WITH OUR TOOLS?

We first want to say this: many users actually worked with the tools and produced something. Others seriously discussed and tried to imagine a transparent world in which open data would play their role. We did more than showcase possibilities and things that others are doing, we tried to make an impact on how people work and think, and we investigated, sometimes in great detail, what people did and experienced.

The contents of this part of the Deliverable (4.2) has been the result of a co-creation session in Paris, January 2018.

4.1.1 PUBLIC ADMINISTRATORS

We worked with public administrations, which are complex hierarchical organisations, in which the roles of the individuals usually are well-defined, and this role has a great influence on what a particular individual is willing and able to do with our intervention. In almost all cases, working with open data was new, so it did not include the definition of roles of the pa's concerned. They benevolently participated and checked out what was there. We found that the best situation is to work with public officials who experience autonomy to collaborate with us and are open in expressing ideas and opinions. Most of the people we worked with were pioneers within their own organisations, sent out to see if this was interesting enough, and worth anyone's while. In some cases, we worked not with the PA's directly, but with organisations closely related to the PA, with specialised tasks, such as people handling technological projects, including open data, or managing interactions with citizens through the web portal. In all cases in our indirect interactions with public administrations, the ROUTE-TO-PA project was defined as a technological project, to be handled by specialists. The goal of creating transparency did not result in more transparency, instead, many public administrators closed down.

Moreover, local government is under high political pressure, which may be the greatest factor of determination for the willingness of a public official to follow up on our invitation to work with our tools. We noticed reluctance in some contexts to come forward with participating in an international project, because the political climate did not favour international contacts, and identified us as part of undesirable EU-bureaucracy. In other contexts, this was a strength, and participants were keen on becoming part of an international endeavour, because the political climate favoured activities which showed their innovative spirit, or their cultural assets. We experienced that the role of upcoming elections in two cultures led to closing down of all other activity, or to closing down of all public communication on an open platform, whilst in a third culture, in the midst of election time, participants were motivated by the advantages of displaying their regional assets.

Transparency as a concept is academic, and beyond the grasp of most public officials. For many it is unclear to what extent this involves their own practice and communication processes. Also, they did not always see the use of revealing information to citizens who will probably not be able to handle that information. For many PA's,

becoming transparent was only meant for those who would behave wisely and prudently with the new information.

Crucially, we experienced that transparency is not a state, or even a state of mind. It is activity, moving rather than willingness to move.

4.1.2 CITIZENS

An important group of citizens we worked with were students, and sometimes their teachers. The lack of data skills we discovered at public administrations, led us to consider the future civil servants, who are still at school. The school context is different, students receive assignments, are not free to explore the world very much, so some guidance and concrete scenarios are expected. In addition, the assignment needs to fit in the pedagogical context, to the level and expertise of the students, etc.

What we were asking the students was completely new, so an element of discovery was necessarily present in most cases, except when the teacher scripted the whole process (such as in the Galway scenario). In the school cases, we did not find much discussion, as in differences of opinion, sharing knowledge and new ideas. Instead, students seemed to look at what others were doing, and tried to replicate that behaviour. Such conformity is no doubt a characteristic of most educational contexts. Moderation by a present and active teacher clearly was helpful. As a consequence, there were not many problems with the technology, after some introductory issues. This showed us that the tools were well designed, and most problems had other causes than a lack of user-friendliness of the tools. The Utrecht experience, for example, showed that students can make perfect datalets. We can expect that with more experience, students and teachers could become very productive data workers.



Another group of citizens was the hacker community. These people seemed an interesting test case for the use of our tools. They are quite open and collaborative, keen to try and use something new. On the other hand, they all have their preferred tools. We managed to become part of a hacker session, organised through Open State and Open Knowledge International, participants worked in teams to produce open data-based solutions for societal issues, where SPOD was to be used to share the group products of the session with the other groups. For working with open data, they had their own tools,

moreover, for quickly combining datasets into a single database. This would probably require more sophisticated use of TET. As a central platform for sharing their results, there were no problems, and the results can still be seen. We at least had some local exposure. Open State, who is an organiser of hackathons in the Netherlands, was not a partner in the project, but they remain interested in further developments.

In Italy, we worked with a range of citizens, including more senior ones, a group that is expected to need more support for working with the tools. They had political and cultural motivation to connect and share their stories, issues and ideas, but needed ongoing presence of someone able to provide technical help with the tools. The library appeared as the ideal place for regular visits and ongoing support. Given a motivating topic, a concern that these citizens share or information they want to share, SPOD appeared to be a good way to share ideas and

also sentiments. In the Hetor data challenge, we found stimulating cases of intergenerational collaboration, that occurred spontaneously.

We worked with a group of entrepreneurs in The Hague. They quickly moved to the crucial business model question: what does this bring us, and how can we make it work? Clearly there was a need for business models for open data. One challenge for this group is a conflict between a group interest (in transparency) and their business interest (of making money).

For most citizens the reason to engage with open data is issues in their daily lives. They seem most interested in practical matters. Suggesting them to engage in collecting information, using the mobile app, was a very good idea for citizens in Italy, but worked less in France and Ireland.

4.1.3 ABOUT CITIZENS AND PUBLIC ADMINISTRATORS TOGETHER

This was the main objective for the project: collaboration between public administrations and citizens. As we will see in the next section, the main barriers, once motivated participants are found, concern working with data: data skills, actions with data. Concerning the actions with data, we found that public administrators prefer commenting on graphical displays, but not going into deeper analysis and interpretation, for example by combining datasets or visualisations. Participants in these collaborative efforts using our tools had implicit expectations derived from their experiences with social media. For example, public administrators receive lots of email, and tend not to react, or not immediately. The same behaviour they displayed on SPOD, in spite of our warnings and explanations. Obviously, such behaviour does not help collaboration much.

The learning curve for effectively using SPOD and TET for collaboration between civil servants and civilians is very long. If concerns lack of data skills, and collaboration skills, and the two together. The political layers were not supportive to underline the importance of such developments.

4.2 WHAT HAVE WE LEARNED ABOUT EFFECTIVE USE OF OUR TOOLS FOR CO-CREATION PURPOSES?

There may be already too many tools in the world. Although new tools may be better and more useful than older ones, very often we received remarks about already existing tools that would perform this or that task very well. Our tools have a combination of functionalities that makes them unique. However, for such a combination to be exploited to full satisfaction, a whole range of activities must be of interest, not just a part of them.

The main issue for almost all PA's is creating, collecting and sharing open datasets. For example, the municipality of Den Haag is working on the creation of a data platform². Such data can then be used by application developers, for developing useful tools for citizens, such as happens in the EU-Clarity-project³. These showcase approaches can be very useful, but our scenarios would take all of this a step further, towards collaboration and shared understanding. We wanted our users to act.

What we found in the first year is that most barriers exist already at the start: finding and opening datasets. The point where users can fruitfully discuss issues on the platform was rarely reached. One reason for this clearly was the lack of experience with open data, with discussion on public forums, and the abundance of experience with superficial messaging, fancy apps that were easy to find, but never served getting deeper into issues. This reasoning is supported by the very positive reception of the SPOD-app, for easy uploading of pictures to a database. So, a main barrier is clearly socio-technical: the social contexts of working with open data and

² <https://denhaag.dataplatform.nl/>

³ <https://clarity.codefor.nl/>

collaboration tools. We do not think it is in the design of the tools themselves. In addition to the lack of experience, there is the lack of suitable open data. In order for a collaboration to work, and to work with motivated active users, we needed to prepare the datasets for them. Most participants, especially students did not have many problems, after being initiated, in constructing datalets and sharing them on the platform.

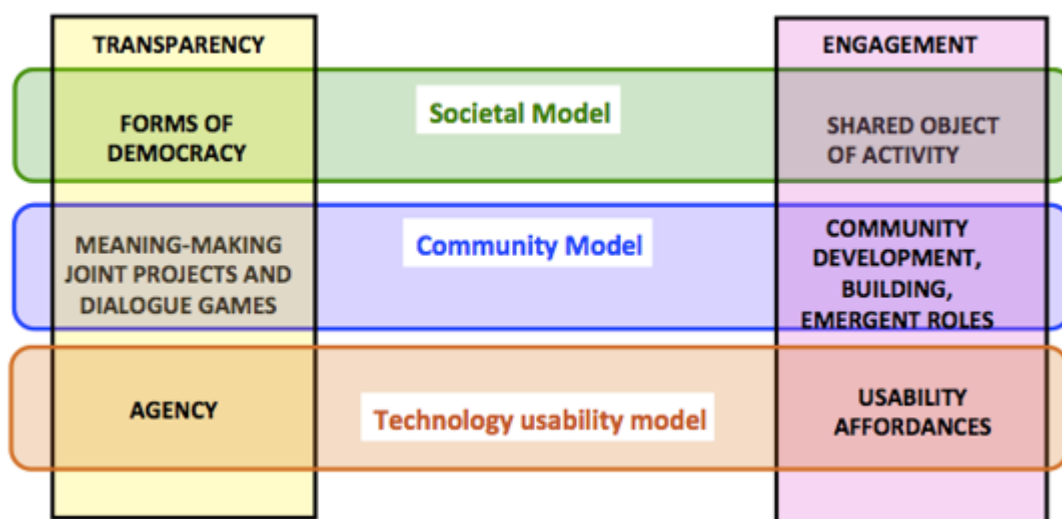
So, it seems that **we need different roles in the data cycle**: we want people to create datasets, we would like others to share and present the data as datalets, and we would want people to share and discuss the interpretation of datasets for policy making. All of these activities are collaborative.

In our pilots we found interesting examples of learning by co-creating datalets. Making a data story by creating a number of visualisations is an interesting way to understand data and their implications. Also, concerning the exchange of ideas, the social platform on SPOD elicits serious interaction, no facebook superficial messages. This seriousness is an asset, but also an obstacle, as it can make people hesitant to produce tentative ideas. An interesting learning exercise could be to compare visualisations and how they are interpreted in the media. For the purposes of discussion, it appeared that Agora is easier to use, then the co-creation knowledge room. Agora is linear, and therefore more tentative and less organised. The co-creation room requires better preparation to reflect on organisation of the discourse, which is not needed in the Agora. This underlines our idea that the experience with linear tools is more important than the possibility to go deeper into analysis and interpretation.

The tools are excellent for developing exercises about data literacy, in education, but also for adults in professional contexts. They are very suitable for making a point, illustrating on what premises (data) this point is based. We found it could be very good for preparing a meeting, or a discussion by selecting data and making visualisations, as suggested earlier. Synchronous activities based on data are also possible, for example, idea catching, debunking fake news, question asking, checking for understanding, etc. Working with open data can reveal a rich potential in learning possibilities.

Finally, we should not forget a use that we did not test, which is to promote cross-cultural understanding, by organising focused discussions about differences in (European) identity.

4.3 HOW DOES THIS LINK TO THE RESULTS DISCUSSED IN D3.3



In this section, we discuss relations between results of D5.3, concerning development of scenarios for usage of SPOD-TET tools on public administrations' open data, and results of D3.3, concerning experiences of participants in these scenarios. Such relations correspond to a dialogical vision of the projects' empirical results, between the

narratives of the collective user activities and the perceptions of individual participants on (some of) those activities.

With respect to transparency, understood as relating to forms of democracy, shared meaning-making and agency, involving use of SPOD-TET tools, citizens expressed overall a **positive evaluation** of the scenarios in which they were engaged. these tools were judged to facilitate understanding of either PAs or the city/region, to facilitate shared meaning-making and to facilitate open data use/creation. The SPOD tool, for open-data visualisation focussed discussion, was seen as easier to use than TET, for creating visualisations in the first place. In this process, citizens saw the role of facilitators as crucial.

This is reflected in many scenarios: when the barrier of working with data was taken, many possibilities emerged. The most important quality of the tools that can be seen in the narratives was that the tools afforded serious data work and serious interaction. In the age of Facebook and Instagram, this seems a remarkable asset!

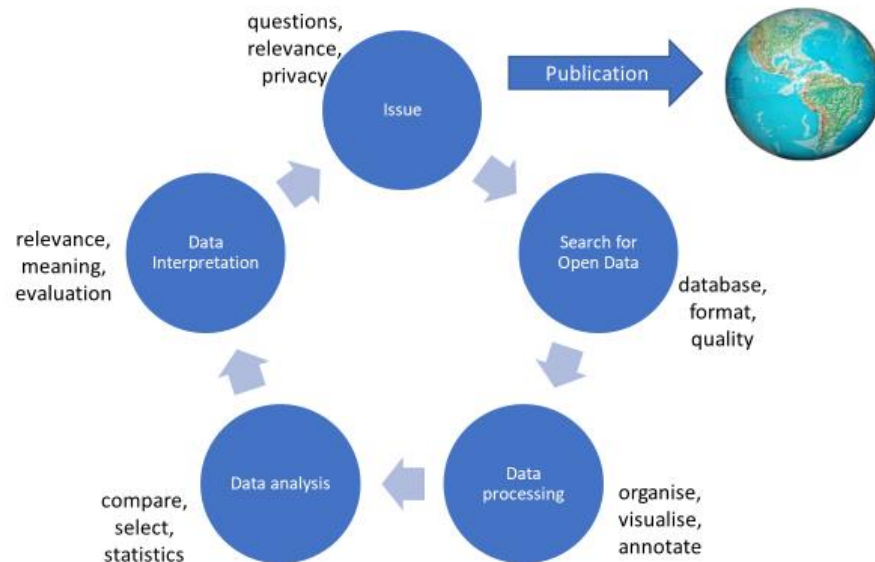
With respect to engagement, understood in terms of our models as relating to the emergence of a shared object of activity, the development of online communities and affordances of technology, more **mixed results** were obtained. On one hand, citizen-users expressed an overall **positive evaluation** of the extent to which **the tools facilitated collaboration**. On the other, they expressed a **negative evaluation** with respect to the extent to which they were able to establish **new relations with Public Administrators and other citizens**. However, for public administrators, enabling new connexions with citizens on extant issues requires exploiting existing relationships and a clear community building strategy (see D5.4). Working within an existing community such as students in the same school, who already know each other, or a public administrator contacting employers she knows already quite well, clearly works. Another option would be to work from a physical location, where people meet and discuss, such as community centre or a library.

With respect to relations between the qualities of the SPOD-TET tools and the activities that were realised with them, strong correlations between (positive) evaluations of the tools and of the activities that they were designed to favour, were found: usable tools are a precondition for establishing online communities. Citizens could be engaged to collect data in scenarios that focused on regional and local heritage. This is a good first step in the process of increasing transparency. The narratives revealed many organisational barriers for public administrators for engaging in similar activities. However, in chapter 5 of D5.3, we will discuss options for increasing their engagement in working with citizens and with data (see also section 8.3 in D3.3).

Several online and offline activities in the scenarios related to increased meaning making: different types of moderation, concrete activities with visualisations and reporting to external parties, discussions between students about datasets (e.g. in Utrecht or in Galway). As a conclusion, meaning making did not only happen through dialogical interactions, but also through other types of interactions. We also found meaning making in data creation scenarios, in which dialogical interactions were not the focal point. **Transparency in meaning making is not a state, it is activity.**

5 CONCLUSIONS AND LESSONS

The picture below shows our initial view of the activities around open data that our tools would support.



In this view, citizens as well as public administrators, are involved in their own projects, in small groups or communities, with their proper motivations, in a context in which they understand the importance of good and open data.

From the side of public administrators, although some of it can be done individually, impact and sustainability can only be achieved if the interpretations, as well as the other phases, are part of an established and formalised procedure. From the side of citizens, it is about groups and communities of people collaborating around data, discussing purposes, collecting data, putting data together, discussing interpretations, completeness, necessary knowledge, etc. Therefore, when putting both groups together, we should consider all parts of the sequence as a **collaborative activity**. Looking at the cycle of data activities, it should be clear that (1) The issue is a social issue, about which many stakeholders are concerned, the nature of which may evolve depending on the outcomes of data interpretation; (2) Data search requires the involvement of many people, to get sufficient data, to decide about what data are needed and where and by what means they will be collected; (3) data processing, or the process of getting all data together and organising them into databases, with previously negotiated categories, lining to already existing data, filtering data, all of this requires involvement of many people; (4) Data analysis, or the processes of trying to make sense of the data, can be a complicated matter, involving statistics, and often requiring interventions of various experts, this is distinguished from (5) data interpretation, which is the process of understanding the data in the light of (societal) issues, and making decisions about next steps to take, for example publication, or further data collection.

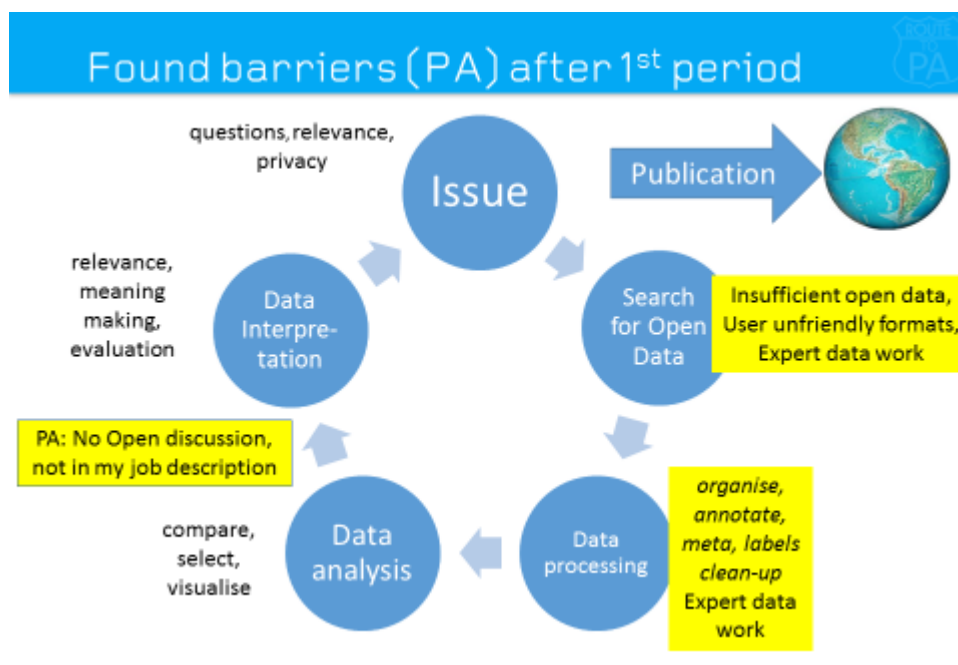
This was our initial idea of the project and the activities that we needed to support. In fact, this also was the outcome of the scenario exercise in the first year. Our tools would support finding and processing data, and the

discussion involved in analysis and interpretation of the data. We also created a dedicated room for moving towards text production of the findings.

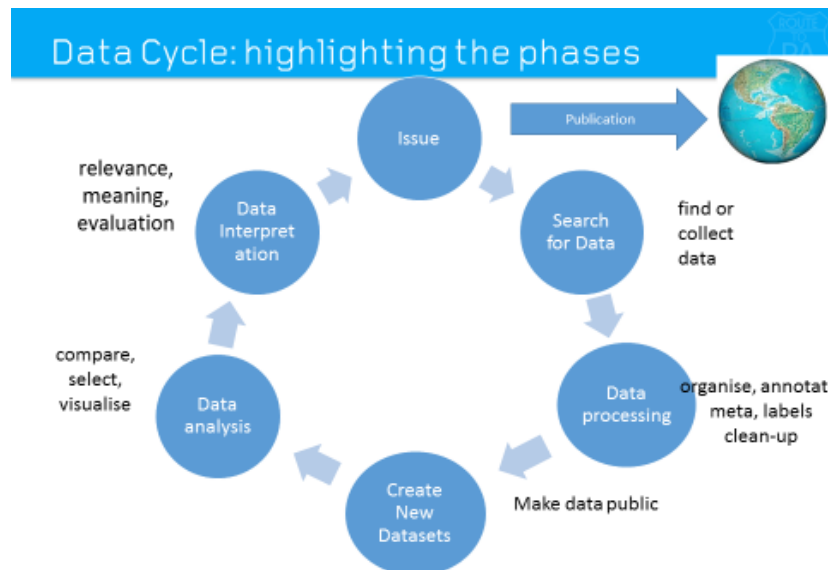
The main barriers we encountered during the first period can be summarised as:

1. Insufficient data: Concerning the *search for Open Data*, we discovered that in spite of many efforts to open data for public use, in many specific cases, for almost any specialised topic (apart from public transport, school data, census data, pollution information and budgets and spending) data were incomplete, and in various formats (e.g. .pdf), and assembling missing data was not an easy task to be performed by any citizen (or PA for that matter). As a consequence, many discussions could not be based on full availability of data, or on the availability of at least some data.
2. Data curation: Concerning *Data Processing*, we found that the work involved in creating useful datasets, cleaning up, annotating, commenting, etc. was work for experts too. Such expertise was not always available, often because the open data experts were not the same people as the content experts. Arranging collaboration between the two groups of PA's required management interventions.
3. Privacy and Interpretation: Concerning *data analysis and interpretation* we found that there were not many public administrators, nor citizens, who were knowledgeable as well as willing to visualise and interpret data. In a hierarchical organisation like public administration, the process of delivering graphs (on request) is in the hands of specialists (often at the bureau of statistics), while interpretation of the data is done by other specialists (senior administrators). The latter are not willing to openly discuss their interpretations, nor do they feel compelled to work on visualising data themselves.

Main barriers for open Data in Public Administrations after year one



We should note that in many public organisations there is awareness of these issues, but that does not mean that solutions are easily available or implemented. PA's are not that kind of organisations. Therefore, and for reasons explained above in section 1.2.1, we decided to extend our investigations to other user groups, and different activities with data. The new data cycle now includes a new phase (*data creation*), and the order of process was slightly adapted. Also, in many pilots only part of the cycle was run through.



In this view, the data search process has been tripled. The picture is an idealisation, but in essence we see that our tools seem to work fine for citizens who are engaged to collect data, using the mobile app developed in the project, or simply add information to a table. They collect pictures and put them in a database. What happens next with these data is uncertain, by definition they can only be Open Data when they are certified by some public organisation. This is a process we did not examine. It might be the case that many data become public because citizens make them available themselves, or through existing CKAN platforms. It should be noted that datasets developed and published in SPOD are automatically available for the SPOD community (all registered users on SPOD).

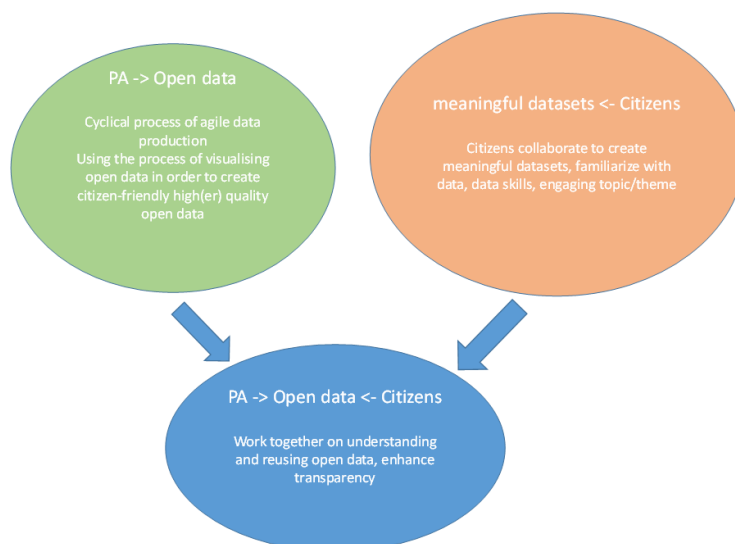
The assumed role of public authorities is quite different, we do not see them as going around town taking pictures. What we think is essentially their role, at the beginning of the cycle, is not to search for data, but to make all kinds of data available for the public. Often in discussions, it appeared that data were existing, but not public, or not in the appropriate format. National data agencies, or agencies of national statistics serve the public by making data available, but this is often (even by request) as a visualisation in pdf, not as the raw data. Or they have the luxury to work with a very particular format, not compatible with CKAN. Whatever the data, and the ownership of the data, there should be some agency, that serves *the public* by making data accessible *for discussion*, such as in SPOD. Data do not simply increase trust by being presented as evidence, it is crucial that people (any people, whoever they are) have the opportunity to discuss them. By discussing implications, completeness, coherence, or whatever is needed for further understanding of underlying issues, participants increase their understanding of data. Compared to the previous cycle, data have now turned from an obstacle to the medium through which issues are understood.

The next phases in the cycle have not changed, but we have only seen students discussing and collaborating about data. It is doubtful that the organisations of public administrators will change in the near future so that its members are allowed to freely discuss and interpret open data together with citizens. Where the senior PA's can pick up the baton is during the interpretation phase, where they have been handed over a clean set of visualisations and probable hypotheses and ideas. We have not tested it, but we think that senior policy makers and managers would be quite good in this phase.

So, how would some of our scenarios look in this new cycle? We depicted them in the following table.

<p>Utrecht Municipality (Groningen, Den Haag)</p>	<p><u>The full data cycle</u>: The first type of scenario sticks to the old cycle. Participants (PA and citizens, students) search for open data, process them and discuss them. We have listed the barriers for this type of scenario. Possible solutions are in recruiting students (sometimes experts in a domain) to search, process and even discuss the data. The role of the PA is merely that of indicating the issue, and interpret and evaluate the found solutions. Co-creation between PA and citizens is then restricted to the first and last phases of the cycle.</p>
<p>NUI Galway, CLEMI</p>	<p><u>Discussion and Interpretation</u>: In the second type of scenario students discussed data collected by teachers or researchers. This could be in small groups, may involve a game, or role play. Discussion could take place in the tool (Agora, co-creation room) of face to face, or in combination. This educational application worked quite well, the limits to the quality of interpretation are linked to the lack of knowledge of the students. May be a useful scenario for educational purposes, also for acquisition of better data skills.</p>
<p>Hetor data challenge (Issy, Dublin, Prato)</p>	<p><u>Data creation</u>: This was an important and highly productive possibility for involving citizens (including students) in collecting data for public uses. The main barrier was for researchers and PA's to recruit citizens for a topic which interested them. This worked in cases where meetings could be organised, such as classroom or a community center. Web-based announcements or other campaigns were usually not successful. The SPOD mobile app was very useful for collecting and storing pictorial data. With the right topic, and technical moderation, this is a good scenario for involving citizens.</p>
<p>Campania Region: opening data</p>	<p><u>Open Data Creation</u>: To create open data, a public administration should be involved. Data come from various sources, and an active allocation of manpower is required to assemble the data, process them and to create new open datasets. Projects such as these could be undertaken in many public administrations, preferably at the regional level, or in large municipalities. The goal of such efforts is to create datasets for use by the general public. Only then transparency may be the desired outcome.</p>

It would of course be possible to imagine the full cycle as a collaborative one, in which different members of communities have their roles, but it would be very hard to imagine one small group of professionals dealing with all responsibilities involved in the data cycle as depicted above. Our social technology is transformative, also with respect to transparency. To overcome all challenges and barriers, we need a combination of political will and technology (Bertot, Jaeger, & Grimes, 2010⁴).



However, the picture to the left captures how we currently see a productive joint role for both PA and citizens: it is by working together on the *creation* of open data. When citizens collect and create data that are meaningful for their current issues, which may be often local, they are also thinking (or have been thinking) about the relevance and meaning of what they are collecting or looking for. Part of this relevance lies in putting forward an argument: look at these data, don't they show that we are right about X? This kind of reasoning links to what is called citizen

science: citizen collecting information in their environment, for the purpose of further analysis and interpretation. Our tools would support them acquiring better data skills.

When public administrators try and search for data that would inform the public about some issue, and in addition engage in visualising these data, their thinking is about why and how such data could be useful to make a point, to the citizens. Involving citizens in part of this thinking is a collaborative way towards more transparency, from both sides. PA's would know where to look for data, or whom to ask. When they engage in evaluation of which data could be meaningful, for the purposes of the citizens, and together with the citizens, their data skills would improve by our tools as well.

As a suggestion for the next open data project, the most promising role of open data to promote transparency that we discovered is public administrators and citizens discussing together what data mean, why they are important or not, for some issue. They would start each from their own side, and meet somewhere along the trajectory, but probably before the point of data processing in the cycle above. Such joint activity can then be triggered by the question if a particular dataset (found by PA or created by citizens) should be stored for being reused and for what issues these data could be (re-)used. This is the phase of deciding if the data should be made public. The outcome would be shared meaning, the result of both parties jointly discussing their understanding of the data.

⁴ Bertot, J. C., Jaeger, P. T., & Grimes, J. M. (2010). Using ICTs to create a culture of transparency: E-government and social media as openness and anti-corruption tools for societies. *Government information quarterly*, 27(3), 264-271.

APPENDIX 1: TEMPLATE FOR SCENARIO – 11 STEPS

1) A scenario owner

- a) The stakeholder who is supposed to exploit the outcomes of the scenario, or of several scenarios, who initiates the scenario and has a great interest in successful outcomes
- b) The scenario owner is the person (or agency) responsible for producing the scenario report for D5.3/D5.4
- c) Please ascertain if the scenario owner has sufficient support within the organisation: senior management, open data support and expertise, sufficient data available.

2) An objective

- a) The objectives should be linked to goals with using SPOD/TET, e.g. *co-creation of datasets by students to be exploited by local communities; or deciding about locations of Wifi-posts in Prato through open citizen consultation*
- b) The objective represents the position of the scenario owner, what the scenario owner tries to achieve with the scenario.
- c) The objective concerns execution of the scenario itself. Long-term, or higher-order, societal or organisational objectives should be in the impact section, or part of a context description.
- d) Objectives crucially are linked to measurable success-criteria and evaluation approach

3) Desired outcome artefact (data set, document, advice, decision, plan, etc.)

- a) Concrete output: a dataset, a plan, a blog, a decision, a new government, etc.
- b) Qualification of that output, i.e. what are the crucial characteristics, qualities, etc.; what should it contain?
- c) Quantification of that output, e.g. how many, what size, what format
- d) The desired outcome should be linked to the objective (2), as well as to the success criteria (8)

4) Desired constructive behaviour

- a) This is THE MOST IMPORTANT PART OF SCENARIO MAKING, and most people forget it altogether
- b) What do you want your users to do in SPOD/TET? What are the actions they should undertake, and how should they be undertaken? Are there different sub-phases in the task process, and what different kinds of behaviour characterise these phases?
- c) Descriptions should be VERY CONCRETE, e.g. *searching for data by consulting available datasets in SPOD/TET; discussing interpretation of datalets with other users;*
- d) It is allowed to qualify descriptors, e.g. *construct elaborated interpretations of datalets by argumentative exchanges, in which most users are involved*
- e) The more specific and complete these descriptors will be, the better exceptions, deviations, as well as successes can be recognised and understood, as well as repaired and moderated
- f) Of course, completeness depends on understanding, not on made-up expectations, be reasonable, do not mention what you do not feel secure about, look at what users can do with the tools, try it for yourself
- g) Include all features of the tools, e.g. the *what's new* page in SPOD, the profiles people can make, the overview options, etc.

5) Desired participants

- a) Be specific about what kinds of users the scenario needs, including requirements you can report (*female users or employers* are possible requirements; *interest* is more difficult and should be assessed in some way)
- b) What characteristics of these users (e.g. their background, practices, access to ICT) might need attention for instruction preparation?

6) Desired Impact

- a) This can be as farfetched as *increasing local government transparency*, the EU exploits this kind of high ambitions
- b) Impact can include several scenarios, not just one, in other words, a long-term perspective
- c) Impact can include organisational change, or transformation

- d) Within reason, impact should be linked to success criteria, but realise impact is effected in small steps, so every step matters
- e) Of course, you can also be very specific, as in: *there will be a community of at least ten citizens that will be established as a local focus group, on a structural basis*

7) Success criteria and evaluation

- a) We need a TABLE here. On the left, there's a set of objectives, based on the main objective (3), desired outcome artefact (4) and desired behaviour (5). On the right we set the specific success criteria for an objective. Please note, some success criteria may already have been specified in (3) and (4).
- b) Also consider linking to possible impact (6) you desire. How will that appear over time?
- c) The questionnaire of questionnaires should be able to capture the successes of your scenario, concerning transparency and engagement/motivation on societal, community and usability levels.
- d) The achievement of all success criteria could be evaluated by a combination of quantitative and qualitative evaluation.

8) Barriers in communication and collaboration, including repair strategies

- a) You have reflected on all you want your users to do in SPOD (4), now we take the next step! What if users do not behave constructively, e.g. *do not collaborate, do not use datasets, do not create datalets, do not regulate.....*? At least to some extent.....
- b) Imagine what could be different from expectations and **how you can repair this, when things are happening.**
- c) Repair could involve moderation, i.e. changing the formulation of a request or instructions, adding a request, etc. , maybe a table could be useful here.
- d) Organisational barriers, including availability of Open Data should be addressed in the preparation section (10)

9) Moderation strategies, roles

- a) Will you be using a moderator? What are the qualifications of this moderator? Experience, role in- or outside of the organisation?
- b) Is it desirable to have other roles by other participants, e.g. *chair, Open Data specialist, summariser, domain expert,.....*
- c) How to describe in general the intervention strategy of the moderator? What specific actions would that entail? Also for the other roles, if applicable.

10) Preparation approach, including communication, data preparation, instructions, examples, meetings, other organisational matters

- a) These activities are organised by scenario ownership, unless stated differently
- b) Describe all preparatory activities for the scenario: recruiting users, communication with users beforehand, introductions, manuals, preparatory meetings (special attention to creating a community of users in 11)
- c) Describe all preparation with regards to data: nature of the available data, additional data search and making available in SPOD/TET
- d) Time frame of the scenario, including preparatory phases and evaluation
- e) Please consider activities related to sustainability of the scenario and the outcomes at the organisational level. These can be suggestions about how to implement the scenario in the organisation, including what will happen with the output. This is part of impact.

11) Community building approach

- a) how to recruit users, what existing communities can be interesting to approach and how to approach them. (engagement)
- b) how to sustain the community, how to involve them in next steps, e.g. new scenarios. (sustainability)
- c) how to tell other stakeholders and communities about the scenario and outcomes, what existing communities can be interested in output of the scenario (dissemination)

APPENDIX 2: SCENARIO REPORT TEMPLATE

A narrative has some **general characteristics**, here are some:

- They report experiences over time, a narrative segments time by the unfolding of crucial events
- Narrative is realised in particulars, that is, shorter stories and events
- Actions have reasons, there always is freedom to act or not to act: what were these reasons?
- Narratives can be ambiguous and have more than one interpretation. This is OK.
- Deviations from the scenario are very interesting contributions to the narrative. Trouble and tension is most important for this.
- What happens to plot, characters and setting after an event: learning, wellbeing or business as usual?

Please review these general characteristics during your writing.

1. Preparation

What activities were undertaken to prepare for the execution of the scenario?

- What was done to contact the participants, especially the main responsible? What was successful and what was not? How did you frame the project and the scenario for the participants?
- Did you organise meetings with users for recruiting and/or preparation? What happened?
- What was done to prepare the tools for the users (including the efforts regarding datasets)? How did you collaborate with partners in the project for this?
- How were the tools introduced to the users?

2. Activity during the scenario

What happened during the execution of the scenario?

- What did your users do, with and without the tools? Please illustrate.
- If possible: was their activity according to your expectations, or not? (please look at scenario element 4)
- What did the moderator actually do, and what was its impact? Please provide examples.
- Describe some critical events and incidents; why were these events important (for the users, for the moderator, for management...)
- What was your own role during the scenario activity?

3. Aftermath

Some evaluative questions

- What was/were the outcome(s) of the scenario and how do you perceive the quality of the outcome(s). Were the outcomes what you expected or aimed for in the scenario?
- Were the objectives of the scenario achieved? How or why not?
- Evaluate the impact of the execution of the scenario on the users (and organisation).
- Sustainability of the scenario: was this a one-time thing or will the scenario be taken up for further exploitation?
- If you could do this again: what would you do differently?

APPENDIX 3: REVIEWERS COMMENTS ON D5.2

The idea to concentrate all relevant information in one report, and not to reflect on the outcomes and the implications in other tasks and deliverables, in which progress occurs around key RI in the pilots does not seem practical, as other RI tracks are not fully reflective of all activities and insights relevant to their works, e.g. task 3.2.

Although co-creation is adopted as a method, the methodology is not developed in the report. In addition, the report accounts for challenges in evaluation, but there is no discussion about their implications on the outcomes being sought. The pilot reports vary in quality and comprehensiveness and systematic analysis; the Den Haag case can be used as model.

As a whole, D5.2 is not a user-friendly document; it is 316 pages long and it is difficult to understand its structure and purpose from up front.