

KUOPIO

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Aalto University
School of Arts, Design
and Architecture



Citizen participation, or co-design of neighbourhoods?

Learnings from the city of Kuopio

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Thesis for Master of Arts, *Collaborative and Industrial Design*

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Foreword & acknowledgements

My aim for this thesis was to underline the importance of citizen participation and co-design as a cornerstone of local democracy in Finnish municipalities and clarify how participatory neighbourhood development processes should be designed in the public field. This work would not have been possible without the help of my supervisor Professor Sampsa Hyysalo and advisor Dr Nils Ehrenberg, both of whom I thank wholeheartedly.

I studied the topic of citizen participation through a neighbourhood development model from the City of Kuopio, and I am forever grateful for the collaboration with the city experts and politicians who participated in the preparation of the Neighbourhood programme model and gave insightful, reflective interviews for this thesis. Specifically, I would like to thank the manager of Civic activities Kati Vähäsarja and the Director of Wellbeing promotion Janne Hentunen for their contributions. I am also extremely grateful to the members of the City Board and the Local democracy council for providing me with their time and opinions.

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Irma Savolainen

In Auckland, New Zealand
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Glossary

ENGLISH

Local Government Act (Kuntalaki)

The Finnish law on local governance ruling the municipality system.

City council (Kaupunginvaltuusto)

A council consisting of elected officials who collectively utilize the highest decision-making power in the municipal organization in accordance with the Local Government Act.

City board or City Executive (Kunnanhallitus)

A board consisting of the city council elected officials that direct the city operations, administration, and finances.

Committees and their sub-committees

(Lautakunnat ja niiden jaostot)

Committees are groups of elected officials consisting of the city council members that advance different topics and decide matters according to rules set by the City Council.

Local democracy council

(Lähidemokratiajaosto)

Local democracy council is a political entity operating directly under the City board in the city of Kuopio. They oversaw the preparation of the Neighbourhood programme.

Mayor, or the Chief executive

(Kaupunginjohtaja)

A chief executive for the city, chosen by the city council for permanent office. Works

together with the Chairman of the City board. This system is in place in Kuopio, but some other cities elect a mayor from the winning political party to be in office for the duration of the council term.

Services sectors (Palvelualueet)

The sectors within which the city arranges its service and infrastructure production, operations, and their administration. In the City of Kuopio there are four service sectors: Economic Development and Group Services, Wellbeing Promotion, Education and Learning, and Urban Environment.

Rural assemblies (Pitäjäraadit)

Six citizen assemblies that are selected to their respective country areas in the city of Kuopio. They are nonaligned citizen groups that operate under the Local democracy council and utilize a small development budget for the benefit of their own areas.

Wellbeing promotion (Hyvinvoinnin edistämisen palvelualue)

The service sector in charge of culture and exercise services alongside third and fourth sector collaboration, and citizen participation.

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FINNISH

Osallistua (verb)

Being a part of something (olla mukana jossakin), or to participate (ottaa osaa).

Osallistuja (noun)

Participant.

Osallisuus (noun)

Being involved in something (osallisena oleminen).

Kuntalaisosallisuus, kansalaisosallisuus (noun)

Citizen participation. "Kuntalais-" in the context of a city and "kansalais-" in the context of a society or a nation.

Osallinen (noun)

Someone who has part in some action or benefit (osuus johonkin toimintaan tai etuun), is part of something (on mukana jossakin), is someone taking part (osaa ottava) or is participating (osallistuva).

Osallistaa (verb)

To involve someone or to make them included (tehdä osalliseksi).

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Abstract

This thesis conducts a reflective analysis of a model for neighbourhood development in the city of Kuopio. The design of the model was conducted by the author.

This thesis seeks to answer two research questions:

1. What type of citizen participation is needed in the domain of public neighbourhood development and design?
2. Is the Neighbourhood programme model a viable way for cities to conduct participatory and collaborative development in the context of neighbourhood development (and what can we learn from it)?

For the sake of a thorough reflection and analysis, this work sets out to understand the recent developments in participatory and collaborative design practices in the contexts of public sector and neighbourhood development. This is done through a dive into the design research, while aiming to explain where and how the public sector is utilizing collaborative processes as a part of their planning.

Throughout the thesis, reflections are introduced in the form of interview answers from the people who participated in designing the Neighbourhood programme model for the city of Kuopio. These interviews explain the pains and benefits of organizing public sector development in a more participatory manner.

This thesis analyses the Neighbourhood programme model with the help of an evaluation tool called the Co-design framework, which combines the design cycle and ladder of citizen participation to analyze the level and meaning of participation in the project design activities. With this, the potential of the Neighbourhood programme model in fostering effective urban co-design processes is estimated.

Finally, discussion of the design research, interview findings, and the model analysis are conducted. The results are concluded in lists of 1) citizen participation and co-design principles, alongside with 2) a list of recommended actions when starting to utilize co-design in neighbourhood development.

Keywords citizen participation, co-design, public sector, urban planning



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Tiivistelmä

Tämä opinnäytetyö on refleктоiva analyysi Kuopion kaupungin Lähiöohjelma-mallista, jonka kehittäjänä on toiminut opinnäytetyön kirjoittaja. Opinnäytetyö pyrkii vastaamaan kahteen tutkimuskysymykseen:

1. Millaista kuntalaisten osallistumista tarvitaan julkisen asuinalueen kehittämisessä ja suunnittelussa?
2. Onko Lähiöohjelma-malli kaupungeille toimiva tapa toteuttaa osallistuvaa ja yhteissuunnittelua hyödyntävää kehittämistä asuinalueilla (ja mitä voimme oppia siitä)?

Jotta työn pohdinta ja analyysi olisi riittävän perusteellista, työssä pyritään myös ymmärtämään osallistuvan ja yhteissuunnittelun käytänteiden viimeisintä kehitystä julkisen sektorin ja asuinalueiden kehittämisen kontekstissa. Opinnäytteessä sukelletaan muotoilututkimukseen, jonka kautta pyritään selittämään, missä ja miten julkinen sektori hyödyntää yhteissuunnittelun prosesseja osana suunnitteluaan.

Opinnäytetyössä esitellään Kuopion kaupungin Lähiöohjelma -mallin suunnitteluun osallistuneiden henkilöiden pohdintoja haastatteluvastausten kautta. Näissä haastatteluissa käsitellään osallistuvan suunnittelun haasteita ja hyötyjä julkisen sektorin kontekstissa.

Lähiöohjelma-malli analysoidaan Yhteissuunnittelun kehykseksi (engl. Co-design framework) kutsutun arviointityökalun avulla, joka yhdistää muotoilusyklin ja kansalaisten osallistumisen portaat, jotka analysoivat mallissa esitettyjä osallistumisen tasoja ja niiden merkitystä suunnittelulle. Tällä kehyksellä arvioidaan Lähiöohjelma-mallin potentiaalia alueisiin keskittyvän yhteissuunnittelun edistämiseksi.

Lopuksi opinnäytteessä keskustellaan muotoilututkimuksesta, haastattelujen tuloksista sekä Lähiöohjelma-mallin analyysistä. Lopputulokset esitetään luetteloissa: 1) kansalaisten osallistumisen ja yhteissuunnittelun periaatteista, sekä 2) aluekehittämisen yhteydessä suositeltavista yhteissuunnittelun toimenpiteistä.

Avainsanat kuntalaisosallisuus, yhteissuunnittelu, julkinen sektori, kaupunkisuunnittelu

Introduction

Citizen participation, or co-design? That question created foundations for this thesis, which aims to understand the vast field of public sector participation and connect it with co-design driven neighbourhood development.

The author of this thesis had previously conducted a research and design project for the city of Kuopio, which resulted in the creation of a Neighbourhood programme model. The model was built to help the city battle segregation and polarization by developing their neighbourhoods together with the citizen. The proposed Neighbourhood programme model (process presented in Figure 1) included a high-level process for collaborative neighbourhood development and suggestions on the potential methods to be used in the creation of joint goals and designs.

Within this thesis, the Neighbourhood programme model is analysed from the perspective of its suitability to the original goals and aims for citizen participation. Additionally, the model is analysed through the lens of collaboration in its proposed design actions, in the different arenas of design. As a result of this analysis, the findings are gathered into summarized conclusions that will help the city to move forward with the potential utilization of the model.

This thesis finds itself in the crossroads of social sciences, human-centred design, architecture, urban planning, and public administration. Finally, this information from these fields is utilized to form an understanding of what is needed in terms of collaborative neighbourhood development in the city of Kuopio and how should the city approach citizen participation in the future.

The contributions of this thesis are context-driven but may provide findings relevant to actors outside of Kuopio, who aim to gather their own image of the possibilities and complexities of public participation and co-design in the field of urban planning.



FIGURE 1: THE NEIGHBOURHOOD PROGRAMME MODEL PROCESS STEPS



- A. Literature review of the participatory and collaborative practices in the public sector and neighbourhood development within co-design research.
- B. Reflective interviews for city experts and politicians who participated in the Neighbourhood programme model development process.
- C. An evaluation framework to assess the Neighbourhood programme model.

Methodology

This body of work introduces a reflective analysis of a previously designed neighbourhood development model for the city of Kuopio (Neighbourhood programme model, “Lähiöohjelma-malli”), which presented a process for increased citizen participation in the city-led neighbourhood development. In assessing this model, the thesis aims to answer the following **research questions**:

1. **What type of citizen participation is needed** in the domain of public neighbourhood development and design?
2. **Is the Neighbourhood programme model a viable way for cities to conduct participatory and collaborative development** in the context of neighbourhood development (and what can we learn from it)?

The assessment consists of three different methods, each of which providing a different angle to understanding collaborative design practices in the public neighbourhood planning. **These methods are:**

A) Literature review

A scoping literature review was conducted to seek out the most relevant new research (past 5-6 years) on participatory and co-design practices in the public sector, and in the design of neighbourhoods. For the review, a selection of the most prominent conferences and journals from the fields of participatory design (PD) and co-design were used to search research articles. A comprehensive walk-through of the literature review scope and paper selection steps is provided in the Appendix 4.

After finding a decent number of papers suitable for the scope of this review, a tight selection was made to maintain focus on research describing the public sector design field and especially the design processes of neighbourhood development. Relatively small body of papers was included in the final review, but they achieved to answer the first research question in an adequate manner.

To offer the reader a better understanding of the field of participatory design and design in the public sector, additional articles and supplementary sources were searched to provide the needed context. In terms of co-design and participatory design, the main resources explaining the foundational

research explaining the current collaborative design tradition was added to the background. Moreover, field specific sources from the public sector context included materials from Finnish institute for health and welfare (THL), Association of Finnish Municipalities (Kuntaliitto) and TEKES (known today as Business Finland). For better understanding of the participatory tradition of local governance, models for assessing public participation were also introduced to the research.

Aim of the literature review

The information from the selected papers and other relevant sources is discussed in the following sections of this work to provide reflections for the participatory design practices in the city of Kuopio.

B) Reflective interviews

Reflective interviews to nineteen (n=19) city representatives were conducted. All the representatives had either participated in the planning of the Neighbourhood programme model or worked otherwise closely with participatory themes and/or neighbourhood development. Among the interviewees were fourteen city employees (n=14) and five politicians (n=5). One of the city employees preferred to answer the questions from the role of a citizen, but their knowledge of city operations was applied in the answers. Full list of the participants can be found in Appendix 1.

In this work, majority of the interview answers are discussed in terms of overall findings rather than by pointing out individual answers. However, some of the best representing answers from the corpus are quoted with the interviewee names attached, to provide additional context. This is done with the informed consent of the interviewees. The interview disclosure forms, informing

statements, and contract templates can be found in Appendix 3.

Aim of the interviews

The aim of these semi-structured interviews was to gather information on what the interviewees thought about the Neighbourhood programme model as a way for organizing collaborative neighbourhood design.

Interview answers are used in this thesis to provide information on the starting point of the programme development, the underlying wishes for developing citizen participation and the practical achievements and downfalls of the Neighbourhood Programme Model.

The interview questions

Due to the broad and varying expertise within the interviewee body, not all interviewees answered the exact same set of questions. Instead, they discussed a curated set of questions, adjusted to their specific field of knowledge. In some cases, complimentary questions were also asked to gain further understanding into a specific topic relevant to an individual interviewee.

Furthermore, not all discussed questions made it to this thesis due to their scope. For example, questions related to the Rural assemblies did not serve the purpose of discussing the assessment of the Neighbourhood programme model, but they did provide important context for understanding the underlying hopes of the interviewees. The full set of questions can be found from the Appendix 2. The questions utilized in this work are listed below:

Citizen participation in general:

- What are the advantages and disadvantages to citizen participation?

- Do you think citizen participation plays a role in preventing segregation and socio-economic polarization?
- What is meaningful participation in your opinion?

Neighbourhood programme:

- How did the Neighbourhood programme model planning come to be?
- What were the aims of the Neighbourhood programme model?
- What should have been accomplished with Kuopio's local democracy project in your opinion?

Future of citizen participation

- How should city planning, design of services and city decision making be approached with the citizens in the future? Are there differences between these topics?

To understand the core ideas emerging from these reflective interviews, the answers within each question were categorized based on the themes emerging from that question specific corpus. The interview answers are discussed later in the thesis in relation to their respective research topics and other background information. All of the interview answers were translated into English by the author.

C) An evaluation framework for assessing the Neighbourhood programme model

A lens was needed for analysing the Neighbourhood programme model from the perspective of how well the citizens would be able to participate in public neighbourhood planning. The ladder of citizen participation (Aronstein, 1969) was considered for the evaluation model, but the recent literature

revealed a more intriguing model which combines Aronstein's work with the design process stages. A selection was made to utilize the newer model called the Co-design landscape (Gaete Cruz; Ersoya; Czych; & van Bueren, 2023) as its approach matched the upgraded versions of the participation ladder, but also introduced the design process to the mix.

The aim and contributions of this thesis

The aim of this thesis is to evaluate Kuopio's Neighborhood programme model from the perspective of recent participatory design research in the fields of public sector participatory design, and the collaborative design of neighborhoods. The interview answers provide additional information to support for the analysis on what the city of Kuopio and other Finnish municipalities could improve or use as guidelines in terms of participatory neighborhood development. Therefore, this thesis mainly contributes to the practical knowledge of utilizing collaborative design methods in the field of public sector urban planning and service design, not necessarily providing new scientific base for the research community.



FIGURE 2: ALL PHOTOGRAPHS OF KUOPIO ARE FROM THE PUBLIC IMAGE BANK OF THE CITY OF KUOPIO, RETRIEVED IN SEPTEMBER 2023

1 Background

To understand the needed type and level of citizen participation and collaborative development in the context of neighbourhood planning, it is beneficial to explore the meaning, advantages, disadvantages, categorisations, and evaluation of citizen participation. In Finland, the term has gained a lot of traction in the last decade, and many municipalities have started to implement new models of citizen engagement, such as participatory budgeting (e.g., Helsinki, Vantaa, Tampere, Tuusula, Lahti, etc.). In 2019, more than every second Finnish municipality had targets for increasing participation and inclusion and 28% of all Finnish municipalities had participatory programmes (Karjalainen, 2023). These programmes often explain the municipality's levels and methods of participation (e.g., Espoo, Helsinki, Jyväskylä, Varkaus, etc.). In this chapter we will investigate how citizen participation is often categorized and understood in the municipality context.

1.1 What is citizen participation?

The Finnish concept of "osallisuus" can be understood as **participation** and **involvement**. There are classifications for "kansalaisosallisuus" and "kuntalaisosallisuus" which refer to **citizen participation** (see glossary for distinctions). "Asukasosallisuus" in Finnish refers to the **participation of regional residents or inhabitants** where they get to impact local service and decisions (THL, Asukas- ja asiakasosallisuus, 2023). Furthermore, "asiakasosallisuus" refers to **client participation** in the planning, development, and evaluation of services (THL, Asukas- ja asiakasosallisuus, 2023). It is notable that in the Finnish public sector context the term "käyttäjä" as in **user** is not really used widely, aside from very design savvy-organizations.

It is also notable that the Finnish language has a verb "osallistaa" which means **someone makes active efforts to get others to participate, or they offer others the possibility for participating**. The word implies a situation where the participants need to be somehow gathered or activated. In the Finnish public sector context, the verb "osallistaa" is primarily used when discussing citizen participation, implying a responsibility and a power structure the state and municipalities have over their residents. This tied to the top-down processes in which the public organizations with representative democracy operate. With this, the municipalities are left with a responsibility to make sure their citizens are heard.

The participation opportunities which municipalities must offer are mandated and, in some cases, suggested by law, but many cities offer additional opportunities. Within the local government act, the following means of participation are set as mandatory: citizens

right to vote in the municipal elections and regional and municipal referendums, citizen right to make motions and the citizen groups right for representative advocacy groups. The ways of participation that cater only to representative democracy and decision making are intentionally left out the scope of this thesis.

However, as the most relevant backing for citizen participation in the scope of this thesis, the local government act (Kuntalaki (Local Government Act), 2015) also dictates that the city council has a responsibility to make sure citizens can participate in public matters in multitude of ways and be informed about the local issues. The law specifically suggests the following means for increasing participation and impact making by:

- organizing discussions, hearings, and citizen assemblies
- researching citizen opinions before decision making
- choosing service user representatives to city's operational organs
- arranging possibilities to participate in the city's financial planning
- designing and developing services together with the citizens
- supporting the self-organized planning and preparation from citizens, associations, and other communities.

1.1.1 Participation – but in what?

The Finnish institute of health and welfare also describes that according to social, behavioural and health sciences participation and the means for facilitating it can be categorized into three groups: 1) Participation within one's own life, 2) Inclusion to a community and the possibility to making impact within their

processes, 3) Inclusion to the shared good (THL, 2023). Within the scope of municipal participation and area planning, the inclusion to community and shared good are highlighted as a central point of attention.

1.1.2 Who can participate in public issues?

In the context of public participation, the target groups can sometimes be "all citizens" or a large representative group of the population, such as "all children". This is especially true when it comes to services mandated by the law, e.g., primary education. In the preparation report for the Neighbourhood programme, it was found that multiple ways of participating are needed to reach different types of people (Savolainen, 2022). It is noteworthy that within the public sector discussions, citizen participation often seems to be discussed as a monolith, instead of multitude of processes and methods catered to different citizen groups and projects.



1.1.3 Advantages of citizen participation according to research

Citizen participation is a multi-faceted topic which comes with a lot of positive effects. Kuntaliitto describes that with participation

municipalities can become **vital, socially sustainable,** and more **communal** (Kuntaliitto, 2022). Rask and Ertiö support that statement, and summarize that according to studies, citizen participation can also help the public sector to **allocate services more efficiently with the help of residents.** (Rask & Ertiö, 2019, pp. 4-5) They also underline participations importance for building identity and sense of belonging in their respective areas, and mention that being included in the decision making prepares the participants better to accept the outcomes. Rask & Ertiö (2019) also mention that according to participation advocates, the quality decision making and planning improves with participation.

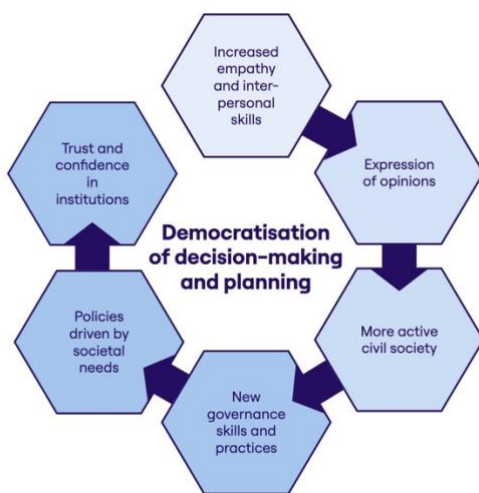


FIGURE 3: POSITIVE EFFECTS OF PARTICIPATORY DECISION-MAKING AND PLANNING, RASK & ERTIÖ, 2019, MODIFIED

In their diagram of “Positive effects of participatory decision-making and planning”, Rask & Ertiö (2019, p. 5), presented above in the figure 3, suggest that increased empathy and interpersonal skills can lead to expression of opinions, which in term contributes to more active civil society. More activity in turn helps new governance skills and practices to evolve, which manifests in policies driven by societal

needs. This finally leads to trust and confidence in institutions.

1.1.4 Advantages & disadvantages according to city employees and politicians

Similar themes came up in the interviews of Kuopio’s politicians and city experts, as discussed in the following section. However, while the consensus about citizen participation as a positive thing was unanimous across the interviewees, the understanding of the causalities as described by Rask & Ertiö was not evident in all the answers. This is to say that there is a desire for supporting and advancing citizen participation, but the city does not have a joint understanding of how participation affects affairs outside of impacting various levels of decision-making and communal well-being.

+ Citizen participation creates better solutions and decisions through developing situational understanding

Both the politicians and city employees discussed the benefit of getting more local knowledge of the area and its issues to be part of decision making and planning. The employees underlined that citizen participation brings reliability to the planning process and helps the city to make better solutions. More specifically, they saw that it helps the city to adjust their plans or validate them and prioritize the things that would benefit the citizens the most. The politicians also pointed out that with participation the city can get important ideas and better understand the citizen needs.

“We are maintaining this system for the citizens, and for creating possibilities [within the city]. Therefore, it would be foolish to not have them, and other stakeholders be part of the planning. They help us to direct our work, and we [the city employees] get assurance that we are doing

things that are going towards the right direction.” -Interview (Niskanen, 2023)

+ Citizen participation is important for communities' well-being and feeling of ownership

Thinking from the citizens' perspective, politicians and the city experts agreed that getting their voices heard is important to citizens. Participation creates feelings of ownership and responsibility for the area, and the communal aspects of citizen participation could increase feelings of inclusion and well-being. Additionally, the creation of joint ownership and community can help the communities to discuss what is needed in their area. Some city experts also pointed out that citizens could be part of realizing the ideas, e.g., collaborating on the execution with the city.

+ Citizen participation is an integral part of democracy and making compromises

The city experts saw participation as the core concept of democracy, where communication is the first enabling component. They discussed how participation will lead to compromises and help citizens and city employees understand why certain decisions should be made.

"It is the core of democracy: people living in one area decide what to do with the shared resources. And the most central part of it is to ensure participation opportunities for people. Participation begins with freedom of speech. You have the permission to speak your opinion, and it will be listened to, taken seriously." - Interview (Kervola, 2023)

+ Citizen participation should cater to all kinds of people

It was established that the city experts carry a worry over the citizen participation's reach within the public. They reminded us that the city should cater to also silent citizen groups, and one expert suggested that the digital participation platform might offer opportunities for that. It was also added by another expert that participation can be different to everyone, yet everyone's voices should be heard.



1.1.5 Disadvantages of citizen participation according to research and city employees & politicians

According to Rask & Ertiö, the two main criticisms around citizen participation have to do with the fact that it **can make decision making more complicated** and **put also irrelevant issues to the desks of city officials** (Rask & Ertiö, 2019). The city representatives' thoughts on participation disadvantages are discussed through the interviews of Kuopio politicians and city experts.

- Participation could bring inertia and populism to the public decision-making

Within the interviews of this thesis, the issue of citizen participation potentially hindering the decision-making process was mentioned by one of the interviewed politicians. Additionally, some politicians were worried of citizen participation and more direct impacting methods potentially leading to populism or conflicts, if the citizens start to propose and execute changes that might have destructive impacts. One city expert also brought up the potential of even well-executed citizen participation turning on itself, if there were too much information to analyze, or the process included too many conflicting views.

- Citizen participation takes time to arrange, and it is not always realistic for the projects to do

When interviewing city experts for this thesis, they brought up the fact that arranging citizen participation takes time and there is not always possible to make it happen. Explaining to the citizens when to participate was also mentioned to be difficult in some processes.

- Network planning processes are not clear for the citizens, and they require systemic understanding from the participants

Taking the citizen's perspective, the city experts pointed out that the participatory processes can take a very long time and, in some cases, especially in service network planning, the processes are not clear for the citizens. These types of network systems are systemic structures that require special explanation to make the citizen participation work. The politicians and city experts were also concerned of the perceived general lack of interest in local issues.

- Slow changes can be discouraging to the citizens, and low participation can be discouraging to the city experts

It was seen by both the politicians and city experts that participation can be discouraging for the citizens if the nothing seems to come out of the participation, which can lead to lower participation numbers. On the flip side, one of the experts mentioned that low participation can also be discouraging for the city experts who are arranging the participation.

- Quality of participation can affect equality between areas, and well-done participation requires situational planning & know-how on proper participation practices

The city experts and politicians were both concerned with the participation quality. It was brought up that citizen participation requires instructions and know-how within the organization, as different groups need special attention and methods can affect participation. One expert brought up that citizen participation should always be defined within the context of where it is needed to make it clear how the participation should happen and who oversees it. The city experts noted that citizen participation can affect the equality of city development across the geographical area, and politicians also pondered whether the silent areas could get forgotten.

One politician was also concerned with the risks of not having enough data from the citizens, while emphasising with the employees who might have too much data for it to ever be adequately analysed. They also expressed that elective understanding might skew the data processing.

- *Participation of elected officials in the preparation stage is also important to develop, because they are the citizens elected to set the framing for city operations*

Therefore, it was also seen that we should not only develop the citizen participation process, but also the participation of elected officials, as it can be very useful in terms of setting the framing for the preparation of different issues. One city expert also brought up that politicians and citizens bring feelings to the decision making, while the city experts are required to be objective.



1.1.6 Municipal participation methods

Kuntaliitto (Piipponen & Kurikka, 2020) describes participation methods for municipalities with categorization of four themes that can be used to understand what types of participation the city is offering to its citizens. This work is modified and extended by Rask & Ertiö (2019) to provide even more accurate categorization between participation methods. The four categories include:

1. **Information based participation:** the citizen gets information that is relevant to them.
2. **Participation in planning:** the citizen can participate in the design and

development of areas, services and actions that are relevant to them.

3. **Participation in decision making:** the citizen gets to participate in the decision making relevant to themselves, their area, and services.
4. **Participation through action:** the citizen can participate in actions within their own area and be part of producing services.

Within the preparation of the Neighbourhood programme, it was found that citizens want to participate in different ways. Therefore, all these participation categories were built into the different stages of the Neighbourhood programme model (Savolainen, 2022), but without specifying exactly which methods the city should choose for executing the participation, as each process has a different context.

1.1.7 Evaluating and planning citizen participation

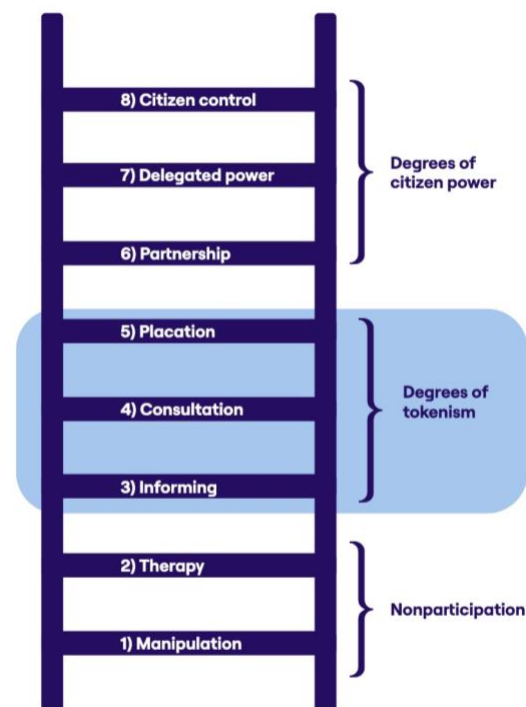


FIGURE 4: LADDER OF CITIZEN PARTICIPATION, ARNSTEIN, 1969, MODIFIED

The ladder of citizen participation (figure 4) is a well-known model for assessing the level of citizen power within the society (Arnstein, 1969). The model proposes a ladder showcasing the spectrum of how the power can be either denied from or delegated to the citizens. The steps climb up from non-participation towards tokenism and finally up to degrees of true citizen power. Arnstein herself describes that the model is not all encompassing, and there are limitations which in real world might make participation impossible to certain groups. She also adds that the power holding groups may offer participation opportunities to the have-nots, while their aim is to silence them. This is to say, as with any model, the motivations for using them matter greatly.

Arnstein's ladder has later inspired multiple other models for specified contexts, such as UNICEF's model for children's participation (Hart, 1992) and Rocha's Ladder of empowerment, which describes the rungs from individual empowerment to community empowerment (Rocha, 1997).

Rather than focusing on evaluating citizen participation, the **Spectrum of public participation** helps public organizations to plan it in situations that involve any type of decision making (IAP2, 2018). This spectrum resembles Arnstein's model, removing the extreme ends and ending up with five steps that each increase the citizens impact on the public decision. The steps are listed below with an addition to accommodate the participatory processes that are not led by public organizations:

1. **Informing the public:** the public is offered information for understanding the problem, alternatives, and solutions.

2. **Consulting the public:** the organization gathers feedback from the public.
3. **Involving the public:** working with the public to make sure their concerns and wishes are truly understood.
4. **Collaborating with the public:** partnering with the public to develop alternatives for the decisions and finding out what does the public prefer.
5. **Empowering the public:** the public organization will do what the public decides.
6. **Individual solutions:** The Figure 5 below is modified to include the individually created solutions as a last step of the public participation process, which is missing from IAP2's original model. The reasoning for this is to remember the role of citizens as independent actors who may come together and create solutions even without the city. This is discussed more in chapter 1.2.



FIGURE 5: SPECTRUM OF PUBLIC PARTICIPATION, IAP2, 2018, MODIFIED

These public participation steps seem to coincide somewhat with the previously presented municipal participation method categories. With careful consideration, the municipalities could use this participation model first to plan the level of needed participation and then pick out the preferred participation methods from the table presented by Rask & Ertiö (2019, p. 6). However, when planning participation, the context should always be considered.

The reason for evaluating citizen participation is to improve the practical implementations. Rask & Ertiö (2019, p. 7) summarize that evaluation improves the relevance and quality of public participation by ensuring that the methods are based on an actual need of the citizens. Rask & Ertiö (2019, pp. 10-15) have built their own comprehensive model for evaluating the scope of public participation, called the co-creation radar. Four areas, each divided into three subcategories, help public sector employees to evaluate the state of public participation: 1) Objectives, 2) Implementation, 3) Actors, and 4) Results. The model enables the identification of the key strengths of public participation and points out the areas that require development. The model is a great tool for municipalities, but as this thesis is focused primarily on the participation in urban planning & co-design, another tool was used to evaluate the Neighbourhood programme model, which will be described in chapter "Method for assessment".

1.2 Civic activism changes the field of citizen participation

Discussions of citizen participation as a city-led process limit the understanding of citizens as independent actors. Mäenpää & Faehnle (2021, p. 263) have named a new area of civic activity as the “fourth sector”, where unorganized citizen groups take on tasks that used to belong to authorities, representative decision-making, and other actors, which results in the creation of independent solutions. The fourth sector activities highlight the need for cities to connect and interact with outside stakeholders when planning for complex changes.

1.2.1 The fourth sector consists of independent activist groups that drive positive local change through actions, instead of advocating for change like traditional associations

The fourth sector differs from traditional associations in many ways. You don't need an association to get organized, and the activities can happen e.g., in a social media group. Social media can also be at the centre of the fourth sector operation, while associations traditionally use social media to support their main operations. Traditionally, associations also try to influence public affairs through preparation processes and decision-making, i.e., to use influence, but the fourth sector has so-called “hacker attitude”, where the focus is on events, activities and getting things done in the manner of “DIY”, “doing it yourself”. The associations are representative, and strive for partnerships with the municipality, while the fourth sector strives for community and networking. Association activities are also characterized by controlled overall development, continuity and working according to tradition, while the activities of the fourth sector emphasize openness and

sharing, immediacy, as well as the passion, and the invention of new things. Associations operate in a hierarchical and advocative manner, sometimes even opposing various phenomena (NIMBY = Not In My Back Yard). The fourth sector, on the other hand, avoids hierarchy, works for visibility, and proactively promotes phenomena (YIMBY = Yes In My Back Yard). (Mäenpää & Faehnle, 2021, p. 202)

1.2.2 The influence of the fourth sector

The fourth sector works as a driver of activism, working e.g., in social media groups or through meetings. Their activities spread to other dimensions of society, using associations as channels for seeking support, and competing for agency. On the other hand, information, permits, and subsidies are sought from the public sector, while its current methods of operation are challenged. In the private sector, however, the activity spreads by citizens becoming customers or founding companies and influencing the market. (Mäenpää & Faehnle, 2021, p. 199)

Mäenpää & Faehnle say that the fourth sector shapes social cohesion, economic production methods and administration (2021, p. 263). They explain that fourth sector is the promise of wider and more capable participation of citizens, which has an impact on the development of society. The authors suggest that cities should position themselves and their operations in relation to the fourth sector, so that it can enable self-organizing operations and urban communities that use their resources sustainably (p. 289).

1.2.3 Cities need to adjust their administration and learn to participate in citizen networks

Because the fourth sector has its distinctive way of operating, Mäenpää & Faehnle (2021, p. 237) note:

"It's not worth trying to fit the fourth sector in the frame of representative democracy with new innovative participation processes, user-oriented methods, or other civic education (which of course does not mean that these activities should be stopped)." (Mäenpää & Faehnle, 2021) Freely translated

The authors argue that city administration would have to learn to participate into the actions of citizen networks. This should be done constructively and, on a case-by-case basis, where the city acknowledges the role and justification of civic networks as "other democracy" or as an extended democracy (Mäenpää & Faehnle, 2021, p. 265).

The public authority and representative democracy can have different roles, when the civic activist groups enter the public domain: they can grant permits, support the activity, be completely irrelevant to the activity, or even oppose the activity (Mäenpää & Faehnle, 2021, p. 203). Therefore, the fourth sector poses the need for public sector administration reorganization by creating a new subject for management, which needs new directions for actions. It also creates new actors for the public sector to collaborate with and holds within itself the resources of the civic society, which are important for the city to acknowledge if it wants to attain its strategic goals (Mäenpää & Faehnle, 2021, p. 208). The fourth sector does not want to move towards co-governance, where decision-making power is shared within the administrative activities, because its goal is not to have power in the administration. Fourth sector rather focuses on the doing and implementing its own operations (Mäenpää & Faehnle, 2021, p. 210).

Combined management (Yhdistelmähallinnointi), on the other hand, emphasizes the different operational logics of

the fourth sector and public administration. In combined management, the public administration participates in self-organizing development processes on a case-by-case basis. The fourth sector is identified as its own group of actors, and its operating models are supported, developed, distributed, scaled, and applied both in the project itself and elsewhere. In addition, the groups of actors are coordinated with each other, and connected to the city administration (Mäenpää & Faehnle, 2021, p. 212). More about the role of urban development and combined management is discussed in chapter 3.

1.2.4 Public sector management ideology is shifting towards participatory production, where the user has more active role

In her dissertation for co-design and service design as the new public sector development directions, Hyysalo (2022) looks at three public management models, focusing on the theory of **New Public Governance (NPG)**, which has been dubbed as the "third wave" of administration renewals. She describes how in the NPG model the citizen is an active participant (2022, p. 81), whereas in the **New Public Management (NPM)** model the citizen is seen mainly as a consumer (2022, p. 81), and in the **Public Administration Management (PAM)** the citizen is more of a subservient to administration. According to Hyysalo, the Finnish public sector has experienced all of these model transformations throughout the years, and in many public organizations all of them are still visible simultaneously (2022, p. 75).

Hyysalo describes the management models through an example (2022, p. 78): **what does the public administration do, if a city park needs vandalism prevention?** According to the newest management direction, NPG, the local residents need to be included in the

process, and a solution should be built in governing partnership between the public sector and the citizens. However, the older management models might work differently with this problem. NPM might look at the park as an efficiency issue and aim to solve the problem of efficient park management and park users as clients, going as far as allowing the private sector to take over the park, if an efficient model for public management can not be found. Furthermore, the bureaucratic PAM might forbid the vandalism all together and increase surveillance in the park. (Hyysalo V. , 2022, p. 78)

Hyysalo (2022, p. 78) also showcases three different management models as presented by Charles Leadbeater in his book *Personalisation Through Participation: A New Script for Public Services* (2004). These models have distinct differences when it comes to their attitudes towards services and users:

- **the traditional welfare state** pursues issues defined by politicians and experts, and positions the user as someone who "respects authority".
- **the service economy** makes use of customer surveys and surveys, and sees the user as a consumer, who is used to self-service.
- **participatory production** relies on dialogue between different stakeholders, and sees the user as a participant who creates different solutions together with the experts.

It is clear to see that these presented philosophies and preferred management directions shape the public sector, and its possibilities for sustainable service and infrastructure production. The Finnish public sector seems to be shifting towards New Public Governance and Participatory production, where the user is seen as a partner

for designing and producing solutions. This shift can possibly create cost-savings and result in more accurate solutions, but to adapt the public processes to this new way of thinking, the public management and administration needs to make conscious choices that accommodate new ways of working. This oftentimes calls for new goals, strategies, tactics, instructions and resource re-allocation. In the context of urban planning, more collaboration might also require re-design of processes and learning new ways for collaborative development in multiple levels of the planning.



1.3. The Neighbourhood programme model

After understanding the citizen participation in the general municipal context, we dive into the Neighbourhood programme model, which was developed to the city of Kuopio. In this chapter we will investigate the background, aims, and development process of the model before describing the model itself, and what happened to it after its development. Additionally, we will discuss what the city representatives would have hoped the model to achieve. This chapter is integral for setting the expectations to understand the benefits and downsides of the Neighbourhood programme model.

1.3.1 Motivations for the model

The Neighbourhood programme development started with a motion to allocate money for the planning of neighbourhood development programmes. The motion was created and presented by the council members Aleksi Eskelinen and Saara Karkulahti for the city budget of 2021, wishing to tackle neighbourhood segregation and to increase citizen participation.

In his interview, Eskelinen told that at the time of planning this motion, national news articles had been published about segregation, which also revealed the existing issues in Kuopio (Eskelinen, 2023). He explained that in certain areas real estate was already struggling to gain sufficient security (“vakuusarvo” in Finnish) for renovation loans, which in the long run could lead into negative projections for the areas. Some areas also have had more visible symptoms of poor wellbeing, which has manifested in e.g., substance abuse. This is why measures for preventing segregation were seen as needed. In the interviews, other politicians backed this up by arguing that some of the Kuopio’s older neighbourhoods have a lot of old infrastructure that requires maintenance and development. Additionally, the politicians mentioned that since the countryside areas have their respective Rural assemblies (“Pitäjäraati” in Finnish) with each of their own operational budget, the city neighbourhoods would also need some forms of increased citizen participation.

1.3.2 Origins in the national Suburban programme of 2020-22

From 2020 onwards, Kuopio had been participating in the Suburban development programme (“Lähiöohjelma” in Finnish) organized by the Ministry of the Environment (Muurman & Niemi, 2023). The programme had two development neighbourhoods within Kuopio, each of which had their respective development plans. These plans included the development of public areas and infrastructure, more specifically the park “Sammakkolammenpuisto” in Puijonlaakso area, and the playing field in the park of “Taimistopuisto” in Neulamäki area. The residents were involved in the planning process. These projects sought to advance the Suburban programme development goals, which were later also used as the goals for the

Neighbourhood programme development in Kuopio.

“The suburban development programme looked for long-term cross-administrative measures that could: prevent segregation of residential areas, increase residents' wellbeing and inclusion, promote the vitality of residential areas, ensure a good standard of services and housing”. (Muurman & Niemi, 2023)



1.3.3 The development process

With the motion accepted for starting the Neighbourhood programme development, the directing responsibility was given to the Local democracy council that operates directly under the city board. In October 2021, the author of this thesis was selected as a project planner to develop the model.

The model development was guided by the Local democracy council and an advisory board consisting of the city experts working closely with city development. For this thesis, these participants were interviewed to get their retrospective thought on the model and the participatory development of public affairs.

During the development, information was gathered from the citizens to gain an understanding into what they would prefer to participate in, when it comes to the planning of areas, and how the city could accommodate these wishes. The Neighbourhood programme development concluded in August 2022 with a report of the project findings, a new process model for more participatory neighbourhood development, and a suggested pilot plan for implementing the model.

1.3.4 Aims for the Neighbourhood programme

The aims for the Neighbourhood programme were inspired by the Suburban programme set up by the Ministry of Environment. The aims set for Kuopio's Neighbourhood programme included prevention of neighbourhood segregation, increasing citizen wellbeing and participation, advancing the vitality of neighbourhoods, and ensuring good levels of services and housing. The programme was developed with these goals as its framing, and to understand what was expected to be achieved, the city representatives were interviewed.

Tackling segregation and improving well-being with participatory measures

When asking from the politicians who participated in the design of the Neighbourhood programme model, they said that the original aim was to interfere with segregation and increase inclusion & well-being by offering the citizens ways to participate in all areas.

To better understand the expectations of the Neighbourhood programme, the city experts and politicians were asked about **whether segregation and socio-economic polarization can be tackled with the means**

of citizen participation. To this question, the politicians had this to say:

- Citizen participation is one tool for battling segregation, but not the whole solution.
- Effective means for fighting segregation require contributions from urban development, service network planning, and quality requirements for services.
- Citizen participation can increase segregation if only certain viewpoints are considered.

The city experts on the other hand underlined the following in regards of the effectiveness of citizen participation in battling segregation:

- Democracies were created to prevent polarization.
- Local knowledge about the area is good to utilize in planning, but citizen participation alone cannot solve segregation.
- We need to assess which groups need better participation opportunities, to not only strengthen the already active population's participation. For example, migrants are one group that would require extra attention when designing new participation opportunities.
- The city experts should work in a participatory way because it creates understanding for our shared challenges. Not only for the employees, but also for the citizens.

In summary, it was seen that participation is only one tool for preventing segregation, and that also tougher means are necessary. Participation was also seen as a danger for more polarization if it were to strengthen the participation of active citizens. It was seen that

the city needs to plan participation so that it targets the groups that have a harder time to participate. Additionally, the understanding of different viewpoints was seen as a positive.

Unclarity and conflicting opinions: positive discrimination or equal opportunities for all?

It was also mentioned by the interviewees that in the planning phase there was some unclarity of the aims and shared visions. During the planning, some time was spent discussing the budget of the Rural assemblies, which stemmed from the discussion whether the city should offer similar participation opportunities for all areas, or would it make sense to re-allocate the existing budget to suit all areas. Within this thesis, the author has chosen not to focus on the matter of the Rural assemblies as they recognize this decision should be left to the politicians. However, it is important to point out that the Rural assembly system and the Neighbourhood programme are both based on the idea of positive discrimination, meaning that the financial resources should be allocated to the areas that need them the most. It was also established within the interviews that not all the politicians or city employees saw exactly equal participation opportunities as the best answer for reaching diverse groups of citizens.



1.3.5 Description of the model

In this chapter I will describe the neighbourhood programme model as it is presented in the report (Savolainen, Lähiöohjelma -mallin valmistelun raportti 2022, 2022) and the motion for piloting the model (Savolainen, Esitys aluekehittämisen pilotoinnista Lähiöohjelma -mallilla, 2022). More information about the models can be found from the referred sources, but for the sake of this thesis and analysis of the model, their main aspect is summarized in English.

The Neighbourhood programme model consisted of two modules:

1. The area development model, and
2. The participatory budgeting model.

These two model pieces were planned to complement each other, and they were separated for enabling easier decision making where one module could have been selected for initial piloting, if the full model would have been seen as too big of an investment.

1 The area development process

Part 1: Analysis and selection of the areas

1

Analysing and choosing the areas



FIGURE 6: PART 1 OF THE NEIGHBOURHOOD PROGRAMME MODEL'S AREA DEVELOPMENT, ANALYSING AND CHOOSING THE AREAS. BASED ON SAVOLAINEN, 2022

The areas were planned to be selected according to:

- **The neighbourhood specific well-being data reports.** These were planned to be created from the existing well-being research data, including, but not limited to, rate of education, employment, income, health, etc.
- **Citizen surveys from that area** (citizen satisfaction, citizen wishes & ideas, etc.)
- **Usage data from area services** (e.g., use of social and unemployment services)
- **The status of the area infrastructure** (where are the upcoming investments needed most urgently)
- **City strategy.**

PART 2: Co-designing areas with the citizens

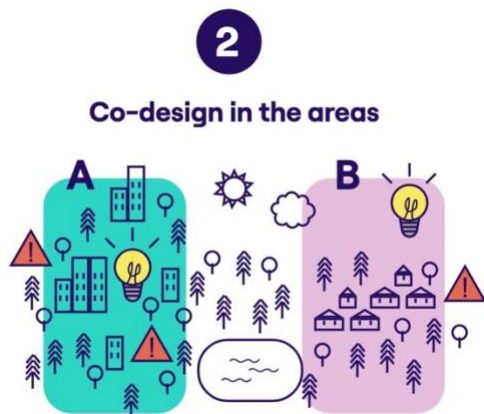


FIGURE 7: PART 2 OF THE NEIGHBOURHOOD PROGRAMME MODEL'S AREA DEVELOPMENT, CO-DESIGN OF AREAS. BASED ON SAVOLAINEN, 2022

- **Situational awareness of the area.** Forming an image of the neighbourhood situation and communicating that to the citizens in multiple channels to reach different citizen groups. Where are we doing well and where do we need to develop?
- **Strategic workshops with the citizens.** Viewing the needed development together with the citizen and setting joint goals.
- **Projects.** Separating projects from the bigger picture and communicating those to the citizens in multiple channels to reach different citizen groups.
- **Development workshops for the projects.** Involving the citizens in the planning and execution of the projects. Setting joint goals together, planning and commenting the process from the viewpoint of organizing activities in the area.
- **Participatory budgeting.** In the later stages of the area development the citizens get to ideate smaller things

for their neighbourhood. This allows for quick and more direct participation where results can be visible sooner.

PART 3: Execution and assessment of the development

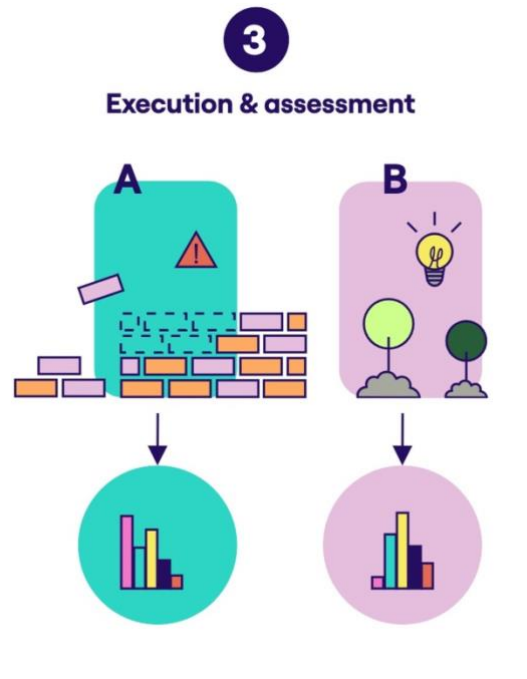


FIGURE 8: PART 3 OF THE NEIGHBOURHOOD PROGRAMME MODEL'S AREA DEVELOPMENT, EXECUTION AND ASSESSMENT. BASED ON SAVOLAINEN, 2022

- **Executing the needed operations for the projects.** If possible, the execution happens together with the citizens.
- **Impact assessment.** Re-assessing the area based on the citizen experience and other area specific, more objective parameters that were used to select the area.
- **Selecting new area** for development based on the idea of positive discrimination.

Methods for participation and co-design within the model

To involve the people deeply enough and at the right parts of the neighbourhood development, four working methods were

suggested: 1) strategic workshops, 2) area and service development workshops, 3) participatory budgeting (both a method and a separate model), and 4) the digital participation platform. These methods have their suggested timings within the process as described in the area development model.

Strategic workshops

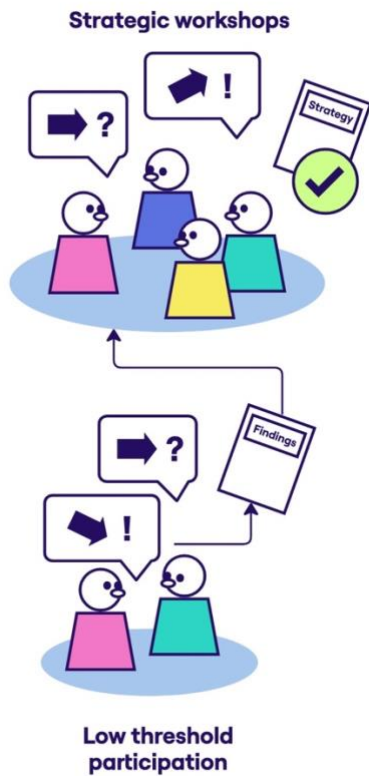


FIGURE 9: STRATEGIC WORKSHOPS IN THE NEIGHBOURHOOD PROGRAMME MODEL, BASED ON SAVOLAINEN, 2022

For the active and already participating citizens, workshops were suggested to drive joint discussions about forming visions and strategy. Additionally, for the inactive citizens who have trouble, or have no interest in participating, low-threshold participation was proposed. With low threshold participation, the researchers would approach the citizens in their areas, without a need for long-term commitment to the project. The gathered findings were to be used in planning the area vision and strategy.

Area development workshops

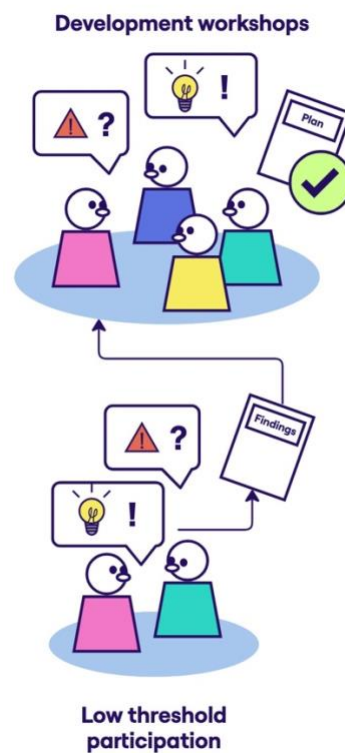


FIGURE 10: DEVELOPMENT WORKSHOPS AS A PART OF NEIGHBOURHOOD PROGRAMME MODEL, BASED ON SAVOLAINEN, 2022

Area development is usually divided into smaller processes, which can deal with more concrete citizen needs and development goals. Within these processes, it was suggested that active citizens could join area, space, and service specific development workshops, where co-design could happen. Again, it was proposed that the more inactive people with troubles in participating would be approached by the researchers, instead of the city experts expecting that all citizens come to the workshops they organize.

Digital participation platform



FIGURE 11: DIGITAL PARTICIPATION PLATFORM AS A PART OF NEIGHBOURHOOD PROGRAMME MODEL, BASED ON SAVOLAINEN, 2022

A digital participation platform was planned to be part of the Neighbourhood programme model and its needs were researched in depth within the Human-Centric Municipality project (Ihmiskeskeinen Digitaalinen Kunta). In short, several things were expected from the platform: A) to provide an additional channel for targeted citizen communications, B) to have a joint platform to inform the citizens of all the city's questionnaires and their results, C) have a platform for running the participatory budgeting process, D) have a platform for discussions between citizens, elected officials, and the city experts. The aim of the platform was to foster area development in a constructed manner and enable more effective communication to and with the citizens. Since this project plan the city of Kuopio has gone through website renewal which aims to make citizen participation easier for the user.

2 The participatory budgeting model

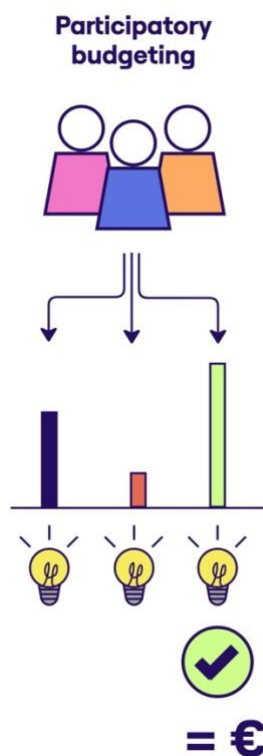


FIGURE 12: PARTICIPATORY BUDGETING

Participatory budgeting was suggested as one method for enabling citizen participation in neighbourhood development. Models from other Finnish cities were researched and as a result it was suggested that the participatory budgeting would be applied to gathering and prioritizing the small, “human-sized” citizen wishes. This meant that bigger wishes would be dealt with in other channels, while participatory budgeting would enable quick changes to the neighbourhood that would build trust among the citizens that the city is collaborating with them. The model was essentially supposed to provide an easy and fully transparent process for citizen participation to the groups that currently struggle to believe in working with the city.

The process of participatory budgeting was divided into five stages:

1. **Informing** citizens about the participatory budgeting.

2. **Encouraging** the citizens to participate in ideating and gathering the citizens ideas together in the digital platform.
3. **Co-designing** and developing the citizen ideas together with the citizens to form suggestions.
4. **Arranging voting** on the developed suggestions.
5. **Enabling co-creation** and execution of the selected ideas that won the vote.

1.3.6 What happened to the model after its completion?

The model proposal (Savolainen, Esitys aluekehittämisen pilotoinnista Lähiöohjelmalla, 2022) included an execution plan where the model would have been tested in two Kuopio neighbourhoods in 2022. These test areas were to be selected among the areas with existing infrastructure investment plans for 2022, and the final area selection would have been done based on the principles of positive discrimination, or in other words, which ever areas would have needed the development the most based on their well-being. Area well-being was planned to be measured according to the existing well-being research, service usage data, citizen surveys and the status of the infrastructure. All of this was planned to be reflected to city strategy to make the decision.

1.3.6.1 Small scale pilot with existing resources

The model was in fact not piloted in its full sense in 2022 as the city council did not decide to invest in the plan. However, a small-scale test was run with Mieliteko programme in the Petonen neighbourhood (2023), which had multiple upcoming infrastructure investments that required informing and the involvement

of the citizens. To understand the true situation in the area, the test included a trial run of the neighbourhood specific well-being report, strategic level workshops to bring the citizens and city officials together to discuss the future of the area, and finally service and space focused workshops to hash out the citizens' improvement ideas for the area. All the citizen wishes were brought back to the city for further planning of the investment projects. However, after the Mieliteko programme concluded in the summer of 2022, there was no human resource left to run the project further and it remained a singular trial run.



1.3.7 What should have been accomplished with the model?

1.3.7.1 Joint consensus for citizen participation and strategic support from the city - and the citizens

One city expert expressed that a clearer joint consensus would have been needed and another one stated that the programme would have needed more strategic and public support from higher up in the hierarchy. Additionally, it was mentioned by one expert that communicating more to the citizens

would have been important to gain better support for the programme.

1.3.7.2 Testing or moving forward with participatory city planning and its methods

The politicians saw that we the city should have gotten to the point of testing, piloting, or moving forward with participatory practices. The proposed practices from the Neighbourhood programme model were among their wishes, e.g., by launching participatory budgeting, setting up the digital participation platform, allocating human resources for running the processes, choosing some parts of the proposal for testing, and moving forward in small pieces and testing them to gain experience. One city expert also pointed out that training for implementing the model would have been needed. This demonstrates that there is a will among the politicians to advance public participation within urban development.

1.3.7.3 Collaborative and multidisciplinary neighbourhood development

Some city experts addressed that the expected outcome was an urban area development model to increase citizen satisfaction and one expert clarified that they themselves saw the need to create more systematic, collaborative, and multidisciplinary area development. One politician added that an attitude shift would be needed within the city for everybody to understand that the old neighbourhoods also need attention.

1.3.7.4 Implementing participatory budgeting for quick citizen impact

The role of participatory budgeting was seen as a good way for citizens to make impact by two experts, but it was also seen as laborious. One other expert thought that small, direct participation would have been needed to make fast changes to the areas. One of the politicians indirectly supported this sentiment

by addressing that concrete development propositions would have been needed within the programme. The author notes that participatory budgeting was meant to be the channel for creating those development propositions.

1.3.7.5 Should city and countryside areas have the exact same model?

Some politicians addressed that a clear model for inclusion and equal participation opportunities would have been needed for all citizens, to fill the gap left by rural assemblies. One city expert thought that an equal model would have been needed to all areas to create trust and feeling of equality among the citizens, but some other experts saw that project-based participation would work better for the city neighbourhoods instead of an assembly model, as the city areas tend to have a lot of changes within the population, contrary to the countryside.

1.3.7.6 More comprehensive application of participatory practices to all city operations

Some city experts, and one politician saw that the model could be applied in a larger scale to city's core operations. Implementing participatory practices to all city operations and planning processes, while making it clear for the citizens was seen as one important accomplishment. One expert, however, pointed out that due to the preparation positioning in the Well-being promotion sector, the neighbourhood programme is out of city's core business of public decision-making, and democratic action. This is a testament to the fact that there is will to increase the amount of citizen participation within the city organization. Planning participation within the context of neighbourhood development has created the hope for more participation in all city operations. However, this wish was impossible to grant in the scope of this project.



2 Design and the collaborative processes

To assess the Neighbourhood programme model from the perspective of collaboration and human-centred design, it is important to understand the main principles and approaches to design. In this chapter we will discuss the design process, the ideologies of user-centredness and participatory practices, and distinctions between co-design and participatory design approaches.

2.1 Participatory and co-design

2.1.1 The design process

The Design Council's Double Diamond has been widely accepted as the depiction of the design process (The Double Diamond, 2003). The double diamond describes the four phases of the design process:

1. **Discover:** researching the design challenge and user needs
2. **Define:** creating a design brief out of the findings

3. **Develop:** ideating, creating, and testing different solutions to match the design brief
4. **Deliver:** choosing a solution which will be finalized for launching it in practice.

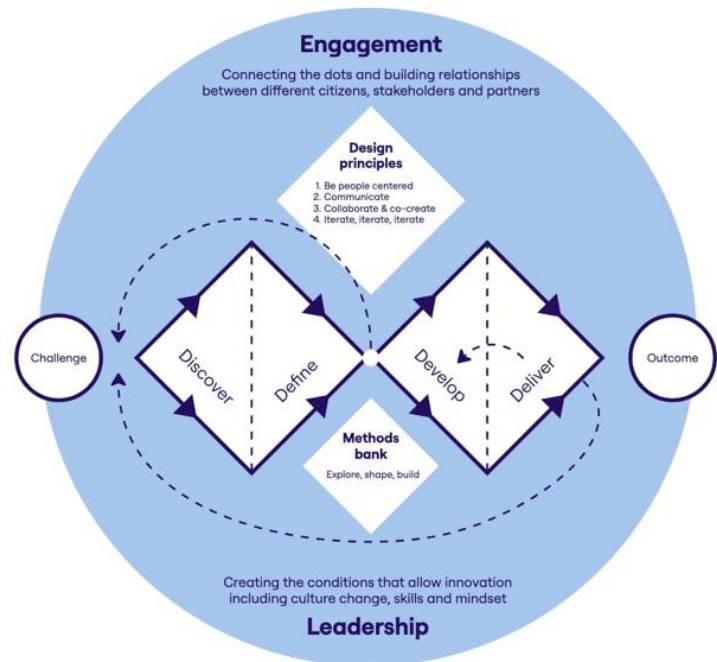


FIGURE 13: FRAMEWORK FOR INNOVATION, DESIGN COUNCIL, 2023, MODIFIED

Today, the design process is presented as a part of larger framework called the Framework for Innovation (2023) in Figure 13, which sets the model into the centre of co-design and leadership contexts, both of which are needed to create possibilities and connections for successful innovation. The new framework also introduces design principles of people centredness, importance of communicating, need for collaborating and co-creating and finally the need for iteration, which is also visually represented in the adjusted design cycle.

This process description is important especially when working with stakeholders who have no previous contact with design.

2.1.2 What type of design will help the public sector navigate the planning of citizen participation?

As we remember the categorization of the citizen participation methods “information based participation, participation in planning, participation in decision-making and participation through action” (Piipponen & Kurikka, 2020, p. 6) & (Rask & Ertiö, 2019), we can see that the design process can easily include all of these participation types, if organized according to the collaborate and co-create principle. Moreover, the stages from the Spectrum of public participation “informing, consulting, involving, collaborating and empowering” (IAP2, 2018) can just as well be included in the design process if it is done in a collaborative or participatory manner. However, both the spectrum and the method categorizations include varying levels of citizen power, and the design process does not explicitly encourage to strive for any specific level of participation or citizen engagement. Therefore, the question becomes, which design traditions would best support the public sector when planning collaborative design processes involving citizens?

2.1.3 User-centred design: user as a subject

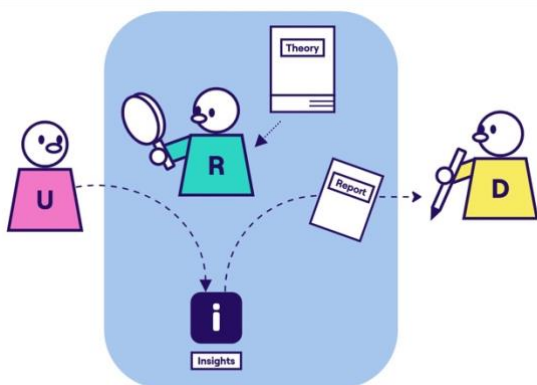


FIGURE 14: CLASSICAL USER-CENTRED DESIGN PROCESS, SANDERS & STAPPERS, 2008, MODIFIED

User-centred design focuses on the design object and takes the needs of the user to act as the starting point of their process. The user needs are researched by a researcher and then compressed into design criterion for the designer, who in turn interprets them. The user remains outside of the design process, and is represented by the researcher, as described in the Figure 14 (Sanders & Stappers, 2008)

Client-centric, and user-centric approaches are well-known and utilized in the municipal context, the difference between them being the focus on either customers, or all types of users.

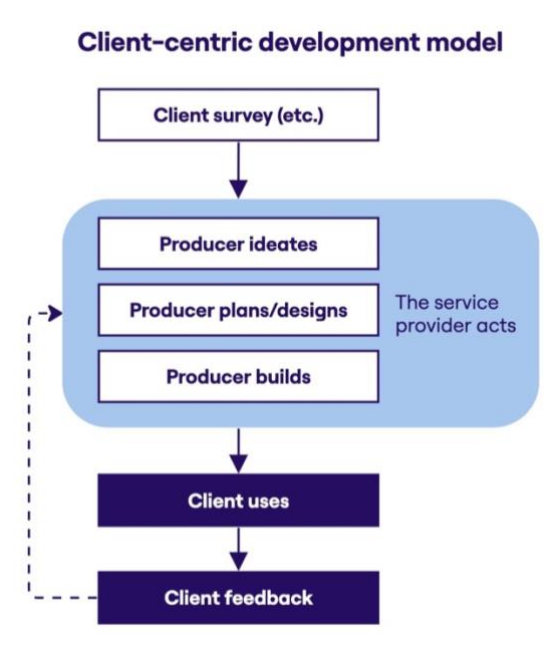


FIGURE 15: CLIENT-CENTRED DEVELOPMENT MODEL, VIRTANEN ET AL., 2011, MODIFIED

Due to the recommended nature of citizen participation (Kuntalaki (Local Government Act), 2015), some type of client or user research usually happens during in the public sector development processes, and it oftentimes follows this client/user-centric development process. The approach is well presented in the Figure 15, by Virtanen et al.

(2011, p. 37), where the public sector service development is described to begin with a client survey, and the results from it are used as an input for service provider to ideate, design and build the solution. Then the client uses the solution and perhaps gives feedback, which will restart the development cycle again. Within “top-down” processes like this, the client or user is seen more as a subject for the design and planning.

2.1.4 Participatory and collaborative design practices

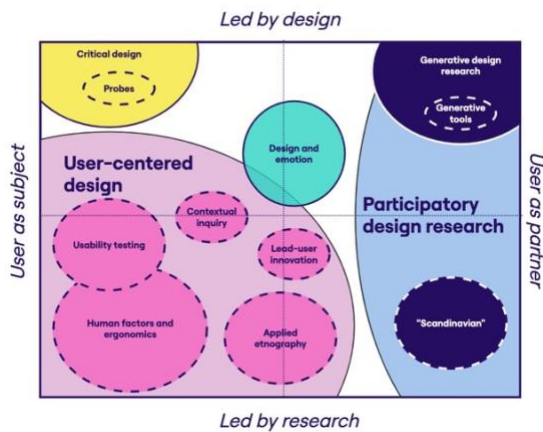


FIGURE 16: FIELD OF HUMAN-CENTRED DESIGN RESEARCH, SANDERS & STAPPERS, 2008, MODIFIED

Since the change of the century, the human-centred research field has been strengthened with a growing number of participatory approaches, where users are seen as partners in the design process. The changes of the field are clearly exhibited in the mapping of the human-centred design research, where the field of participatory design can be found on the right side with its different approaches all built on the idea of partnering up with the user for the design process, Figure 16 (Sanders & Stappers, 2008).

2.1.4.1 Participatory design: user as a partner

The use of participatory design methods has been researched since 1970's in the field of

systems development, when the Scandinavian manufacturing industry started allowing workers to participate in the design of workplace applications. This changed the users' role from research subjects to active participants (Bødker, 1994).

In her dissertation for co-design and service design as the new public sector development directions, Hyysalo (Hyysalo V. , 2022, p. 47) points out that participatory design is important because it brings out the tacit knowledge of the participants in the design process with the help of practical techniques. She underlines that participatory planning also affects group dynamics, trust, mutual learning, and reciprocity, through which long-term participation and ownership can be achieved.

In their research on the differences between co-design and co-creation, Mattelmäki & Sleeswijk Visser (2011) bring up that in the Nordic context the terms “**participatory design**” and “**co-design**” are often used interchangeably. They go onto explaining that:

“Co-design carries perhaps a bit lighter weight on the political attitude but builds on the same mindset and tools.” (Mattelmäki & Sleeswijk Visser, 2011, p. 3).

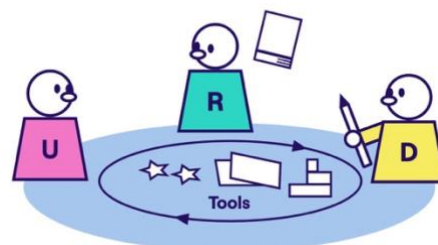


FIGURE 17: CO-DESIGN PROCESS, SANDERS & STAPPERS, 2008, MODIFIED

Sanders and Stappers (Sanders & Stappers, Co-creation and the new landscapes of design,

2008) also tie the participatory design and co-design practices together and visualize the process by placing the researcher, user, and the designer around the same tools, Figure 17. This is the general idea with participatory design practice, which has been later extended with the evolved co-design understanding.

2.1.4.2 Co-design: users & other stakeholders as partners

In the beginning of the 2000's, Sanders (2002) discussed a mindset which they at the time called "post-design". She described how post-design is an attitude about everyone having something to offer to the design process, how it is contextual, participatory, ongoing, and co-designing, where people get to design together:

It can harness the collective and infinitely expanding set of ideas and opportunities that emerge when all the people who have a stake in the process are invited to "play the game."
(Sanders, 2002, s. 7)

Mattelmäki & Sleeswijk Visser (2011, p. 5) summarized that co-design follows the participatory design tradition, but has four directions of its own:

- 1) **Emphasizing the role of the user**, following in the footsteps of user-centred design and participatory design.
- 2) **Focusing on co-design methods and tools** that support users to discuss and explain their experiences and ideas which can then be used to inspire design.
- 3) **Facilitating collaborative design**, where designers and users envision and work together in the creation process.

- 4) **Focusing on the variety of stakeholders** and inviting them, alongside users, to the exploration and envisioning process, where they brainstorm and learn together.

Here we can see that co-design builds on the participatory design tradition and expands the focus from the user into the full spectrum of stakeholders. Mattelmäki & Sleeswijk Visser also mention that co-design is both a process, and a set of tools for collaborative work, where learning and exploration can take place (2011, p. 6).

2.1.4.3 Benefits & disadvantages of co-design

In her dissertation for co-design and service design as the new public sector development directions, Hyysalo (2022, p. 88) describes based on multiple sources that co-design has many advantages for the resident, the project and process, and the organization. Co-design improves ideation, helps to develop services, develops project management, and offers better long-term effects, such as customer satisfaction. Hyysalo (2022, p. 95) summarizes that with the help of joint planning we understand how the citizens of the municipality live, what is important to them and in what context they operate. Municipalities act as experts in evaluating the functionality of solutions, but not in administrative processes.

Hyysalo also describes the most prominent challenges in co-design approaches. As the role of citizens changes, the public administration's responsibility reduces, and yet, the planning costs may increase. Polarized participation activity can also increase inequality, and co-design is not always successful, if the motivations for participation are not understood correctly. Likewise, co-design can also destroy the effectiveness and created value if there is no

cooperation, and everyone only advocates for their own interests. Involvement can also be only mechanical when it may not lead to anything. Additionally, if co-design is not used strategically, it may not yield long-term benefits (Hyysalo V. , 2022, pp. 92-95)

2.1.4.4 Role of co-design in the public sector

Hyysalo (2022, pp. 16-18) writes that co-design can enable the processing of a wide variety of difficult phenomena, but if implemented incorrectly, it can also lead to pre-determined results, in which case nothing changes for the operation. Co-design therefore requires a situation-specific understanding and the activation of various stakeholder groups. On the other hand, she describes that it would be good for co-design to be part of the organization's operating culture instead of just a single planning situation.

Hyysalo (2022, pp. 17-18) writes that the role of citizens has changed more and more towards participatory agency, and therefore co-design is also increasingly about partnership between the citizens and the municipality. According to her, justifications for co-design can be, consideration of citizens' needs, strengthening of democracy through participation, stronger utilization of resources and innovation, and acceptability of services.

Torfining et al. (2019, p. 97) argue that the solutions for complex problems should be designed together in a large group. Co-design and co-creation aim to enable such development and their degrees can be divided following Arnstein's model and presented as a ladder scale, as shown in Figure 18.



FIGURE 18: THE LADDER OF CO-CREATION, TORFINING ET AL, 2019

As the first and lowest Torfining et al. suggest "co-production", where the public sector encourages the citizens to co-produce services. On the second rung is "voluntary work" where the citizens co-produce services and create value through their voluntary actions, during which they end up also bettering the co-produced services.

On the third rung we find "limited dialogue" where citizen groups give the public sector their input on the new solutions and designs, but there is no possibility for full discussion. This is usually done by traditional means, such as public hearings or focus group interviews, but can also include crowdsourcing. The fourth rung "mutual dialogue" includes ad hoc meetings related to the design and implementation of solutions, where the public sector and private actors both engage.

On the final and highest rung "co-design in institutional arenas", collaborative innovation is facilitated between all relevant and affected actors. In this stage, the agenda and problem are defined together and the solutions are designed, tested and implemented as a team effort. (Torfining;Sørensen;& Røiseland, 2019, pp. 804-805)

2.1.4 New, participatory public sector

As we presented in chapters 1 & 2, a case can be made for public sector to move from consultative and user-centred practices towards participatory and collaborative practices. Rask & Ertiö (2019, p. 4) describe how governance is traditionally built on the starting points of the government, leaving citizens to have only a consultative role in decision-making. They argue that within consultation, the citizens' motivation to participate is mainly extrinsic. However, approaches-based participation, networking, interaction, and co-creation between different stakeholders is favoured more and more, and within this the citizens' motivation tends to be more intrinsic according to the authors. They see that the role of public sector is already moving towards enabling this type of participation.



2.2 Design in the public sector

For public sector to get design and citizen participation accomplished, it is beneficial to look at the field of public design practice and try to understand the possibilities and

limitations. Additionally, in terms of area development there can exist multitudes of design processes and actions, which is why we should define what types of design processes are needed to co-design neighbourhoods.

2.2.1 The public sector design ladder helps with estimating the current extent of design within the organization

Design can have many standings within the public sector organizations, and it is not always recognized as a method for democracy and citizen participation. To understand how design as an approach can help the cities to advance their participatory practices and quality of developed solutions, it is important to understand the levels of design maturity within the organization. While many companies use The Danish Design Ladder (2001) to recognize their level of design maturity, the public sector has its own maturity scale as presented by the Design Council (Design for Public Good, 2013). **The Public Sector Design Ladder presents three levels for design:**

- 1) Design for discrete problems,
- 2) Design as capability, and
- 3) Design for policy.

In the first level design projects are individual and separate from each other, and no design thinking has been rooted into the organization culture. In the second level the public sector employees are engaging with design and designers, while gaining a new perspective of looking at things from the citizens' point of view.

To understand the situation at the city of Kuopio, the author of this thesis (who works as the city's first permanent in-house designer) estimates the whole organization to reside at the level 1, where individual design projects

are being conducted, but there is no comprehensive understanding of working with design approaches. While some employees may be proficient in design thinking, majority of the staff is not.

In terms of organizing co-design of neighbourhoods in the city of Kuopio, the standard neighbourhood planning process is most likely clear for the employees who work with zoning, infrastructure development and construction, or maintenance. However, if the city aims to introduce more citizen participation to the planning, designers' help might be needed for mapping out the projects, and process stages where stakeholders should participate. Help is most likely also appreciated with identifying different stakeholder groups (especially among citizens), and planning why, how, when, and where should they participate in the planning.

2.2.2 How do public organizations utilize design?

To better understand how design practices can be utilized in the public sector, it is beneficial to look at a public organization with a steady design experience. Hyysalo et al. (2022) researched and analysed the design activities produced in the city of Helsinki, which has the most established design practice out of all Finnish municipal organizations. During the past 10 years, they have produced a multitude of design activities, which Hyysalo et al. were able to categorize into 23 distinct types. This typology was formed based on the design processes, outcomes, and agency of design. The research team clustered these types into six clusters which can be used to better understand the change required in the municipal organizations towards a more citizen-centric one.

The found clusters of design activities included (pp. 6-7):

- 1) design of service solutions,
- 2) design in the built environment,
- 3) design in the development of the organization,
- 4) design know-how and training,
- 5) design in the participation and collaborative work,
- 6) design strategy and branding work.

2.2.2.1 The design types can help public organizations understand what type of development and know-how is needed in the development of neighbourhoods

In terms of the design of Neighbourhoods, the needed design activities would likely occupy each of these found design activity clusters. This is important to understand so we can get the full image of the needed design competences at play in neighbourhood design and see why special expertise is almost mandatory for successfully implementing co-design practices into urban design.

Reflecting the situation in the city of Kuopio, the city does not have existing, all-encompassing participatory processes for neighbourhood development, but it does have individual practices in different service sectors. If the Neighbourhood programme model were to be taken into use, the practical implementation of the model would have to be planned together with the service sectors, so that it fits their existing processes, while allowing for multidisciplinary collaboration. This is a design process on its own, which requires design for developing the organization (3).

The Neighbourhood programme model suggested a multitude of participatory means to be implemented (digital participation

platform, participatory budgeting, strategic co-design, service co-design and urban environment co-design), all of which would require special design know-how and training (4). Additionally, some of these methods (e.g., participatory budgeting) would require their own planning projects that would fall under design for resident engagement (5). The strategic work for neighbourhood visions and images would require strategic design knowledge and understanding of brands (6).

The co-design work for service solutions (1) and built environment (2) also calls for understanding of organizing participatory and collaborative development, which has not been the most well-known method of working within the city. However, as we can judge by the interviews conducted within this thesis, the city experts and politicians hope for more comprehensive citizen participation, especially within the basic operations of the city. This calls for more collaborative urban development and design of services.

2.2.3 The benefits and challenges of design within the public sector

Pirinen et al. (2022) explain that design projects within the city organizations often focus on locating the needs of users, and facilitating collaborative ideation, which is seen as the strongpoint of the design practice (p. 15). They also explain design to have intrinsic value to the organizations, acting as the bridges between user, employee, and management, when engaging all of them to the design activities. This is seen to support mutual learning, alignment of goals and even social cohesion (p. 3).

Pirinen et al. go on to explain that due to the complexity of the public field design problems, and the organizational structures, it is hard for designs to be implemented, and designers be connected to the needed colleagues from adjacent fields, such as

architecture and urban planning. Additionally, the slow phase of the decision-making and the regulation of the public field makes hard conditions for the utilization of design. The researchers argue that for this reason, the designers need to arrange organizational change. (p. 15)

Pirinen et al. (p. 15) researched the challenges of design within the City of Helsinki, and they found three main points of friction, which hinder the design activities:

- 1) Challenges arising from the complexity of public organizations.
- 2) Challenges in management, integration, and implementation of design
- 3) Challenges related to the accountability and impact of design.

All three can be seen as potential pain points for implementing the Neighbourhood programme model, and for potential future implementation, it is worthwhile to assess the challenges of utilizing these collaborative design practices in public surroundings, which to the most part is quite new to design. Starting off, the development of Neighbourhoods is a complex task within a complex organization, where different levels of design understanding and user-centricity are at play (challenge category 1). The design practice does not have a strategic positioning within the city organization, which makes it difficult to share as a practice across the organization and implementing it does require organizational change and the creation of procedures (challenge category 2). The role of design as an approach to urban development might be questioned, which would require strong clarification around the potential uses of the design practice (challenge category 3).

2.2.4 Are there differences in how the citizen should be able to participate in the design and decision-making processes?

To gain a better understanding in how citizens should be able to participate in the design and planning processes, the city experts and politicians were asked about **whether there are any differences between how city planning, design of services and other decision-making processes should be approached with the citizens**. Here is what the politicians had to say:

- There are processes where we do not need citizen participation (e.g., regular maintenance operations).
- In some processes citizen participation might make things more complicated and stretched out, but we still must do it (e.g., too much information to be handled in the needed timeframe).
- Citizen participation should be part of our process models and structures to make it feel less laborious to the city workers: not an added thing, but a regular task.
- Sharing information about citizen participation and plans is crucial.

The city experts pointed out some differing practices and had some development ideas on how to help the citizens participate on the different processes:

- Big projects tend to bundle many processes together under one big umbrella. This makes participation more accessible to the citizen as they do not need to understand the background processes and can focus on providing information on their experiences and wishes. Could the long and complicated processes be

split into smaller pieces to make participation easier to approach?

- Having a joint goal both from the politicians and the citizens is needed for the decisions to get made.
- The processes are very different across service sectors and require different amount of knowledge from the participants.
- City service sectors need to work together to involve all groups into the planning.
- Could we teach citizens through example images what happens in different stages of the project they are participating in?
- The city experts are busy and do not have time to develop the ways of participation. A participation toolbox could help the city experts to understand the best timing, phase, scale and means for participation.

In summary, the politicians and city experts pointed out that there are different processes where in some, citizen participation should be carefully considered and some, where the city can just perform their basic actions without the citizen involvement. There are ways to make the citizen participation easier, but development is not always easy for the city employees without the specified time or tools for it.

2.2.5 The planning of services is changing towards user and community coproduction

Although not present in the interviews, it is important to mention how the planning of services is changing towards user and community coproduction, which flips the idea of citizen participation on its head. Bovaird (2007) describes how policy making is nowadays seen more as negotiation of

interacting systems rather than the traditional model of a top-down process (p. 846). He presents a framework for understanding the roles of users and communities in the field public service coproduction, which reveals the emerging roles of professionals and users (pp. 848-850). The framework showcases that there already exist multiple design approaches, where the service users or communities plan and deliver the solution either partially or entirely. Due to this shift, Bovaird argues that the traditional models of service planning and management are outdated, and require revision and reconceptualization, which views service provision as a social construct for self-organising activity, to negotiate the needed service frames. When looking through this lens, there is less and less citizen participation which is organized by the city, and more emphasis on the citizen-led service development. Bovaird also suggests a new role for the professionals, which should include encouraging, supporting and coordinating the coproduction capabilities of user-communities (p. 858).

2.2.6 Hosted Citizen-Designer communities as a channel for effective utilization of the citizen design potential

One way for the public organizations to effectively utilize the co-design capacity of its citizens is to set up hosted citizen-designer communities, who work for a design purpose and are permitted to plan and create solutions. Hyysalo et al. (2019) describe the types of work required in the setting up of citizen-designer communities. Within their research they investigate the facilitation of the "Friends of the Central Library" (FCL), created for the design purposes of the Helsinki Central Library Oodi. Hosted citizen-designer communities mean groups of citizens who are gathered to participate and generate their

own designs. Looking at the work needed to set up and run these communities, the authors found that in long-term projects, "framing work" is not initially necessary, and instead the projects can start with a plurality of views, which will be settled later in the projects. However, it is important to pay attention to which participants are selected to the community, as they represent different groups and possess different abilities. This also requires the understanding on what type of "competence building work" is the project aiming for but can be balanced with "collaboration work" and "intermediate design work". Large projects include multitudes of design spaces where different concepts for e.g., spaces and services can be produced, and understanding the relevance of them becomes crucial to not limit the citizen participation in certain stage of the design. These different types of design work require different skillsets and considerations before they are executed. What is more, their potential contributions far exceed the sought project aims and principles of participation. As such, citizen-designer communities create spaces for combining citizen innovated development and public projects (p.78).

2.2.7 The complexities of planning and design in the public sector

2.2.7.1 Neighbourhood development should also be concerned with service and infrastructure networks

The interviews conducted within this thesis project reveal that in municipal organization there is also a level of planning above the planning of built environment and service experiences. This has to do with the planning of city-wide service networks and the management of the whole city's-built environment as a platform for any operations. Reflecting back to the design typology by

Hyysalo et al. (2022), the planning of these systems would require designing for strategy (6) to form joint goals for the development, and design for the development of the organization (3) to make the needed changes based on these joint goals.

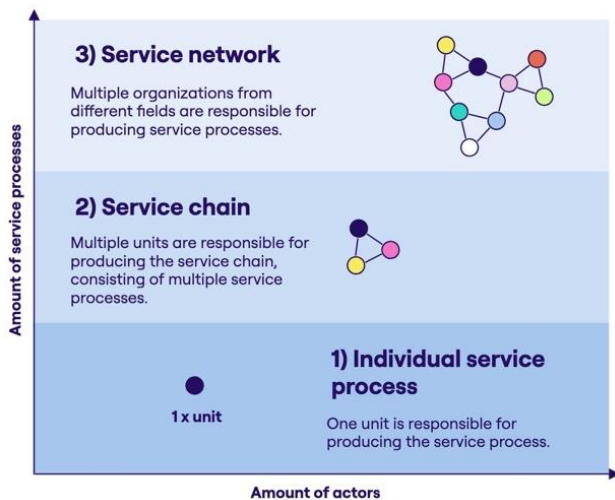


FIGURE 19: LEVELS OF PUBLIC SERVICE DEVELOPMENT, VIRTANEN ET AL., 2011, MODIFIED

The differences and connections between service network design, service chain design and individual service processes are well described in Figure 19 by Virtanen et al. (2011, p. 24) Design within the public sector organizations is still often concerned with individual service processes (level 1 in the figure) and service chains (level 2 in the figure). However, to create holistic understanding of the interconnectedness of the service chains and their producers, public sector design should recognize the service networks (level 3 in the figure), and the networks within the built environment planning, construction, and maintenance.

2.2.7.2 Institutional constraints in service network development

Service network planning and planning of city-wide infrastructure require high level of understanding about the regulations and other bounds, within which the designing needs to happen. This institutional constraint

is recognized by Lodato & DiSalvo (2018, pp. 5-6) in the context of the design of smart cities, which are inherently network-based, interconnected systems. The researchers call this constraint “the sandbox” - a strongly bounded space for development, change and experimentation. They describe that the sandbox boundaries cannot be manipulated, and while the space itself may often be open for some possibilities, the exploration of them might still be scripted.

According to the city experts interviewed for this thesis, involving users to the service network planning is not always easy, due to the regulations that allow only minimal changes. This is easiest to explain through an example: in neighbourhood development, the existence of primary education services is vital for the area, as it pulls in more residents. However, the decision regarding where education will be organized is not an easy matter, as it is dependent on the laws regarding primary education services, the allocated budget for organizing primary education, projected numbers of future young population, and the possibilities to organize adequate teaching (which is the direct result from the qualifications of available teachers, amount of teaching they will need to be provided due to union standards, and where are they willing to work). The complexity of these networks is difficult to explain for the citizen, who is merely concerned with their own experience and knows relatively little about how the city systems work. When all the needed information for service network design is put together, there are only so many options available in terms of changes, which leaves little space for design innovation.

“When we hear the residents of some school areas in terms of e.g., service network changes, the issues are always connected to the neighboring areas, and even to the whole

network. Therefore, we should listen to citizens from all areas.” - Interview (Silvennoinen, 2023)

Due to the interconnectedness of the service network, even one change in the system can affect all other chains, processes, and stakeholders within that cluster, which in turn can affect the citizens and their neighborhoods in remarkable ways. Therefore, the city needs to look at all neighborhoods at the same time, to make sure that the changes to the service network do not make it unequal to some areas. This is why any direct citizen participation in the development of service networks is relatively difficult to facilitate, and the cities usually opt for citizen consultation. Going back to the sandbox idea of (Lodato & DiSalvo, 2018), participatory design can happen in some extent within service network planning, but it needs to find attachments to outside of the sandbox bounds.

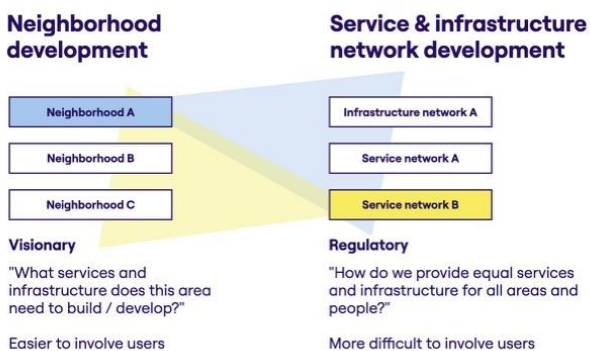


FIGURE 20: THE NEIGHBOURHOOD VS. NETWORK DILEMMA

2.2.7.3 The design of urban development is easier to separate into individual processes than the service network process

However, not all the network processes are as difficult to arrange, which is due to fewer constraints and regulations. For example, the planning and construction of new areas, while inherently interconnected to all city operations and external stakeholders, the new area process has more room for development,

as it can be focused on setting requests for the service network, while focusing on the cohesion within one neighborhood only. In a way, urban planning has more possibilities to make change and build for real innovation than the service network, which must provide mandated and equal opportunities for all (Figure 20). According to Project director Antti Niskanen, the urban planning can, and it should ask for the citizen needs and experiences directly.

"A citizen does not see what processes are needed before a parking square can be made. They understand where they get to park their car, will they have to pay for parking, or is there a free parking plot." - Interview (Niskanen, 2023)

Niskanen argues, that the citizen is not interested in the infrastructure building process but wants to know where they can park their car in the new area. The city then has the responsibility to translate these citizen needs into suggested plans, which in the case of new areas can include a multitude of different projects, e.g., a parking lot, a bridge, a park, office buildings, etc. These individual projects are separated to their own processes for development, and in the end, they come together in the form of a joint new development which requires a lot of communication to execute. Compared to service network design, it is not as easy to attend to the citizens' needs in this level, as so many of the processes are regulated by law or require changes everywhere else in the network.

2.2.7.4 Involving representative democracy in network framing brings up the difficulties with ideological mismatches

The interviewed city experts saw that representative democracy could be better involved in the framing of planning when

operations are observed at the network level. This calls for design of participatory processes to involve the representative democracy into the preparation of city-wide issues. The more in-depth participation of representative democracy can potentially bring up another constraint of the public realm, described by Lodato & DiSalvo (2018, pp. 8-9) as the ideological mismatch, where conflicting or differing values confuse action or impede the design process. Ideological mismatches might remove space from collaboration and change, making the attainment of certain political realities difficult. This can be apparent in situations where collaboration is agreed upon, but each participant has their respective view of the execution, which conflicts with the visions of others or some participants, rendering moving forward impossible. Although difficult in terms of cohesion, the expression of opinions and values is the role of representative democracy.

"The elected officials are chosen by vote and are the manifestation on how the citizens can impact issues. This brings feelings and values to the decision making, and therefore it is never based on only numbers." -Interview (Lätti-Hyvönen, 2023)

2.2.8 Understanding citizen participation as connections

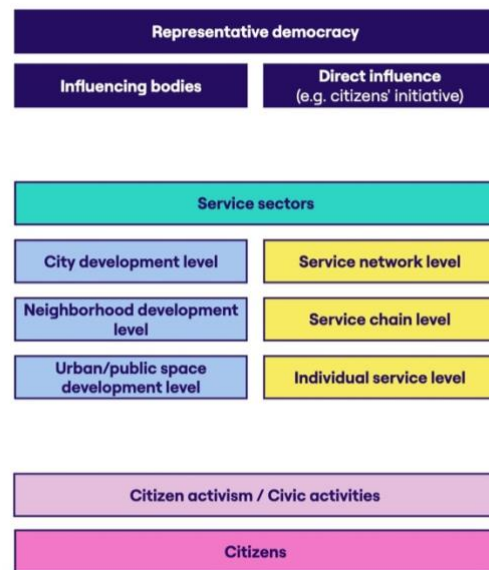


FIGURE 21: STRUCTURE OF CITIZEN PARTICIPATION

The city employees seem to be unsure how to navigate and develop participation in heavily regulated top-down processes, which need specialized knowledge and understanding for an equal and law-abiding decision to be formed. Processes like these are often related to service network planning and design, but similar issues could be found with the zoning and construction processes. It seems, that in municipal management, the structure for citizen participation could be divided into 1) **representative democracy**, 2) the participation offered by **city service sectors** in their development and 3) the independent **citizen activism** (Figure 21). If we look at the city's interconnected processes like this and aim to understand what type of participation is needed, the structure drives us to think that all city processes should enable participation in a similar manner as a top-down process (just like everything else in a bureaucratic management). But since the city is inherently interconnected to its own environment, services, and citizens, it makes sense to try and understand citizen participation through the connections that are needed to enable full

knowledge utilization from different stakeholders.

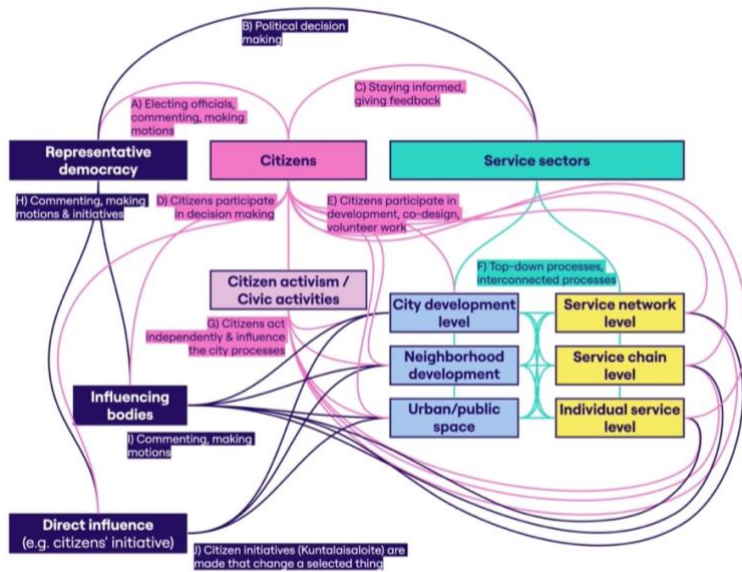


FIGURE 22: UNDERSTANDING CITIZEN PARTICIPATION THROUGH CONNECTIONS

The Figure 22 explains how the previously presented actors, decision making groups and development processes are connected. In the connection A) it is presented how citizens elect the officials, comment on their motions, and make their own motions to drive things forward. In the connection B) the traditional political decision making affecting the city service sectors is depicted. The connection C) showcases, that majority of the citizens stay informed of the city affairs in a very high level and occasionally give feedback, not necessarily knowing where to direct it. The connection D) shows that citizens participate in official decision making through official influencing bodies who in connection I) are shown to comment on city service sector affairs. The citizens are also connected to J) direct influencing methods, where citizens make their own motions, such as making citizens' initiatives. In connection E) the citizens participate in regular city development, do co-design and volunteer work. They might also comment, answer

surveys, and participate in other, traditional ways. In connection F) the city's internal, interconnected development processes are shown to require understanding from other processes so the planned developments can truly be realized. The connection G) shows how citizens act independently through activism and develop their own solutions which might challenge or influence the city processes. Lastly, in the connection H) it is shown how the influencing bodies and direct influence from the citizens are utilized in the decision-making work of elected officials. These influencing bodies are allowed to make motions and comment on things, and the direct citizen influence can result in initiatives which are taken as input to the decision making.

This network of connections explains to us that most of the time, the decision-making processes are not linear in terms of connections needed to support the project. To understand how something can or cannot be realized, communication must happen both internally across the service sectors but also in connection to the politicians, regular citizens, and citizen activists. Carefully locating the correct stakeholders and their potential roles in the process becomes the responsibility of each development project. Similarly, aiming to solve all citizen participation in the same way in all city processes will not work, but a context-based plan is required to see, what types of interactions are needed to create an understanding of the possible and preferred directions.

2.2.9 What do the city experts and politicians view as meaningful participation?

The politicians and city expert interviewed for this thesis had rather similar views across the board on what meaningful participation would look like. This is important to understand, so we can see how co-design could help attain

the described level of meaning. Here is a summary of what the city experts and politicians viewed as meaningful participation:

- The participation is meaningful to the citizen when they get to impact the things that are connected to their needs or are otherwise important to them.
- From the citizen perspective it is important to be understood and heard in a timely manner in things that are meaningful to them.
- The participation meaningfulness depends a lot on the process being clear enough, so that the citizens can trust the issues get advanced and they themselves do not have to put in too much effort. People participate differently and different means for participation are needed.
- Organizing participation must be authentic, and citizen views should be considered. Additionally, the consequences of these ideas would need to be explained to the citizens.
- Participation and local democracy should be built to the city's core operations and processes for them to be meaningful.
- Development of areas with participatory budgeting would be meaningful participation.
- From the city's perspective, people participating makes the efforts of organizing participation meaningful.

This summary reveals that the city experts and politicians think the citizens want to be heard in a timely manner in things that are important to them. The participation process and its consequences should be clear, while offering a multitude of methods to accommodate different participants. The author views this as

a call for well-planned co-design of the everyday services and infrastructure.



3 Participation and collaboration in neighbourhood development

3.1 Participatory design in architecture

3.1.1 Architecture affects social life through designed built environment, but the focus on space usage is robust

Stam et al. (2020, p. 54) describe that architecture is inherently tied to social life, as the built environment affects the ways people live their social lives. Additionally, the buildings affect how people act and what their experiences are going to be like. The researchers argue that through design of the built environment, architects influence social life.

In their research, Stam et al. (2020, p. 78) evaluated architects' approaches to design use through interviews of a design competition contestants. Their findings were that the architects' attention to the use of

spaces during their design stage was not structured, and not supported with knowledge on how their design choices might affect the users' actions.

3.1.2 Regional design in landscape architecture deals with strategic change for the areas

Kempenaar & van den Brink (2018, pp. 80-81) discuss the strategic design approach called regional design, which is utilized in landscape architecture. The researchers describe the practice to engage with strategies, social and transitional issues, and demographic changes. Regional design develops long-term perspectives and visions for areas which are under pressure. The targets of design can vary from settlements to infrastructure and all the way to nature reserves or some other uses of land.

They address that all regional design must be tailored to the geographic region and its issues, which corresponds well to strategic design thinking (p. 82). In their research, Kempenaar & van den Brink (2018, pp. 93-94) interviewed experienced landscape architects and found similarities between their principles and approaches to design with strategic designers.

3.2 Participatory design in the planning of neighbourhoods

3.2.1 An example on neighbourhood design facilitated with co-design methods

Traditionally, urban design has been seen as a top-down process, but in their study Echaniz et al. (2022, p. 2) suggest a bottom-up approach to neighbourhood design, where the stakeholders participate in the solution design and iteration, from start to finish. The authors note that the bottom-up approach is gaining popularity in urbanism projects, but that the

field is lacking research on how participatory design can be utilized in neighbourhood development. From the perspective of this thesis, this study is not a fix-all solution for neighbourhood design, but it is an interesting case example on how participatory design has been utilized in real life urban planning.

3.2.1.2 Urban design is a complex challenge with environmental, social, and economic factors all affecting the end result

Echaniz et al. (2022, p. 1) describe the complexity of designing urban neighbourhoods by addressing the need for fairness, resilience, and sustainability in terms of creating living spaces, while understanding the environmental and financial constraints. Moreover, they explain that the social, economic, and environmental factors need to be considered in a holistic manner, but it creates a difficult, multidimensional problem space for design.

3.2.1.3 Understanding the environmental causalities in neighbourhood design

Their project integrates the social and physical needs of the stakeholders to the design of households and later to the design of the whole neighbourhood. Their process begins with understanding the causal dependencies in the area, that are causing issues in respect to the housing demand. They begin with understanding the causes of growing population to the environment, which results in the rise of sea levels and flooding in the coastal areas. This affects the availability of land, and with the rapid urbanization causing deforestation, the floods and need for land is amplified. This sets the stage for their design problem; how to answer the need for housing, with the ever-decreasing landmass. (Echaniz;Celik ;& Ham , 2022, p. 6)

3.2.1.4 Understanding the social and economic needs of the residents

The project employed a co-design approach, where residents were brought in to describe their wants and needs through different design activities. The activities dove into the daily routines of the residents and explored their hopes and wishes for the housing and neighbourhood. Based on this information, ideation was conducted, and it was discussed on in a participatory session. Based on this process, an alignment of stakeholders was created, a concept was validated and iteration of the first proposal got done. It is notable that the length of this process was merely 17 weeks. (Echaniz;Celik ;& Ham , 2022, pp. 7-14)

3.2.1.5 Co-design revealed differing needs between user groups which could be considered during the design process

Within their study, the authors were able to find separated wants and needs of people from different socio-economic backgrounds, which translated into different neighbourhood designs. For example, the working-class participants preferred a "business driven" approach to the housing setting, with an easy access to the activities that produce their livelihood, seeking economic support. The upper-class participants, however, preferred "family clusters" with limited access to the community, seeking to fulfil social and emotional support. The authors note that there were also similarities between these two groups of people in terms of the design outcomes. However, they point out that in creating community accepted living spaces, the understanding of social relationships and other dependencies is a key factor to understanding, how the space should cater to those needs. (Echaniz;Celik ;& Ham , 2022, pp. 10-12)

3.3 Urban activism

3.3.1 Urban activism was born based on network cooperation, innovation development and participatory planning

Mäenpää & Faehnle (2021, pp. 222-223) describe how in the 1990s, the term urban governance described the transition to network-like cooperation, where the city started to interact with other actors. Then, in the 21st century, the field of urban planning started discussing the role of citizens in innovation development and participatory planning. The ideas for participatory planning came from user-oriented design and creative thinking. Urban activism was born based on these ideas, and its use as a resource for urban development is now challenged by cities' ability to make inclusion and innovation a political goal for urban innovation. The city of Helsinki is advanced in the conscious utilization of citizen activism, as the principle of using citizen knowledge and expertise is recorded in the administrative rules (p. 223).

3.3.1.1 Citizens have the capabilities and skills for producing alternative analysis and plans

Urban activism happens largely in social media groups, where the actors of the 4th sector carry out joint development, such as collecting and analysing socially significant data. Through such activities, the fourth sector challenges the public authority's "monopoly of information" (p. 204). With digitalization, a larger group of people can produce information about society and create alternative reports, plans and budgeting. In this new setting, the public administration must justify the use of information and making of decisions in an argumentative manner, which results in a new kind of transparency (p. 205).

3.3.1.2 The equality principle hinders the utilization of civic activism

Mäenpää & Faehnle (2021, p. 241) recognize that cities are wasting resources when they do not harness people's ideas, capacity, and know-how for the benefit of the entire community. They argue that administration sticks to the principle of equality based on democratic thinking and bureaucracy tradition, and that it is especially visible when zoning plans are treated as one citizen opinion among others. This same view can be argued to be visible in the chapter 2 of this thesis, where the limitations and possibilities for citizen participation in neighbourhood vs. service network development were discussed.

This principle of strict equality causes a problem in supporting residents' activities, i.e., it is difficult to support local innovativeness, because everyone cannot be offered the same support from the city. Instead of this approach, development proposals could also be viewed as opportunities to use citizens' resources for the benefit of the region. The goal would be to make the different resources complement each other, instead of preventing activities that are not completely equal for everyone (p. 242).

3.3.1.3 Moving towards the idea of positive discrimination

The authors suggest abandoning the strict requirement of equality and moving to the practice of positive discrimination treatment, which has been applied for a long time in the financing of schools, for example in Helsinki. This kind of civic activity could be supported with the following criteria: 1) is the activity transparent in its results, outputs and starting points? 2) is the activity open to everyone and inviting all groups of citizens to participate, 3) does the activity correct its own mistakes, 4) does the activity produce benefits together with other activities, 5) does the activity create

new ways or perspectives, 6) can the activity be scaled, 7) does the activity support the city's tasks and goals? (pp. 243-244)

3.3.2 How can urban activism work together with urban planning and co-design?

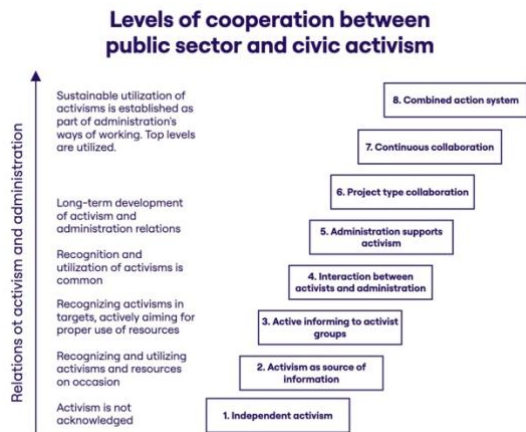


FIGURE 23: LEVELS OF COOPERATION BETWEEN PUBLIC SECTOR AND CIVIC ACTIVISM, MÄENPÄÄ & FAEHNLE, 2021, TRANSLATED

Mäenpää & Faehnle (2021, pp. 215-216) propose levels of cooperation between the public and civic activism, as shown in Figure 23. At the lowest level of cooperation (1), activism works on its own, and the administration ignores the activists. In urban planning, this can appear, for example, in the way that no provision is made for alternative plans. At the second (2) level of joint action, activism is seen as a source of information, and the resources of activism are identified and used randomly. In urban planning, this can be seen, for example, by following planning activists' social media groups. At the third (3) level of cooperation, active information is provided to the activists, which can appear in urban planning, for example, as information on the starting materials of the planning. At the fourth (4) level of cooperation, there is a dialogue between activism and the administration, which can be in the field of urban planning, for example, a discussion between planners in activists' social media

groups. At these levels (3-4), the relationship between activism and administration is shown in such a way that activism's resources are used well, and it is recognized as part of the administration's goals. At the fifth (5) level of cooperation, the administration offers its support to activism, which can appear, for example, as providing support services for activists' alternative planning. At the sixth (6) level of cooperation, a project-type cooperation between the administration and activism can begin, which in terms of urban planning can mean, for example, the joint production of planning materials. These levels (5-6) require long-term development of the relationship between activism and governance. On the seventh (7) level of cooperation, continuous cooperation is implemented, where, for example, alternative plans can be submitted to the board as materials. At the eighth level of joint activity (8), we operate in a combined operating system and implement open joint planning projects. At these levels (7-8), the use of activism is an established and developed part of the administration's activities.



4 Evaluating the Neighbourhood programme model

4.1 Method for assessment

4.1.1. A framework for assessing urban landscape co-design

Gaete Cruz et al. (2023, pp. 233-234) have created a framework for conceptualizing the complex urban design collaborative process. The reason for a new framework is that urban design by nature is transdisciplinary and it combines a multitude of problem-solving forms and levels of knowledge, as well as values and skills. The researchers justify, that prior studies have focused on co-design moments (e.g., facilitating interactions with manifold of participants), or mapping tools and methods, and focus has also been put into conceptualizing the levels of collaboration. They refer to recent studies suggesting that process-oriented conceptualizations of co-design are yet to be developed but note that some other studies have focused on understanding the matter of co-design evolving through multiple timeframes and

episodes, and that process-oriented understanding of co-design evolution over time has been developed. The researchers aim to create a new conceptualization for urban landscape co-design, considering the context of a complex, dynamic process and the diversity of actors and aims.

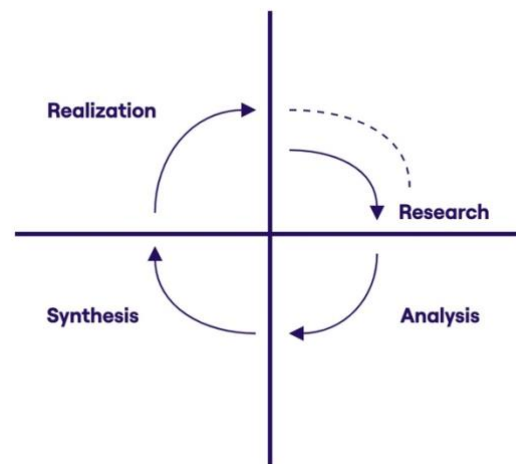


FIGURE 24: THE MICRO-LEVEL OF THE DESIGN CYCLE, JONAS, 2007, MODIFIED

4.1.1.1 Understanding co-design as a cyclical knowledge-creation process

Gaete Cruz et al. (2023, pp. 236-237) summarize how design has been defined as a trial-and-error process where knowledge of the design problem and solution is increased through a sequence of empirical cycles, Figure 24 (Jonas, 2007, p. 1374). This process has been dubbed design cycles, which involve the steps, through which the design knowledge-creation and evolution happens. These steps are incorporated into the suggested framework for evaluating co-design. The authors point out that in urban co-design the research and analysis stages of the design cycle may be as important as the solution and validation phases, as they might produce shared understanding and social learning, which in turn could contribute to context-specific designs. As we have learned from the field of landscape architecture in chapter 3.1, the urban development may include fields such as regional design, where context-

specificity is integral for the success of the design process. Therefore, this approach for evaluating urban co-design seems apt.

4.1.1.2 The framework

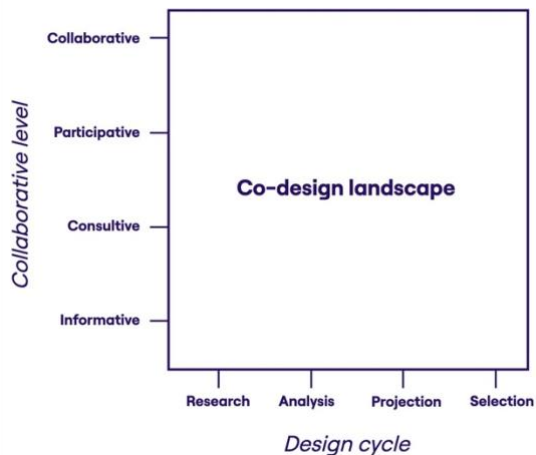


FIGURE 25: THE CO-DESIGN FRAMEWORK, GAETE CRUZ ET AL., 2023, MODIFIED

The proposed framework (Figure 25) combines a modified version of Arnstein's (1969) ladder of citizen participation to the design cycle steps (Jonas, 2007, p. 1374). The authors have sought intentional clarification for each step in both scales, throughout the design research literature.

On the collaboration scale, the model aims to focus on defining level of collaboration in co-design, while cutting out the extremes of Arnstein's model. This is to focus on genuine collaboration and seems to coincide somewhat with the IAP2 Scale for public participation (2018). However, contrary to the Scale of public participation and Arnstein's ladder, the upper scales of "citizen control" and "delegated power" (or "empower" in the case of IAP2's model) are removed as they are not seen as a form of participation or applicable to the realities of urban design (Gaete Cruz; Ersoya; Czisch; & van Bueren, 2023, pp. 235-236). The remaining collaborative levels within the model include:

- **Information:** communicating the project and its process. Information flows one way.
- **Consultation:** information is contributed in terms of advisory, but there is no shared decision making.
- **Participation:** some elements or issues of the project welcome involvement into the decision-making.
- **Collaboration:** shared decision-making is recurrent and builds partnerships for the long term.

In terms of the design cycle, four categories are utilized (p. 236):

- **Research:** relevant knowledge and values is gathered to inform the project.
- **Analysis and synthesis:** information is synthesized into project requirements of criteria.
- **Projection, ideation:** ideating the solution or its aspects, or designing the project.
- **Selection, decision-making:** decision-making and evaluation for the most convenient option. Start of a new design cycle.

4.1.1.3 How to use the framework?

In practice, the model is meant to be used for scoping out and assessing the alignment of design activities throughout the co-design process. The framework reveals, to what extent is collaboration utilized in different phases of the design cycle. The researchers utilized the framework for analysing three urban design projects in Chile, which aimed for context-specific solutions in terms of connection, social interactions, and water scarcity. Two of the projects were city-sized

parks and one was a sea-hill pedestrian pathway connecting multiple neighborhoods with informal settlements to the areas where services located. Each of these projects involve a multitude of stakeholders and design activities, all different in their approaches and execution (Gaete Cruz; Ersoya; Czisch; & van Bueren, 2023).

In utilizing this framework, the researchers mapped and categorized the design activities from these projects to understand their level of collaboration in the different steps of the design cycle. Then the design actions were categorized based on their primary aims for feasibility, legitimacy, and context suitability, which helped the researchers to recognize that the co-design existed in three different arenas (Gaete Cruz; Ersoya; Czisch; & van Bueren, 2023, pp. 245-246):

- **The strategic arena:** Aims for feasibility of the project, regarding budget, regulations, and political aims. Occurs often in consultation and participation levels.
- **The transdisciplinary arena:** Aims for context-specificity and integration, by utilizing the knowledge, values and aims to the design, while looking for integrated solutions specific to the context. Influences problem definition and solution delivery.
- **The socio-cultural arena:** Aims for legitimacy of the designs and lifts the participation and empowerment of non-conventional actors. In this arena, informing and consulting levels of collaboration were achieved during the research and analysis phases, while higher collaboration occurred in other actions.

With this, the researchers ended up with mappings where the design actions are assessed based on their level of collaboration in different design cycle steps and the levels

and process placements of strategic, transdisciplinary, and socio-cultural design arenas are visible. They note, however, that all the arenas play into each other during the co-design process and as such, they should not be separated, albeit it is beneficial to understand their levels of collaboration and positioning for evaluation purposes. The actors in the design process act as links between these arenas as they can move from one to another (Gaete Cruz; Ersoya; Czisch; & van Bueren, 2023, pp. 245-248).

Gaete Cruz et al. (2023, p. 248) summarize that the framework helps to visualize the complex urban landscape process through pointing out the positionings of design activities and arenas. They argue that co-design is not only a horizontal process, but that it exists in interacting and dynamic arenas. The researchers therefore see the co-design framework more as a landscape where co-design unfolds, and as a tool it is useful for illustrating the different purposes of co-design.

4.2. Evaluation

The aim of this thesis is to understand co-designing in the realm of neighbourhood planning, the complexity of public sector as a field for these operations, and the depth of needed citizen participation. For these ideas to come together, the Neighbourhood programme model is to be evaluated.

4.2.1 Why this framework for evaluation?

The presented Co-design framework was chosen for the evaluation of the Neighbourhood programme model because it tackles the context of public sector co-design, assesses the participation of citizens and other stakeholders, and has been created for the evaluation of urban development projects. Wider utilization of this framework would allow for comparability between projects,

methods, and approaches to understand the required multitudes of design activities contributing to the project development directions and cohesion. Additionally, the model visualizes the co-design process contributions in an understandable manner for non-designers, which in the context of the transdisciplinary neighbourhood development is inherently important. What is more, this method has been tested in the Chilean public sector context, providing further understanding into how it could help the public sector to assess its urban co-design processes. It is to be noted that the framework acts mainly as an exercise in understanding the context fit of the Neighbourhood programme, and the framework is in no shape or form the ultimate solution for evaluating all urban development co-design processes. Through the project assessment, additional reflections on the framework itself are made.

4.2.2 The project evaluation

To better understand the need and positioning of suggested design actions within the Neighbourhood programme model, the Co-design framework is used as a tool to evaluate how well the proposed co-design activities would serve the design understanding and the design process. It is to be noted that at this stage, the planned design actions in the Neighbourhood programme model do not include all the needed internal design actions (e.g., transdisciplinary planning sessions, technical meetings, etc.), which must be done and decided in the context of an actual neighbourhood design. Therefore, the model is a merely a high-level depiction on what the co-design process could include. However, although the model has yet to be tested in its full capacity, an anticipatory analysis might help us understand the benefits of suggested co-development.

First, the Neighbourhood programme design actions (which were planned at a high level of the programme plan) are listed, and their suggested level of collaboration is evaluated based on the design intent. Afterwards, the design actions are placed within their respective design arenas and their stages in the design cycle are visualized.

<i>PART 1: Analysis and selection of the areas</i>		
Action	Collaborative level (Cycle phase)	Arena
Creating the neighbourhood specific well-being data reports.	Informative (Research)	Transdisciplinary
Citizen surveys from that area	Consultive (Research)	Cultural
Gathering usage data from area services	Informative (Research)	Transdisciplinary
Gathering the status of the area infrastructure	Informative (Research)	Transdisciplinary
Understanding the connections to city strategy	Informative (Research)	Strategic
<i>PART 2: Co-designing the areas with the citizens</i>		
Forming situational awareness of the area with citizens & other stakeholders	Participative (Analysis)	Strategic
Strategic workshops	Collaborative (Analysis)	Cultural
Low threshold strategic participation	Consultive (Analysis)	Cultural
Area/service development workshops	Participative (Projection)	Cultural
Low threshold area/service development participation	Consultive (Projection)	Cultural
Participatory budgeting ideation	Participative (Projection)	Cultural

<i>PART 3: Execution and assessment of the development</i>		
Executing the needed operations for the projects (with citizens)	Collaborative (Selection)	Cultural
Impact assessment.	Consultive (Analysis)	Transdisciplinary
<i>Digital participation platform</i>		
Citizen communication	Informative (-)	General
Questionnaires	Consultive (Research)	Cultural
Participatory budgeting decisions	Participative (Selection)	Transdisciplinary
Discussions on the digital platform	Participative (Projection)	Cultural

4.2.2.1 The co-design framework of Neighbourhood programme model

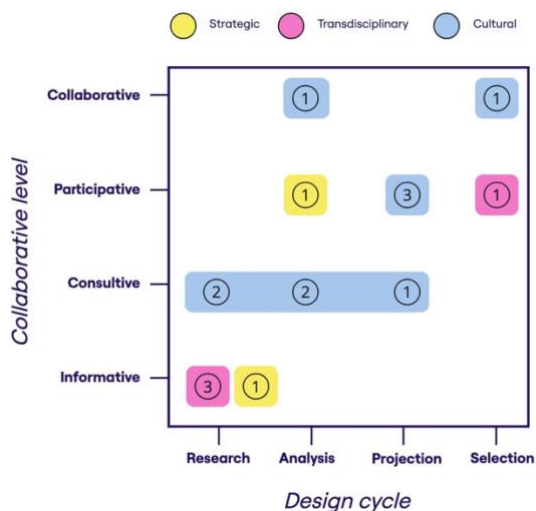


FIGURE 26: THE CO-DESIGN FRAMEWORK FOR NEIGHBOURHOOD PROGRAMME MODEL

The Neighbourhood programme’s planned design activities are mapped in this co-design landscape (Figure 26). The focus of the Neighbourhood programme model was to suggest a general plan on how citizen participation could be expanded in neighbourhood development. This plan does not include all the needed planning sessions

and interactions with citizens, city employees and other stakeholders, as it only suggests the general actions that could be taken to include the citizens more. Therefore, the amount of design actions on this mapping is lower than it would be in an actual, realized project. However, this mapping does reveal to us the nature of these planned design actions, which can be helpful when planning possible future implementations of the project.

It is also important to note that the Neighbourhood programme model did not include the design actions which might happen outside of the city organization. Naturally, these actions cannot be premeditated by the city, but acknowledging the possibility for civic activism would be beneficial for enabling and empowering such actions to benefit the public. As such, the citizen-led development was left out of the Neighbourhood programme, and therefore of this analysis, but it is recommended to recognize its potential in real life design processes.

Analysis result 1: Most citizen involvement appears in the cultural stage

All citizen involving workshops and other participation in the project planning was placed in the cultural arena. These actions do include strategic workshops, but those are meant to produce understanding on the wishes the citizens might have on the development of the area, and while the city stakeholders might be present in the situation, the real transdisciplinary negotiating is most likely to happen in separate meetings without the citizens. Additionally, the area and service development actions involving citizen participation could have also been placed under the transdisciplinary interactions but based on the short piloting done for the Neighbourhood programme model, it was

evident that they are indeed cultural in nature and will mainly focus on creating the understanding of the context. However, the transdisciplinary collaboration on those themes is still needed.

Analysis result 2: Citizen involvement in the Neighbourhood design is mainly consultive and participative

The citizen participation happens mostly in the expected levels of collaboration; informative, consultive and participative. This is in line with the findings of Gaete Cruz et al. (2023, pp. 240-243), as majority of the cultural actions analysed in their research, happened in the lower tiers of the collaborative scale. This is most likely due to the way design must operate in the regulated and complex field of public urban planning: the citizens can act mainly as advisors to their own expertise, while the city experts must utilize that knowledge to create feasible plans by collaborating in the transdisciplinary stage.

Analysis result 3: The Neighbourhood programme brings some collaboration to strategy formation and project execution

Contrary to the analyses in the research of Gaete Cruz et al. (2023), Kuopio's plan for the Neighbourhood programme model includes collaborative efforts in the cultural stage, meaning that the citizens would be included as partners in the formation of the area strategy and in the selection and execution of parts of the project. This is placed in the cultural stage, as the citizens would be involved in the collaborative realization of certain endeavours, and these projects would be somewhat separate from the city's transdisciplinary operations related to the project execution.

Analysis result 4: The Neighbourhood programme model is lacking city's internal, transdisciplinary action from the plan

In comparison to the projects analysed in the research of Gaete Cruz et al. (2023), the Neighbourhood programme of Kuopio looks to be lacking the transdisciplinary actions needed for negotiating the project plan and its execution. This is because the project has not yet been tested in full scale, and each of the needed internal design actions between city stakeholders would have to be planned based on the project. It is to be noted, however, that creating a collaborative understanding throughout the process is very much needed, as all area development is context-driven and internally the city must have a great transdisciplinary understanding on what each stakeholder is to do within the area.

Analysis result 5: Project steps after the design phase were left out of the analysis alongside "general actions"

It is important to note what happened to the steps that have been mapped to the project plan after the design phase. The execution of needed operations is placed into the selection phase of the design cycle as that can still include joint decisions and citizen collaboration. The impact assessment is placed into analysis, but the selection of a new area for the project is left out entirely. Furthermore, the actions marked "general" were left out of this mapping. This included communications about the project in the planned digital platform. However, the step of executing is left on the analysis as it involves citizen collaboration.

4.2.2.2 Discussion of the framework analysis

Overall, the analysis did not provide surprises in the light of the information we have learned about the public sector complexity and urban

planning's need for context-driven development. The Neighbourhood programme plan reveals the planned levels of citizen participation within neighbourhood development but cannot explain all the needed transdisciplinary and strategic discussions needed in the context of each neighbourhood. As such, this framework proves useful for the potential piloting of the Neighbourhood programme, as it offers a structured way for the project planners to understand the needed and interconnected design actions that ensure sufficient participation and collaboration for each group of stakeholders. However, the framework has some limitations, which will be discussed next.

4.2.3 Limitations and development of the co-design framework

After utilizing the framework for analysing the Neighbourhood programme model, some criticisms of the framework come to surface. While useful in visualizing the participatory aspects of the planning process, the framework could also be challenged for it focusing only on top-down planning processes. Even though top-down approaches are widely utilized by public organizations, in its current form this framework ignores the change which is constantly initiated and carried out by actors besides the city. Therefore, the framework does not acknowledge the potential and impact of individual, citizen-led solutions. In the case of the Neighbourhood programme model, no independent solutions were acknowledged in the plan, even though they might arise and become relevant during the development process. The frameworks we use to guide and assess our actions will limit our world view, and cutting out the world from around the public organization seems unproductive and wasteful, when the various types of citizen activism could be harnessed to create even more suitable and profound change.

Second criticism has to do with the process. This co-design framework utilizes “the design cycle” as its base for depicting the urban planning process, which showcases one linear pre-design line. It should be noted that in real life urban design and planning processes, multiple co-existing, and/or consecutive processes are needed to realize the entire project. For example, a neighbourhood requires zoning, city planning, construction planning, maintenance planning, spatial planning, service planning, and many other processes, which all are connected to the citizen needs alongside the possible and preferred means of production. This framework does not clearly depict the multitudes of interconnected design processes that are needed, and as such, the utilized depiction of the design process seems limited. Another major limitation to the selected process is that it does not include prototyping, testing or production phases of the design process, which limits it to the pre-design phase, where a plan can be created, but it is not validated or developed in the real-world setting. This model seems to suggest that there is either a lack of collaboration between planning and implementation, or the required collaboration is limited, and it does not develop the project further. This type of approach of heavily isolated pre-design should not be the aim of a collaborative design process in, when developing neighbourhoods that will need to be maintained and developed for long periods of time. Prototyping, testing, and validating the solutions is crucial, and it could also teach stakeholders the processes needed for continuous iteration. In the case of the Neighbourhood programme model, the real-life co-production of the designed solutions was suggested as a design activity. Within the analysis, these steps were placed in the selection phase of the design cycle or were left out completely.

These criticisms combined; the framework ends up missing the possibility for acknowledging independently appearing changes in the environment. Focusing only on the pre-design and citizen-led processes creates a limited view of the design, which is why the changes below in Figure 27 are suggested.

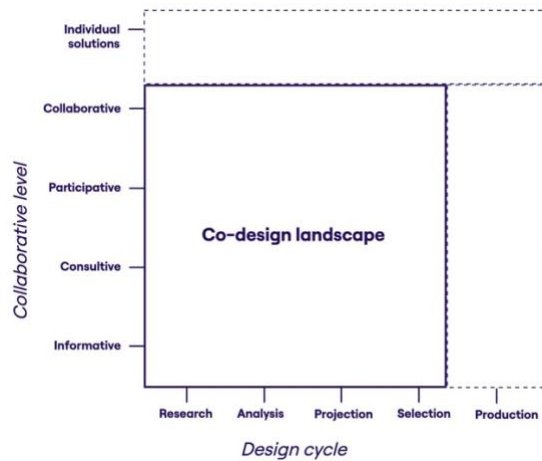


FIGURE 27: EDITED VERSION OF THE CO-DESIGN FRAMEWORK, GAETE CRUZ ET AL., 2023, MODIFIED

The framework should accommodate civic activism and citizen-led production by 1) adding individual solutions to the collaboration levels (same as with the IAP2 model) and by 2) adding production to the design cycle scale. The suggested additions are depicted in the Figure 27. These additions invite the citizen-led solutions and co-production, which can happen either outside the city organization or in collaboration with it. With further development, the design cycle could be adjusted better to fit the needs of interconnected design phases from pre-design to design, and from design to post-design.



development (and what can we learn from it)?

In this chapter the research questions are analysed according to the learnings in this thesis.

RQ1: What type of participation is needed in the domain of public neighbourhood development and design?

What is citizen participation and why is it beneficial?

To understand what type of citizen participation is needed, we first had to analyze what citizen participation means. We learned that there are different definitions to participation, namely participation in ones own life, inclusion to a community, or inclusion to joint good. Participation can also be categorized by the method of participation, meaning information based participation, participation in planning, participation in decision-making and participation through action. The participatory level can and should be evaluated to ensure the citizens are offered sufficient opportunities for making an impact.

Additionally, we learned that participation can be advanced in different ways for different stakeholders, and it can lead to a circle of good, starting from increased empathy and ending in trust and confidence in institutions. Other benefits to participation included the social sustainability, communality, and better decision-making quality, to name a few. This gave us the foundations for understanding, that fostering participation can be very important in terms of the joint good, upholding democracy, social-cohesion, well-being of individuals and the good experiences of neighborhoods and individuals. In the interviews from city experts and politicians, citizen participation was seen as inherently

5 Discussion & conclusions

5.1 Discussion

Through this thesis we have taken a dive into citizen participation, participatory and co-design, collaborative urban design, and the public sector as their field of operations. All of this has been done from the viewpoint of the city, who has the responsibility to organize their operations to serve citizens and offer a functional and inviting urban space as a platform for their own, and privately owned operations. The views of citizen activism are offered as a contrast to the city-led approaches presented in this work. The point of this thesis has been to answer the following research questions:

1. **What type of citizen participation is needed** in the domain of public neighbourhood development and design?
2. **Is the Neighbourhood programme model a viable way for cities to conduct participatory and collaborative development** in the context of neighbourhood

important thing, but there was worry about how it will be organized in an equal manner to make all citizen voices heard.

We also got to understand that the management models shape the ways in which participation is perceived in public organizations. The Finnish public sector is constantly moving towards more participatory approaches and partnerships with the citizens, but the emphasis on these collaborations can still be heavily city centric. More focus on the constantly increasing amount of citizen activism is needed to fully grasp its potential as a knowledge base, and a producer of independent solutions. Ignoring this aspect of the civic society can be immensely important for the city organizations in terms of socially, economically, and environmentally sustainable development of future solutions.

Learnings from operating in the public sector

Knowing what the public sector currently does in terms of collaborative ways of working was important for forming the understanding on what type of citizen participation would be needed in neighbourhood design. We learned that the public sector has traditionally been a client-centric field, where the processes involve citizens, clients, and users mainly in a consultive manner. The public organizations can assess their design maturity with a public sector design ladder, which for the city of Kuopio proposed that the full collaborative and participatory potential of design practices is not utilized.

We also learned that multitudes of design activities happen in public organizations (e.g., the presented case from the city of Helsinki), many of which could potentially happen as a part of a neighbourhood design process (e.g., design of built environment, design for services, etc.). The public organizations

unfortunately suffer from various constraints and challenges in terms of collaborative design efforts, including the complexity of public organizations, difficulties in management, integration, and implementation of design, partnered with challenges of design accountability and impact. All of these could negatively affect the implementation of the Neighbourhood programme model and other collaborative approaches, unless recognized and addressed.

One of the most important learnings was that neighbourhood development should be concerned with network design and the other connections that are crucial to create actually feasible solutions to different problems. The interconnected nature of the service network components makes service & infrastructure network planning a game of sudoku, where everything changes, when one number is realigned. Therefore, good communications are needed between all stakeholders to ensure all needed points of view have been considered. And on the flip side, the public field of service and infrastructure networks might be extremely bound by legislation, rendering possibilities for citizen participation difficult to arrange, as there are only limited opportunities for creating solutions which create equally attainable opportunities and experiences for all, not just equal offering.

Learnings from the field of participatory & co-design

To assess what type of participation would be needed in public neighbourhood design, an understanding of participatory design and co-design traditions was gathered. Both fields are part of the design tradition that involves users into the design process. We learned that co-design has evolved to mean the collaborative design efforts between all stakeholders, which is especially relevant in the context of

neighbourhood planning. Additionally, co-design focuses on collaborative methods, and facilitating collaborative design activities, during which the stakeholders engage in shared exploration. This helped us to understand that the collaborative nature of these design practices supports the complex field of neighbourhood design, which requires joint exploration and creation of shared knowledge base during project.

RQ2: Is the Neighbourhood programme model a viable way for cities to conduct participatory and collaborative development (and what can we learn from it)?

Learnings from the field of architecture and urban planning

To better understand the idea behind Neighbourhood programme model, a short look into the field of urban planning was conducted. From it we learned that the field of architecture is traditionally not user-driven in their design practices. However, landscape architecture has more strategic alignments, and underlines the importance of being context-driven, meaning that the space being designed does dictate in great part, what can and cannot be done.

We also learned that co-design has been applied to real-world housing and neighbourhood planning, and it has proven useful in understanding the contexts of social, economic, and environmental issues that impact the planning and the design solution. The approach is rather new, however, and utilized in global contexts that may differ from the regulatory and legislative boundaries the city of Kuopio must appreciate in Finland. Therefore, the co-design practice may not be as easily transferrable to neighbourhood

design context, but these executed projects offer an interesting precedent for potential pilots in the Finnish context.

Learnings from analysing the Neighbourhood programme model

To see whether the Neighbourhood programme model design activities made sense in terms of level of collaboration during different design cycle stages and in the three recognized design arenas, an analysis was conducted with the co-design framework as presented in the chapter 4 of this thesis.

The analysis revealed that within the model's design activities, citizen involvement is mainly consultive and participative, and happens in the cultural arena of design, where the users' needs are shared and negotiated. Beyond this, the planned co-design activities expand the citizens participation scope by suggesting that the neighbourhood development strategies and some parts of the project execution are done collaboratively.

In terms of needed development, it was detected that for piloting to occur, the Neighbourhood programme model requires further context-oriented planning for the city's internal design actions, which happen in the transdisciplinary design arena. Additionally, the citizen-led development should be accounted for in terms of empowering and enabling it during the city-led planning, but also as an initiator of it. What is more, the co-design framework used for this analysis should be developed further to include the independently created solutions, and the design steps following pre-design. In its original form, the co-design framework should be used cautiously when analysing co-design in urban planning.

Learnings from the interviews (what do we want)

To understand the type of participation the city of Kuopio would need, and whether the Neighborhood model is a viable way for conducting collaborative development, the city experts and politicians were asked about:

- where did the programme start from and what were its aims,
- what do they think as advantages and disadvantages of citizen participation,
- what was meaningful participation to them,
- could citizen participation help tackle neighborhood segregation,
- and what did they expect the Neighborhood programme model to produce.

Through these discussions, an understanding of citizen participation as an inherently positive operation was formed, that was seen to produce well-being, feelings of ownership and communality among other perks. The participants noted that citizen participation may have preventative qualities when it comes to segregation, but that additional means related e.g., to housing are required. Furthermore, the interviewees were critical of the potential power imbalances in the utilization of citizen participation, namely it potentially benefitting one group more than others, or potentially increasing polarization. This fear speaks for the city not having guidelines for organizing collaboration and citizen participation.

The expressed need for citizen participation to be integrated in all the city's core operations guides us to think that a city-wide image of the existing participation opportunities should be formed also outside of neighborhood development, and that the city might benefit

from shared principles of co-design and citizen participation. In the Figure 28, a suggested structure for understanding different collaborative planning processes is presented. It can be argued that all three of the presented approaches (citizen-centric development processes, citizen driven development processes and citizen activism) have their places in the future development of public organizations, and each of them require context-based planning when utilized in real-world projects.

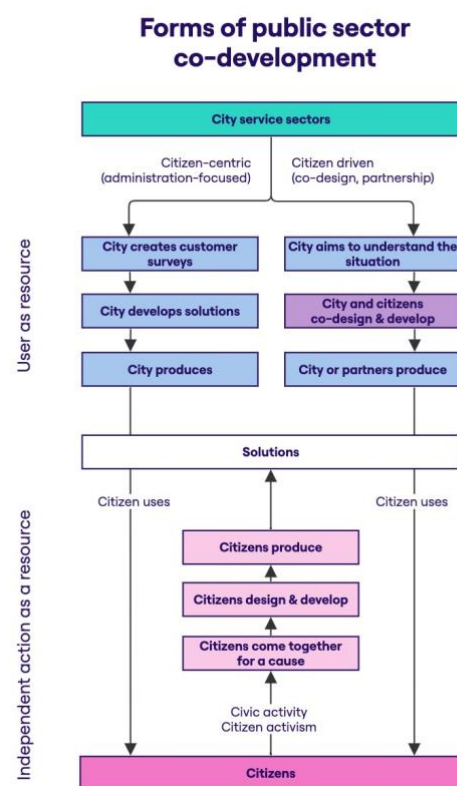


FIGURE 28: SUGGESTION FOR THE FORMS IN WHICH PARTICIPATION COULD BE ORGANIZED IN THE FUTURE

The title of this thesis asks; "citizen participation, or co-design of neighborhoods?". Based on the findings in this thesis, we need both, but the processes related to neighborhood and service development might benefit from more discussions around co-design rather than citizen participation. We could also gain much more understanding during development

processes, if we viewed participation as connections and interaction instead the traditionally utilized top-down processes, where the city asks the citizens for ideas, or validation. Additionally, the introduction of citizen activism and co-production to the city development processes would be inherently helpful in terms of sustainability, as the citizens have the potential of designing and producing solutions that best fit their specific contexts.

5.2 Conclusions

Based on these learnings, the research questions can be answered with 1) a list of characteristics for recommended citizen participation and neighbourhood co-design in Kuopio (RQ1), and 2) a list of suggestions on how to start utilizing the Neighbourhood programme model while attending to its shortcomings which were detected in the analysis (RQ2).

1) Kuopio needs citizen participation, that...

In conclusion, to do effective neighbourhood development, we need citizen participation and co-design, that:

- Is human-centred and strives for collaboration above participation, consultation and informing whenever possible, making the citizens partners in the development operations.
- Operates according to the co-design principles and includes all stakeholders into the collaborative learning and design process to create joint understanding.
- Considers the different stakeholder groups (citizens and other groups alike), to offer equally attainable opportunities for participation. No one method is attainable for everyone!
- Understands and adjusts to the qualities and constraints of public sector planning, where citizen participation & co-design is not always possible in its full extent due to regulatory requirements.
- Acts context-driven, researching and considering the area and user specific framework and phenomena.
- Evaluates and plans the level of collaboration in individual design

actions between stakeholders to ensure the best possible level of partnership, collaboration, consultation and informing. No one solution fixes all.

- Sees the interconnectedness of city service and infrastructure production and recognizes the need for transdisciplinary, strategic, and cultural arenas of design, while fostering collaboration between them. This can manifest in planned collaboration between city experts, decision-makers, and citizens.
- Understands the importance of communications as a tool to get people to participate. Aims for clearly communicated projects where the citizen has an easy time sharing their experiences.
- Empowers and encourages the citizen-led and independent development of the city and different services. The city acts as a platform which enables the civic activism and development.

2) What should the city of Kuopio do now?

The Neighbourhood programme model itself seemed to match the ideology of co-design principles and the city's wishes for evolved citizen participation in neighbourhood development. The biggest issues found with the model were that at this level of planning it is not connected to all operations needed in neighbourhood development, and that it did not consider the possible developments that could be created independently by the citizens and their communities.

As both city- and citizen-led operations are context-based, it is recommended that the planning of needed design actions happens within the projects where the Neighbourhood

programme model may be used in the future. For these possible endeavours, a list of action items is suggested for the city of Kuopio:

- Start implementing co-design to the development of neighbourhoods. The Neighbourhood programme model can be used as a template for planning the area-specific co-design projects, but it should always be planned based on the context where it is supposed to be utilized.
- Design the implementation of the Neighbourhood programme model with the city service sectors.
- Design for the citizen-led design and coproduction of services. Aim to offer services and knowledge which fully utilized the potential of civic activism.
- Help the city service sectors to build co-design and citizen participation competence, so they can understand where and why it is needed, and how they can produce projects applying co-design principles, or by encouraging the independent service production by citizens.
- Utilize a suitable framework for evaluating the operations of urban space co-design, e.g., the edited version of the co-design framework, which was used to analyse the Neighbourhood programme in chapter 4. Note, that other more suitable models might be available and should be sought for.

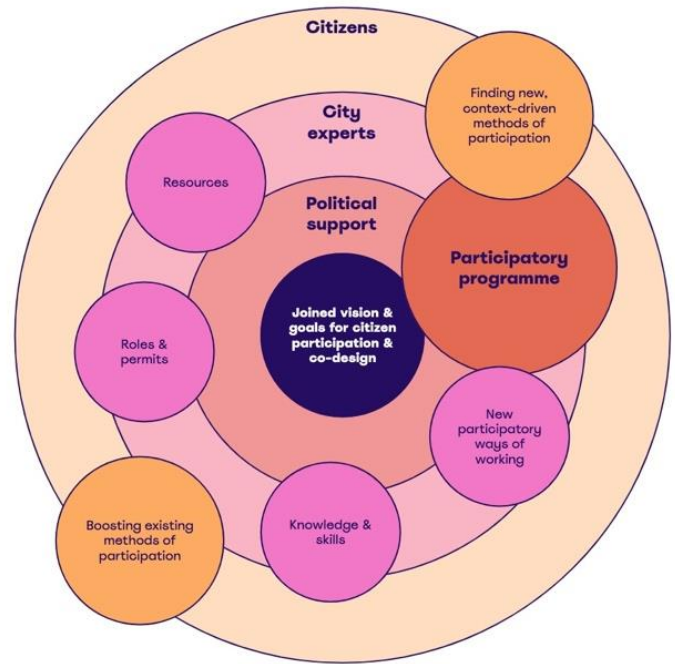


FIGURE 29: WHAT IS NEEDED FOR IMPROVING CITIZEN PARTICIPATION, COLLABORATION AND PARTNERSHIP IN KUOPIO?

Additionally, the city should plan for wider citizen participation in city development operations & make a citizen participation programme, which does not constrain the definition of co-design in service sectors but inspires multitudes of collaboration as they are seen fit within their respective contexts. To achieve any goals in regards to citizen participation and co-design development, support from political decision-making is required, as the implementation of collaborative ways of working requires changes in management and operations.

The suggested participatory programme should consider future actions for empowering collaboration, partnership and individual development through joint visions and goals for participation. These goals and visions should be developed together with the citizens, politicians, and city employees. The practicalities of the participatory programme should be supported by planning for the roles and permits to employ participation. This means that the city needs to allow enough

resources for executing participatory design actions and building of new participatory competence. With enough resources and knowledge, new collaborative ways of working can be developed. Additionally, the existing methods for participation should be boosted and new, potential participatory and collaborative methods should be considered along the way.

What did this project aim to achieve?

This thesis aimed to conduct an analysis of the Neighbourhood programme model in terms of understanding its potential for fostering co-design in the development of neighbourhoods. With the analysis, it was found that in terms of citizen participation and collaborative design to be successful in the public realm, the vast context of the city areas, services, processes, and stakeholders needs to be understood in the individual, but interconnected fields of operations that connect and impact each other. For co-design to happen in neighbourhood design, we need to understand the area contexts and groups of citizens with which the planning needs to be conducted. Additionally, we should move away from government-centric, top-down processes and allow for more citizen-led development to make our operations more sustainable.

As a result of this thesis, the Neighbourhood programme model was seen as a suitable starting point for co-design utilization in neighbourhood development, but it should be accompanied with new interconnected ways of working and the enablement of civic activism. A list of suggested actions was created to aid the potential utilization of the model. Additionally, a list of citizen participation and co-design principles for neighbourhood design was created. This is to help form a collective understanding of what

citizen participation could mean in the city of Kuopio.

What is the relevance of this project to public sector, design field, urban planning, and citizen participation?

The fields of co-design and urban development are only beginning to collaborate in the practical context of neighbourhood development. This thesis contributes further understanding to the role of citizen participation in collaborative city development, and the complexities of introducing co-design to the Finnish public sector organizations.

What are the limitations of this analysis?

This thesis focused on the evaluation of citizen participation and co-design in the process of neighbourhood development. The analysis was done in the Finnish municipal context of one city, which may render its findings obsolete outside of its context.

The conducted evaluation of the Neighbourhood programme model was based on the conceptual idea of the process and its design actions. Therefore, the evaluation is just an estimate and further evaluation should be conducted if the model is taken into use.

This thesis did not go into analysing whether this is the best way for countering neighbourhood segregation. In such operations, the Neighbourhood programme model can be utilized to assess the context of the needed development and locate where the segregation prevention should happen. Afterwards, the solutions should be developed based on the contextual understanding of the area and its stakeholders.

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Appendices

1. Who was interviewed?
2. The interview questions
3. Interview forms
4. Literature review

Appendix 1

Who was interviewed?

Date	Name	Title	What do they do & why are their opinions relevant to the study?
8.6.	Liisa Pietikäinen (Pietikäinen, 2023)	Project worker in Mieliteko Programme	Mieliteko programme piloted the Neighbourhood programme model in the Petonen neighbourhood.
15.6.	Katja Penttinen (Penttinen, 2023)	Manager of Development	Is currently developing participation opportunities for decision makers to be better involved in the decision preparing process.
19.6.	Kati Vähäsarja (Vähäsarja, 2023)	Manager of Civic activities department	Was part of the Neighbourhood programme steering group and participated in the Local democracy council meetings. Oversees the civic activities department, to which citizen participation is one of their mandatory tasks.
20.6.	Petri Kervola (Kervola, 2023)	Customer Manager	Was part of the Neighbourhood programme steering group. Participated in a Citizen participation working group within the Human Centred Digital Municipality project (Ihmiskeskeinen Digitaalinen Kunta – hanke). The initial idea of Citizen participation platform was created.
20.6.	Pekka Niiranen (Niiranen, 2023)	Member of the city board National Coalition Party = Kokoomus	Is part of the Local democracy council who directed the preparation of the Neighbourhood programme.
21.6.	Ilkka Kukkonen (Kukkonen, 2023)	Manager of IT	Was part of the Neighbourhood programme steering group and Citizen participation platform development.
21.6.	Janne Hentunen (Hentunen, 2023)	Director of Wellbeing promotion service sector	Was part of the Neighbourhood programme steering group and is the rapporteur (esittelijä) of the Local Democracy Council.

22.6.	Marika Huovinen (Huovinen, 2023)	Zoning expert	Was part of the Neighbourhood programme steering group. Participated in a Zoning process development working group within Human Centred Digital Municipality project (Ihmiskeskeinen Digitaalinen Kunta - hanke). The initial idea of a more engaging zoning development platform was created.
22.6.	Silja Silvennoinen (Silvennoinen, 2023)	Director of Education	Was part of the Neighbourhood programme steering group. Oversees and directs all education and youth services in Kuopio.
22.6.	Heidi Kotikumpu (Kotikumpu, 2023)	Community Coordinator	Gathers and coordinates civic communities into voluntary bodies that work together on developing different areas and operations.
22.6.	Sirpa Lätti-Hyvönen (Lätti-Hyvönen, 2023)	Director of Strategy	Directs the city strategy. Is also in charge of developing the way how City's Influencing bodies (Vaikuttamistoimielimet) work. The Influencing bodies are mandated by law, but Kuopio also has a few complementary bodies.
26.6.	Tanja Tilles-Tirkkonen (Tilles-Tirkkonen, 2023)	Wellbeing Coordinator	Conducts research and analyses citizen wellbeing in Kuopio. Produces city wide programmes on how to improve wellbeing. Was part of planning how Neighbourhood programme could utilize wellbeing data and how the impacts should be measured.
26.6.	Tiina Kaartinen (Kaartinen, 2023)	Member of the city board Social Democratic Party of Finland	Is part of the Local democracy council who directed the preparation of the Neighbourhood programme.
26.6.	Vesa Linnanmäki (Linnanmäki, 2023)	Member of the city board Centre Party = Keskusta	Is part of the Local democracy council who directed the preparation of the Neighbourhood programme.
28.6.	Kaisa Kantele	Member of the city board	Is part of the Local democracy council who

	(Kantele, 2023)	The Greens = Vihreät)	directed the preparation of the Neighbourhood programme.
4.7.	Antti Niskanen (Niskanen, 2023)	Director of Projects (Development of new infrastructure)	Directs the city's flagship development projects on new infrastructure. Was interviewed for the development of the Neighbourhood programme and influenced the ideas on how to manage citizen participation.
10.7.	Seija Laakso (Laakso, 2023)	Member of the Rural assembly in Maaninka. (Rural assembly = Pitäjäraati)	Was part of piloting the Neighbourhood programme during its development in Maaninka.
11.7.	Liisa Jokela (Jokela, 2023)	Area coordinator	Managed Rural assemblies, which are directed by the Local Democracy Council. Title & role changed to Participatory Coordinator after Jokela's retirement in August 2023.
12.7.	Aleksi Eskelinen (Eskelinen, 2023)	Chair of the city board Centre Party = Keskusta	Chair of the city board. Leads the political collaboration between parties and councils. Developed the original idea the Neighbourhood programme with Saara Karkulahti. The idea was then added to the budget estimate and given to the Local democracy council for further development.

Appendix 2: Reflective interviews on the Neighbourhood programme model

Who was interviewed?

Reflective interviews to nineteen (n=19) experts were conducted. Among them were city employees (n=14) and politicians (n=5). One of the city employees preferred to answer the questions from the role of a citizen, but their knowledge of city operations was applied in the answers. Full list of participants can be found in Appendix 1.

The aim of the interviews

The aim of these semi-structured interviews was to gather information on what the experts who participated in Neighbourhood programme development thought about the endeavour. This information is used in this thesis to understand the starting point of the programme development, the underlying wishes for developing citizen participation and the practical achievements and downfalls of the Neighbourhood Programme Model.

Handling the answers

To understand the core ideas emerging from these interviews, the answers were later categorized under each question, based on the themes emerging from the question specific corpus. The answers are discussed in the later part of the thesis in relation to their respective research topics and other background information.

The interview questions

The full set of questions can be found in the next section. Due to the broad and varying expertise within the interviewee body, not all interviewees answered exactly similar set of questions, but worked with a curated set of questions, adjusted to their specific

knowledge. In some cases, complimentary questions were also asked to gain further understanding into a specific topic relevant to an individual interviewee.

CITIZEN PARTICIPATION IN GENERAL

- Q: What are the advantages and disadvantages to citizen participation?
- Q: Do you think citizen participation plays a role in preventing segregation and socio-economic polarization?
- Q: What is meaningful participation in your opinion?

NEIGHBORHOOD PROGRAMME

- Q: How did the Neighbourhood programme model planning come to be?
- Q: What were the aims of the Neighbourhood programme model?
- Q: What should have been accomplished with Kuopio's local democracy project in your opinion?
- Q: What would have made the project more viable as a permanent feature of Kuopio's citizen participation?

FUTURE OF CITIZEN PARTICIPATION

- Q: How should city planning, design of services and city decision making be approached with the citizens in the future?
- Q: Are there differences between these topics?
- Q: What would be your dream citizen participation in Kuopio?

Appendix 3: Interview forms



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Haastattelututkimus Taiteen maisterin opinnäytetyöhön: ”Citizen participation vs. Co-design of cities – Learnings from the City of Kuopio”

Tiedote tutkittavalle

Tässä tutkimuksessa tutkitaan Kuopion kaupungin asukasosallisuuden ja yhteissuunnittelun tilaa sekä toivottavia tulevaisuussuuntauksia tarkastelemalla aihepiiriä kaupungille suunnitellun Lähiöohjelma -mallin kautta. Työn tarkoituksena on tuottaa lisätietoa asukasosallisuuden, aluekehittämisen ja yhteissuunnittelun toimintamallien eteenpäinviemiseksi Kuopion kaupungilla.

Tutkimuksen toteutus ja työn tarkoitus

Tutkimus jakautuu kahteen osioon.

1) Asukasosallisuuden ja yhteissuunnittelun tieteellinen perusta ja Kuopion kaupungin Lähiöohjelma -mallin kriittinen analyysi tutkittuun tietoon peilaten.

Työn tarkoitus: Tunnistaa Lähiöohjelma -mallin oleelliset vahvuudet ja heikkoudet asukasosallisuuden ja yhteissuunnittelun tieteellisen pohjan näkökulmasta.

2) Asiantuntijahaastattelut Lähiöohjelma -mallin valmisteluun osallistuneilta kaupungin työntekijöiltä sekä poliittisilta päättäjiltä.

Työn tarkoitus: Tunnistaa, millainen toiminta olisi toivottavaa ja realistista asukasosallisuuden ja yhteissuunnittelun edistämistä Kuopion kaupunkiorganisaatiossa.

Mikä Lähiöohjelma -malli?

Lähiöohjelma-mallissa esitellään uusi toimintamalli Kuopion kaupungin aluekehittämiseen ja sen sisällä toteutettavaan asukasosallisuuteen. Mallin toteuttamisen parissa on työskennellyt suunnittelija Irma Savolainen lokakuusta 2021 kesäkuuhun 2022. Mukana työssä ovat olleet kaupungin eri alojen asiantutijat sekä kaupunginhallituksen alainen Lähidemokratiajaosto.

Lähiöohjelman valmistelun raporttiin ja aineistoihin voitte tutustua verkossa:

<https://publish.kuopio.fi/kokous/2022860477-4.HTM>

Lisätietoja tutkimuksesta:

Irma Savolainen, 0442612422, irma.savolainen@aalto.fi

Aalto-yliopisto



Aalto University

Aalto-yliopisto

Haastattelututkimus Taiteen maisterin opinnäytetyöhön: ”Citizen participation vs. Co- design of cities – Learnings from the City of Kuopio” - Tietosuojailmoitus

Tässä tietosuojailmoituksessa kerrotaan, miten sinun henkilötietojasi käsitellään tutkimukseen osallistuvana henkilönä. Sinulle on lisäksi annettu ”tiedote tutkittavalle” -niminen dokumentti, jossa kerrotaan tarkemmin tutkimuksen toteuttamisesta.

1. Mitä tässä tutkimuksessa tutkitaan ja mikä on henkilötietojen käsittelyn tarkoitus

Tässä tutkimuksessa tutkitaan Kuopion kaupungin asukasosallisuuden ja yhteissuunnittelun tilaa sekä toivottavia tulevaisuussuuntauksia tarkastelemalla aihepiiriä kaupungille suunnitellun Lähiöohjelma -mallin kautta. Tutkimuksessa kerätään asiantuntijahaastatteluita Lähiöohjelma -mallin valmisteluun osallistuneilta kaupungin työntekijöiltä sekä poliittisilta päättäjiltä.

Tämän tutkimuksen rahoittaa Aalto-yliopisto.

2. Mitä henkilötietoja tutkimuksessa käsitellään

- Kaikki tutkittavaa koskevat tiedot, jotka tutkittava antaa itsestään haastattelun yhteydessä
- Ääni- ja videotallenteet, sekä mahdollinen litteroitu versio, eli ääni- tai videotallenteen puhtaaksikirjoitettu teksti
- Haastatteluvastaukset
- Tutkijan muistiinpanot haastattelusta
- Tutkimuksen suostumuslomakkeet
- Suoraan yksilöivät tunnistamistiedot kuten nimi, ammattinimike ja työnantajaorganisaation nimi

Erityiset eli arkaluonteiset henkilötiedot

Erityisiä henkilötietoryhmiin kuuluvia tietoja tai muita erityisen suojattavia tietoja **ei käsitellä** tutkimuksessa.

Henkilötietoja kerätään seuraavista lähteistä:

Tutkittavalta itseltään: haastattelut, tutkimuksen suostumuslomake, mahdollinen sähköpostikirjeenvaihto

Muut: Lähiöohjelman raportissa ja esityksessä kuvattu tieto

Tutkimuksen menetelmät on kuvattu sinulle tarkemmin ”Tiedote tutkittavalle” -dokumentissa.

3. Henkilötietojen käsittelyn tarpeellisuus ja tunnisteellisten tietojen hyödyntäminen

Tutkimuksessa käsitellään vain tutkimuksen tarkoituksen ja toteuttamisen kannalta tarpeellisia tietoja. Henkilöllisyytesi on mahdollista tunnistaa tutkimuksesta tehtävästä tieteellisestä julkaisusta tai muista julkaistavista tutkimustuloksista. Tämä aineisto voi olla esimerkiksi haastattelusta tuotettu litterointi. Tunnistaminen on välttämätöntä tutkimuksen toteutumisen kannalta, jotta asiantuntijalausuntoasi voidaan käsitellä ammatti- tai luottamusroolisi näkökulmasta analyysin yhteydessä.

Lopullinen julkaistava tutkielma tulee sisältämään nimelläsi, ammattinimikkeelläsi ja työnantajaorganisaatiosi nimellä yksilöityjä, litteroituja lainauksia haastattelustasi. Antamiasi näkemyksiä hyödynnetään myös tutkimuksen analyysivaiheessa nimeesi ja ammattinimikkeeseesi liitettynä. Tutkimuksen julkaisun yhteydessä voidaan julkaista myös litteroitu haastatteluaineisto kokonaisuudessaan, josta haastattelusi on yksilöitävissä ja tunnistettavissa nimelläsi, ammattinimikkeelläsi sekä työnantajaorganisaatiosi nimellä.

Tutkimusaineistosta poistetaan tarvittaessa seuraavat tiedot:

- Haastateltavan kuva tai videokuva.
- Mikäli tutkittava paljastaa haastattelussa arkaluonteisia tietoja, eikä tällaisten tietojen käsittely ole välttämätöntä ja ne eivät ole tutkimuksessa millään tavalla mielenkiinnon kohteena, kyseiset tiedot poistetaan litterointivaiheessa.

4. Henkilötietojen käsittelyn oikeusperuste

- Henkilötietojen käsittelyperusteena on yleisen edun mukainen tieteellinen tutkimus
- Henkilötietojen käsittelyperusteena on tutkittavan nimenomainen suostumus

5. Henkilötietojen jakaminen

Henkilötietojasi sisältävää tutkimusdataa jaetaan seuraavien tahojen kanssa:

Itsenäiset rekisterinpitäjät:

- Kuopion kaupunki

Kerättyä tutkimusdataa voidaan käyttää saman tieteenalan tieteelliseen jatkotutkimukseen tai tutkimusta tukevien muiden tieteenalojen tutkimukseen. Osana mahdollista jatkotutkimusta, tutkimusdataa voidaan luovuttaa myös muille yliopistoille tai tutkimuslaitoksille, mikäli se on tarpeellista tutkimuksen toteuttamisen kannalta.

Käsittelijät:

- Tutkimuksesta vastaava henkilö
- Kuopion kaupungin kansalaistoiminnan palvelut

- Aalto-yliopiston tietosuojaohjeistuksen mukainen litterointi- ja käännöspalvelu.

Tutkimusdata luovutetaan litterointi- ja käännöspalvelulle muodossa, jossa tutkittavan suorat tunnisteet kuten nimi ja videokuva on poistettu, eli tutkittavaa ei ole mahdollista tunnistaa datasta. Litteroitu tutkimusdata luovutetaan yhteistyökumppaneille suoria tunnisteita sisältävänä (esimerkiksi nimi, ammattinimike ja työnantajaorganisaation nimi), jolloin tutkittava on mahdollista tunnistaa datasta. Yhteistyökumppani voi käsitellä tutkimusdataa ja käyttää sitä mahdolliseen jatkotutkimukseen.

6. Kansainväliset tietojen siirrot

Tutkimushankkeen henkilötietoa sisältävää dataa ei siirretä Euroopan Unionin tai Euroopan Talousalueen ulkopuolelle tai kansainvälisille järjestöille.

7. Henkilötietojen säilytys ja suojaaminen

Manuaalisen aineiston suojaaminen: Paperisia suostumuslomakkeita säilytetään tutkimuksen toteuttajan työpisteellä lukittavassa säilytyspaikassa.

Tietojärjestelmissä käsiteltävät tiedot: Henkilötietojasi käsitellään ja säilytetään Aalto-yliopiston hyväksymissä tietoturvalisissä järjestelmissä. Käytettävät tietokoneet sekä tietojärjestelmät on suojattu käyttäjätunnuksella ja vahvalla salasanalla. Pääsy henkilötietoja sisältävään tutkimusaineistoon on teknisesti rajattu niin, että ainoastaan tutkimukseen osallistuvilla henkilöillä sekä tutkimuksen toteuttamisen kannalta välttämättömillä henkilöillä on pääsy henkilötietoihisi.

8. Henkilötietojen säilytys ja poistaminen

Poistaminen tutkimuksen aikana ja tutkimuksen jälkeen

Kerättyä tutkimusdataa voidaan käyttää saman tieteenalan jatkotutkimukseen tai tutkimusta tukevien muiden tieteenalojen tutkimukseen. Henkilötietoja sisältävä tutkimusaineisto poistetaan, kun on kulunut viisi (5) vuotta sellaisesta viimeisestä tieteellisestä julkaisusta, johon kyseistä tutkimusaineistoa on hyödynnetty ja käytetty.

9. Tutkimukseen osallistuvan oikeudet

Yleisen tietosuojasetuksen (GDPR) mukaan henkilöllä on oikeus:

- saada tietoa henkilötietojensa käsittelystä
- tarkastaa itseään koskevat tiedot
- pyytää tietojensa oikaisua
- pyytää tietojensa käsittelyn rajoittamista
- vastustaa tietojensa käsittelyä
- Oikeus tietojensa poistamiseen, jos tietosuojasetuksen 17 artiklan 1 kohdan edellytykset täyttyvät ja käsittely ei ole enää tarpeen yleisen edun mukaisia arkistointitarkoituksia taikka tieteellisiä tutkimustarkoituksia tai tilastollisia tarkoituksia

varten 89 artiklan 1 kohdan mukaisesti, jos tietojen poistaminen todennäköisesti estää kyseisen käsittelyn tai vaikeuttaa sitä suuresti.

Siinä tapauksessa, että tutkimuksen tekeminen ei edellytä tai ei enää edellytä rekisteröidyn tunnistamista, rekisterinpitäjä ei ole velvoitettu hankkimaan lisää tietoja, jotta data tai rekisteröity voitaisiin tunnistaa vain sen vuoksi, että rekisteröity voisi käyttää oikeuksiaan. Jos rekisterinpitäjä ei tunnista dataa, joka on liitettävissä tiettyyn rekisteröityyn, niin rekisteröidyllä ei ole oikeutta tietojen tarkastamiseen, tietojen korjaamiseen, tietojen käsittelyn vastustamiseen eikä tietojen poistamiseen. Jos rekisteröity kuitenkin antaa lisätietoja, joiden avulla hänet voidaan tunnistaa tutkimusdatasta, niin oikeuksia ei rajoiteta.

10. Rekisterinpitäjän yhteystiedot

Tämän tutkimuksen rekisterinpitäjä on Aalto-yliopistona toimiva Aalto-korkeakoulusäätiö sr.

Tutkimuksesta vastaava henkilö

Tutkimuksen toteuttamista koskevat kysymykset voi osoittaa tutkimuksesta vastaavalle henkilölle, joka on tässä tutkimuksessa:

Irma Savolainen, 0442612422, irma.savolainen@aalto.fi

Tietosuojavastaava

Mikäli tutkittavalla on tietosuojaan tai henkilötietojen käsittelyyn liittyviä kysymyksiä tai pyyntöjä, tutkimukseen osallistuvan tulee ottaa yhteyttä Aalto-yliopiston tietosuojavastaavaan: puh. 09 47001 (vaihe), tietosuojavastaava@aalto.fi.

Tässä tietopyyntöpalvelussa voit pyytää tietosuoja-asetuksen mukaisesti oikeuksien toteuttamista Aalto-yliopistolta rekisterinpitäjänä <https://datarequest.aalto.fi/fi-FI/>.

Jos tutkimukseen osallistuva kokee, että hänen henkilötietojensa on käsitelty tietosuojalainsäädännön vastaisesti, on osallistujalla oikeus tehdä valitus valvontaviranomaiselle, tietosuojavaltuutetulle (lue lisää: <http://www.tietosuoja.fi>).



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Haastattelututkimus Taiteen maisterin opinnäytetyöhön: ”Citizen participation vs. Co-design of cities – Learnings from the City of Kuopio”

Suostumus tutkimukseen osallistumisesta

Tutkimukseen osallistuva täyttää

Olen ymmärtänyt, että tutkimukseen osallistuminen on vapaaehtoista ja voin milloin tahansa ilmoittaa, etten enää halua osallistua tutkimukseen, mutta siihen asti kerättyjä tutkimusaineistoja voidaan hyödyntää tutkimuksessa tutkimuksen tietosuojailmoituksen mukaisesti.

Ymmärrän, että nimeni, ammattinimikkeeni ja työnantajaorganisaationi nimi voidaan julkaista julkaisujen ja tutkimusaineistojen (litteroitu haastatteluaineisto) yhteydessä.

Olen saanut riittävät tiedot tämän tutkimuksen tietosuojailmoituksesta, minulla on ollut mahdollisuus saada vastauksia kysymyksiini, olen ymmärtänyt saamani tiedot ja haluan osallistua tutkimukseen.

Tutkimukseen osallistuvan allekirjoitus ja nimenselvennys.

Yhteystiedot:

Irma Savolainen, 0442612422, irma.savolainen@aalto.fi

Aalto-yliopiston taiteiden ja suunnittelun korkeakoulu

Appendix 4: Literature review sources, criteria, and categories

Sources

To establish a state-of-the-art image of participatory design and co-design in the public sector planning and decision making, a literature review on papers published between 2018 and 2023 was conducted. For this review, the following conferences and publications were selected, and the amounts of papers are listed in each research step (Table on the right).

Search words for finding relevant papers

To effectively narrow down the scope of papers, a following thematic set of search keywords was created:

Approaches on design:

- Citizen participation
- Participatory design
- Co-design

Context:

- Public sector
- Governance
- Government
- Local government
- Decision making
- Public decision making
- Municipality
- City

To target the most relevant papers, only papers including words from both word lists were selected for further review of abstracts. This initial keyword search produced 757 papers, and the following title and abstract review left 73 papers to be reviewed further, which were narrowed down to utilize only the most relevant papers as sources.

CONFERENCES	Keyword search	Title review	Abstract review	Full text review
Participatory Design Conference (PDC) Relevant to the research due to the participatory design approach. https://dl.acm.org/conference/pdc/proceedings	81	42	16	5
Design Research Society Database (DRS) Relevant due to the high volume of research across the entire design field. Includes Nordic Design Research (NORDES) conference papers, which are relevant due to the Nordic context and DRS International Biennale Conferences, which are relevant due to their wide spectrum of design papers. https://dl.designresearchsociety.org/	417	70	24	5
JOURNALS	Keyword search	Title review	Abstract review	Full text review
International Journal of Cocreation in Design and the Arts (Codesign) Relevant to the research due to the co-design approach. https://www.tandfonline.com/journals/ncdn20	50	35	15	5
The Design Journal (DJ) One of the most prolific journals on design. https://www.tandfonline.com/loi/rfdj20	67	27	5	2
International Journal of Design (IJD) One of the most prolific journals on design. http://www.iidesign.org/index.php/IJDesign	14	6	6	2
Design Studies (DS) One of the most prolific journals studying the design process. https://www.sciencedirect.com/journal/design-studies	128	39	9	3
PAPERS IN TOTAL	Keyword search	Title review	Abstract review	Full text review
	757	219	73	22

Filtering out the irrelevant papers

Due to the high volume of papers and a broad selection of topics, a selection criterion was applied to the abstract review. The search focused on papers that discuss co-design or participatory in the public context, but some additional papers were also included for full paper review due to their importance to the topic. However, the following topics were filtered out to keep the related work focused enough:

- General theoretical frameworks or purely field specific method focused papers of participatory design, co-design, social design, strategic design, speculative design, critical design, and design research (etc.)
- Sustainability efforts and transitions governance in addition to food security
- Healthcare field (both private and public. Not part of Finnish municipalities any longer)
- Business field specific papers such as technology, IT, IoT or smart city focused papers
- Plainly value or ethic focused papers within design justice
- Public sector in the highest level of decision-making and policy formulation
- Papers describing the roles of a designer within a design case
- Community-led case descriptions
- Design cases working with individual stakeholder groups (except the ones relevant to the Neighbourhood programme).

Filling in the gaps and laying foundations for discussing participatory design and co-design

The scoping review left a few gaps into the knowledge base of this thesis, as it did not cover the historical context of participatory design and co-design research. Therefore, additional searches were conducted to cover

the topics of participatory design, co-design, user-centred design, and participation in the Finnish public sector, especially in local governance. For these purposes, both academic resources and information from the Finnish public authorities was used.

Initial categorization of the related work based on the abstract review

Fields of design

All papers were given categories based on their field of design. Majority of the papers were working with cases or theories related to participatory design or co-design, but some papers from social design, regional design and research or architecture practice were also selected due to their relevance.

Stakeholder groups

Around 12 papers with specific stakeholder groups were selected to represent the groups that were relevant in the design of Neighbourhood programme model. These groups included the children and youth, migrants, and vulnerable citizens, such as economically less privileged or ones with physical or mental limitations.

The design of public areas

Papers discussing placemaking case studies, city co-design, formulation of shared visions and methods for neighbourhood co-development were categorized under the design of public areas. In this category, a series of methods for citizen collaboration are presented. However, the papers dealing were cut in the end from the final usage.

Role of design and designers in the public sector

A selection of papers describing the role of design in the public sector was gathered. The papers discuss how design can further organisational change, help with vision-making and mediate governing power. A selection of public sector design types is also

presented, and a pair of papers describe how design can be scaled in the public context. Designers and other professionals' competences and roles are also discussed in the context of co-design and participatory design.

Design and public decision making

A short look into design in policy making is relevant in terms of explaining, how strategic city planning can be tied to wider ideas of change and policies. The papers in this section explain how the design decisions should be explained transparently and how public decision making suffers from same difficulties as policy making, discussion of values and difficulties in the problem framing.

Architecture

Architecture is closely related to public city planning, and traditionally the field has been the most eager to foster citizen participation. This segment presents findings from three papers that argue the issues with non-participatory architecture and how the participation history has developed in the last 100 years.

Limiting the results after abstract review

After the abstract review, papers related to stakeholder groups and public decision making were filtered out of the scope of this thesis. In total the forementioned 22 papers were taken into full paper review, and a narrow number of the most recent papers from the following categories were selected to serve as the background for this thesis: architecture, co-design, participatory design, role of designers in the public sector and the design of public areas. The knowledge from these papers was utilized and expanded on with further articles.

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