Decision-Makers in Design

A case study on the roles and communication between civil servants and municipal politicians in a service design project

Master’s Thesis

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Abstract

In this thesis I study the roles and communication between civil servants and municipal politicians in service design projects that are run internally in a municipality. As user participation is gaining an increasingly important role in the municipal service development, the traditional roles of civil servants and municipal politicians face pressure for change. It is important to configure the roles within the municipal organisation in order to enable the municipalities to establish service design as a way of working.

I approach the topic through two case studies conducted in the municipality of Tuusula in Finland. In the first case study I examine a service design project that has received critique from the municipal politicians. Through a round of interviews I find the underlying cause for the conflict to be a mismatch between the service design concept that focuses on user experience, and the strategic and political questions related to the project. In order to avoid similar problems in the future, a dialogue between the hands-on project work and strategic decision-making needs to be created.

In the second case study I try out a process that aims to enable better collaboration between civil servants and municipal politicians in a service design project. From the case study and literature I extract five key findings on how to support collaboration between civil servants and municipal politicians in service design projects. First, in order to manage the collaboration within the busy schedules of the civil servants and municipal politicians, it should be planned in advance who should be involved in the project and when. Second, the practical user insights and designs need to be connected with the big picture of how the insights compliment or conflict current long-term goals of the municipality, and what kind of future policies and strategies scaling up the proposed practice would require. This enables the municipal politicians to effectively use service design outcomes in their decision-making.
Third, in order to gain credibility and authority for the proposal, the decision-makers need to share the understanding of the needs it is based on. User insights need to be communicated in a way that inflicts empathy in the municipal politicians, as they are not able to gain the user understanding by participating in the project work personally. Fourth, when experiments are conducted, it is essential that they are measured and documented in a way that supports decision-making. In addition to indicating how successful the project was, measurement helps to focus on the right issues during the project work. Finally, the use of individual and group work should be considered carefully when working with municipal politicians. Group conversations tend to slip out of topic easily, while individually documented tasks produce more focused outcomes.

***Keywords***: service design, decision-making, municipality, civil servant, politician, roles, communication.
Tiivistelmä

Opinnäytetyössäni tutkin viranhaltijoiden ja luottamushenkilöiden välisiä rooleja ja kommunikaatiota kunnan itse toteuttamissa palvelumuotoiluprojekteissa. Viranhaltijoiden ja luottamushenkilöiden perinteisiä rooleja on painetta muuttaa, kun käyttäjäosallistuminen tulee yhä merkittävämmäksi osaksi kunnan palvelunkehitystä. Kuntaorganisaation sisäisten roolien määrittely on tärkeää, jotta kunnat pystyvät vakiinnuttamaan palvelumuotoilun työskentelytavakseen.


**Avainsanat**: palvelumuotoilu, päätöksenteko, kunta, viranhaltija, luottamushenkilö, roolit, kommunikaatio.
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Introduction
1.1 Context: Service design in municipalities

Municipalities in Finland are responsible for providing a range of services to their citizens. The primary task of a municipality is to maintain and improve citizens’ wellbeing and sustainable development in its area. This rather wide task includes responsibility for the environment, social development, living conditions, and enabling the operation of business and industry. (Sallinen, 2007) The public services provided within these responsibility areas include social and healthcare services, education, transportation, sports facilities, cultural-, technical-, and administrative services (Rönkkö, 2007). Municipalities are legally obliged to provide a certain level of public services, and they may decide to take on more responsibilities voluntarily (Sallinen, 2007; Rönkkö, 2007). The voluntary tasks municipalities engage in often aim to improve the appeal of the area for citizens, and to increase employment and competitiveness (Rönkkö, 2007).

Most of the public services have a long history behind them, but as the changing world brings new social and financial needs and challenges, there is a constant and perhaps even increasing need to renew the service offer and production. Changes in demographics, diversity of business and industry, and economical and technological structure of the area influence the need for public services (Sallinen, 2007). Renewals in the municipal organisation and services are often also triggered by changes in the legislation that defines the tasks for municipalities (Sallinen, 2007). Detailed regulation of the content of specific services and the way they need to be organised has been decreasing since the 1990s, giving municipalities more freedom to design their own operation (Sallinen, 2007). The increased freedom places more demand on the service development capabilities in each municipality, but also provides opportunity to organise public services in a way that best answers to the needs of the citizens.

During recent years many municipalities have discovered service design, its process and methods, and taken it to use to aid them in service development. The introduction of service design has often begun through individual projects commissioned from design agencies outside the municipal organisation. As the knowledge and skills around service design are growing within municipalities, it is no more only designers who design. Typically the service development responsibility in municipalities has been upon the civil servants and employees of the services. Service design offers these people tools and processes to do their work in a customer-centred way, answering to the increased demand and aspiration to involve citizens more in service development.
Similarly to any new working model, the adoption of service design requires some changes in the operation of the municipal organisation. Service design often aspires to bypass traditional hierarchical structures and bureaucracy, gathering different parts of the organisation to work together with each other and with the customers. This may cause distortions in the decision-making processes and roles that already exist in the organisation. Successful stakeholder relations can guarantee the commitment and support required to realise a service renewal. Equally, mistakes in this area may handicap a good-willing attempt to introduce new ideas and solutions. In this thesis I will introduce some of the problems that have surfaced in this area, and examine possible solutions. Before introducing the topic in more detail, I will clarify the meaning of service design in this context.

What is ‘service design’ in municipalities?

The concept of service design is constantly evolving, and therefore difficult to define conclusively. People, their needs, and the differing needs of groups of stakeholders are in the heart of the practice, but whether or not, when, and how they are included in collaborative design efforts varies from case to case. (Han, 2010) Deserti and Rizzo (2014, 88–89) discuss that they have observed two different branches of service design in the public sector:

In our view, experiments with the application of design in the public sector are being applied in two different but complementary directions. The first can be called “people-centered services”: it stretches from traditional user-centered design to the co-design method, relying on the intensive involvement of end users in research, prototyping, testing, and implementing the services, with the aim of improving usability, quality of interaction, and users’ experiences. The second can be called “people-led services”: it stretches from co-design to co-production and aims at developing new public–private–people partnerships to co-produce solutions with users/citizens.

In this thesis I will employ a very inclusive definition of service design, where different stakeholders may be involved in co-design activities, or be studied from a more expert perspective familiar from user-centred design. Collaborative activities can take place either during the design phase, the production of the service, or as with the case example introduced in chapter 5, within a prototyping-led collaborative design process that combines both of the approaches. What is considered service design in this thesis may not follow a specific service design process (see for example Koivisto, 2007), but does utilise other service design principles.
such as collaboration with different stakeholders, user-centricity, and learning by doing and making things tangible through prototyping (see for example Koivisto 2007; Mager 2009).

The reason for a very wide definition of service design is that the civil servants who utilise service design in municipalities have a very practical interest towards the field. They are not interested in by-the-book approaches, but rather ones that help them to do their work and produce outcomes. Therefore service design methods and process are adapted in ways that fit the existing practices in the municipal organisation. Junginger (2014) argues that designers who attempt to introduce design practices into an organisation should be more aware of the existing design legacy. After all, Junginger (2014, 164–165) explains, all organisations have design practices for conceiving products and services, planning and developing them, and realising and delivering them. The introduction of new design processes and methods is an exchange between the old and the new—the newly introduced design practices influence the way the organisation designs, but the existing design legacy also influences what kind of form the new design practices take in the organisation. This has been observed in practice in empirical studies of various organisations that design products and services (Hyysalo and Johnson, 2015).
1.2 Research topic

As discussed earlier, introducing service design into the municipal organisation requires some changes in the way the organisation operates. Quite a few researchers have studied organisational change upon adopting service design or design thinking into an organisation during the past few years (Junginger, 2006; Jäppinen, 2007; Junginger, 2009; Junginger and Sangiorgi, 2009; Sangiorgi, 2010; Bucolo, Wrigley and Matthews, 2012; Kurronen, 2013; Terrey, 2013; Deserti and Rizzo, 2014; Junginger, 2014; Rauth, Carlgren and Elmquist, 2015). The organisational change concerns many aspects of the organisation that are interconnected and influence one another. Junginger (2006) describes these aspects as the social system where people act, the physical system of resources, the structure and management within the decision-making system, and the purpose of the organisation embedded in the value system. In this thesis I will focus on the change that the adoption of service design causes in the relationship between civil servants and municipal politicians, touching especially issues related to the decision-making system and social system within the municipal organisation.

My research concerns specifically service design projects that are run internally in municipalities by the civil servants. Municipalities’ capabilities to practice service design internally is growing due to various trainings arranged for the civil servants and employees of municipal services, and as a result of hiring professional designers into public organisations. Therefore configuring the roles and relationships within the new way of working is becoming relevant in an increasing number of municipalities. Even though other stakeholders such as citizens, employees of the service, companies and the third sector are typically involved in the projects, my interests concern the relationship and interaction between the municipal politicians and the civil servants.

The need to reconfigure the roles between civil servants and municipal politicians is not unique to service design. During the past few decades citizens’ opportunities to participate have been continuously increased, while the interest towards traditional representative democracy has decreased (Pirkkala, 2006; Siitonen, 2007). At the same time the municipal organisations have been reformed in order to make them more efficient and effective (Bovaird, 2005; Anttiroiko and Haveri, 2007; Torfing and Triantafillou, 2013), increasing the decision-making power of the civil servants (Haveri and Rönkkö, 2007; Juntunen, 2010). Along with the development the decision-making structures of municipalities have remained unchanged, making them out-dated (Rynänen, 2007). The roles and relationship between
Introduction
civil servants and municipal politicians have been studied rather extensively, and the need for change has been recognised within the literature on the topic (see for example Leväsvirta, 1999; Bergström, Magnusson and Ramberg, 2008; Juntunen, 2010; Leinonen, 2012; Niiranen, Joensuu, Martikainen 2013; Stenvall, Rannisto and Sallinen, 2013).

The need to update the roles of civil servants and municipal politicians has been recognised in the field of public administration. However, in the field of design the topic has been discussed very little. Previous research related to service design and citizen-centred service development in municipalities focuses mainly on discussing the role of the citizen in municipal service development, and different methods of working together with the citizens (see for example Pikkala, 2006; Bovaird, 2007; Bäcklund, 2007; Jäppinen, 2011). Some scholars mention the roles within the municipal organisation as an important topic for further research (Bäcklund, 2007; Bovaird, 2005; Deserti and Rizzo, 2014). Bäcklund (2007) points out the importance of defining the place of citizen participation in relation to the roles in the municipal organisation, and the relationship between municipal politicians and civil servants. Bäcklund argues that the confusion about the roles of municipal politicians and civil servants in citizen participation makes it difficult to establish a place for it in the municipal service development. As long as there is no strategic steering for citizen participation, the need and place for it is defined in individual departments of the civil servant organisation. This makes it difficult for citizen-centred service development practices to establish a place in the municipalities.

As service design projects currently take place mostly between the civil servants and the citizens, defining the role of municipal politicians is important also from the point of view of democracy. According to Borg (2005, 89), to answer to the challenges of developing democracy in the future, the system of representative democracy has to be developed and renewed alongside of increasing citizens’ direct participation. Also Heinonen (1999, 273) argues that the customer centred way of working requires a new kind of democratic steering.

The need and importance to define the roles of municipal politicians and civil servants in citizen-centred service development has been discovered in previous research. However, suggestions and exploration of how it should be done is still scarce. My thesis will be one starting point into bridging this gap.
**Research questions**

I will approach the topic through two case studies. Both of them are service design projects that were run by civil servants in the municipality of Tuusula. The first case started as an initiative to design a new upper secondary school, and ended up with a concept of a new community centre called Monio that would include cultural and commercial services in the spaces of the new school. My interest towards the research topic arose when I heard that the concept had received a rather negative response from the municipal politicians. I wanted to find out how the collaboration between the civil servants and municipal politicians affected the way the concept was received. The purpose of the first case study was to understand the problem, and help focus my research on relevant issues.

As there is very little previous research on the topic, I chose to explore possible solutions to the discovered problems through a second case study. The second case is a project called Tori 2.0, which aims to increase the appeal of the Hyrylä market square in Tuusula. I had a role of a participating researcher in the project, which allowed me to try out possible solutions to the discovered problems and analyse how they worked.

The research questions for my thesis are:

1. How did the roles and communication between civil servants and municipal politicians affect the way the Monio concept was received by the municipal politicians?

2. How could similar problems be avoided in the Tori 2.0 project?

After the first case study I refined the scope of the second case study with two sub-questions:

a. How could the process and results of the service design project be communicated in order for the information to be usable in strategic decision-making?

b. How could the municipal politicians be sensibly engaged in the service design project in order to provide strategic steering?

My thesis contributes into the research in the field of service design, as well as public administration. It starts the exploration of the roles between civil servants and municipal politicians within service design projects, and suggests solutions through a concrete case
example. In order to fully understand and configure the roles between municipal politicians and civil servants, further research is required. However, my thesis is a starting point that future research can build on.
1.3 Service design and organisational change

The relevance of addressing organisational change has been recognised in the service design field (see for example Burns et al., 2006; Jäppinen, 2007; Junginger, 2009; Junginger and Sangiorgi, 2009; Sangiorgi, 2010; Kurronen, 2013; Terrey, 2013; Deserti and Rizzo, 2014; Junginger, 2014; Rauth, Carlgren and Elmquist, 2015). Design is often introduced to organisations through projects that focus on specific service encounters, where its power to influence the values and culture of the entire organisation is low. As design penetrates deeper to the organisation and begins to address issues related to vision and strategy, the focus is no longer solely on customer experience, but also on employee experience and the needs of the organisation itself. (Junginger, 2006) Junginger and Sangiorgi (2009, 4339) argue that the services that design aims to develop or improve cannot be separated from the core elements of the organisation itself: “its people with their norms, values, beliefs and behavioural patterns; its structures, which includes procedures, hierarchies and tasks; its resources and an organization's vision, which gives purpose and guidance for how resources might or might not be used”. This is why in order to succeed in service development designers need to consider organisational change as part of their work.

Service design can achieve change in an organisation on multiple levels. Patrício et al. (2011) distinguish three different levels on which the customer experience and value are created: service encounter, service system, and service concept. Service encounters are individual moments of interaction between the customer and the service provider. The service system concerns the processes and interfaces used to provide the service to the customer. The service concept looks at the value of the service in relation to other actors and services from the customer’s point of view. For example when a person wants to buy a house, the real estate company, bank, and insurance provider are part of the value-providing network, within which links and partnerships could be formed in order to increase the value provided to the customer.

The three levels introduced by Patrício et al. (2011) look at service design from the point of view of customer experience and provision of value to the customer. When the focus is shifted from the customer experience to the organisation, and specifically to the organisational change required to implement and sustain the changes that service design aims to achieve, the three levels of design can still be distinguished. Junginger and Sangiorgi (2009) divide service design projects based on their impact on the organisation into service
interaction design, service design intervention, and organisational transformation. Service interaction design concerns the design of service encounters, and does not have a significant impact on the organisation unless it is connected to the second level of design, service design intervention. This level questions the values and norms behind the service encounter, altering the service system and requiring designers to “rethink the organisational elements around the new service experience” (Junginger and Sangiorgi, 2009, 4346). The level of organisational transformation aims to reveal the fundamental assumptions of the organisation, and drives the creation of a vision of where the service should evolve, changing the service concept.

Although the focus and effect of service design projects can be analysed using these three levels, the levels are not separate from each other. A change achieved in the higher levels will affect the design of the lower levels. On the other hand, in order to design for organisational transformation, it may be necessary to start the work from the service encounter/interaction level and work your way up. Junginger and Sangiorgi (2009) give a case example of a library, where design enquiry started from the level of individual service encounters, and by involving employees in the design process slowly gained trust and acceptance within the organisation. The end result of the project questioned the assumptions based on which the service was organised, and therefore called for a transformation in the organisation. It was embraced by the staff as well as by the head of the library, due to the collaborative process that had allowed the project team to work their way deeper into the organisation.

Achieving a radical change in an organisation is a long-term process that requires resilient work and commitment. Junginger (2006) introduces the Australian Taxation Office (ATO) as an example of resilient work towards a transformation. The ATO was faced with the need to learn to design services for people, instead of for bureaucrats. With the help of outside service design experts they planned a ten-year programme to transform the organisation. The plan concerned the step-by-step development of the necessary design skills, and their distribution and integration within the organisation. Starting with the education of “key internal opinion makers”, they progressed to developing models on how design could be applied to individual taxation projects and what kind of implications it would have for the organisational structure. Through testing and iteration they systematically implemented the design capability into the organisation, forming the necessary teams to deliver the service.

As with the ATO case example, internalising service design in a municipality is a long process that consists of many steps and actions. My thesis addresses only a small part of the change that enables further integration of design in the organisation. Sangiorgi (2010,
argues that “for any transformation to be sustainable and effective in the long term, there needs to be a change of cultures and attitudes by building trust and on-going dialogues”. It seems that there has not been sufficient dialogue within the municipality of Tuusula related to the adoption of service design in the service development, which has caused conflict in the decision-making process. In order to allow a sustainable transformation into a design-driven organisation, the roles and communication related to the design process need to build trust between the different stakeholders.

It is not easy to successfully implement a radical transformation into an organisation. There can be significant resistance from the employees and the structures of the organisation itself, as well as stakeholders outside of the organisation. Too radical steps taken too fast may hinder reaching the overall goal, if it increases the resistance for change. Junginger and Sangiori (2009) introduce pilot projects as trailblazers for transformative change. They argue that pilot projects work in a similar way to prototyping in any design projects, making behaviour, values, and norms tangible, providing a ‘design thinking’ perspective to problems, materialising and sharing knowledge, and generating a vision to guide the transformation. The very strength of design is to achieve concrete outcomes that bring the organisation closer to the transformative goal a step at a time. For this reason my thesis also concentrates on practical experiments instead of devising a theoretical model, the implementation of which would be an impossible task. When change is achieved through action, it is limited to small enough steps for the organisation to handle.
1.4 Overview of the research process and thesis content

I started my research by interviewing municipal politicians and civil servants about how they perceived their roles in citizen-centred service development, and about the reasons why the Monio concept got such a negative response from the municipal politicians. After analysing the interviews I created a roles and communication plan for the Tori 2.0 project, and helped the project team to execute it. All along the process I searched for relevant literature about the topic for a literature review.

In addition to this introduction, my thesis contains two chapters that introduce the context and background of the topic in more detail. This is necessary in order to understand the previous development from which my thesis topic emerges. It is important to understand that the change of roles between civil servants and municipal politicians has not been started by service design. Instead, the need for change perceived within service design is part of a continuum of change, with a history that runs back several decades. In chapter two I give an overview of how citizen participation has increased in municipalities during the past few decades, and review the introduction of service design into municipalities in light of this development. In chapter three I introduce the development and current state of roles and communication between civil servants and municipal politicians, and discuss the changes that service design inflicts in the roles.

In the following two chapters I introduce the case studies conducted for this thesis, and discuss what was learnt from them. Chapter four covers the first case study Monio, focusing on analysing the interviews and clarifying the problem. Chapter five presents the second case study Tori 2.0. I introduce the roles and communication plan and how it was made, and describe the actions within its implementation. I then analyse how the plan worked, and what could be done differently in future projects.

In chapter 6 I put together what I learnt about the role of municipal politicians in service design projects based on the two case studies and the literature review. First I review previous research on the relationship between strategic decision-makers and service design. I then present the purpose of municipal politicians' participation in service design projects, and discuss what seems to be a suitable process and methods to involve them. Finally, in chapter 7 I present the conclusions of my research.
Citizen Participation and Service Design

In this chapter I give an overview of how citizen participation has increased in municipalities during the past few decades due to political agenda, and how the role of citizens has changed in the public administration frameworks during this time. I examine how service design aligns with this development and with the participatory principles of public administration. I then briefly introduce how the introduction of service design as a way of working in the public sector has begun, with the case example of the municipality of Tuusula.
What does 'citizen participation' in the municipal context mean?

Municipalities are essentially communities of people, and the members of the community are called citizens. Some of the citizens may have a double role as a municipal politician or civil servant, as the members of the municipal council are elected among the citizens, and often civil servants also live in the same municipality where they work. In this thesis municipal politicians, civil servants, and citizens are handled as three separate roles, where the first two are not included in the last one. Citizen therefore means a member of the municipal community who is not representing the municipal council or the civil servant organisation. This division is problematic from the point of view of those possessing a double role, and can cause confusion (more so for the municipal politicians, as noticed in some of the interviews analysed in chapter 4). In this thesis a civil servant will not be considered a citizen while at work and therefore officially representing the municipality, and a municipal politician will not be considered a citizen while working at the position of trust either on her/his specific area of responsibility or on general public interests. A civil servant can be considered a citizen on her/his free time. A municipal politician can also be considered a citizen in certain occasions, for example while using municipal services. A definite line between the roles cannot be drawn, even if in the abovementioned situations one can be considered dominant over the other.

Citizens can participate in the municipality in various ways. They can select representatives in the municipal council by voting in elections; they can participate directly in decision making via public votes or citizen committees; they can voice their opinion through various official and unofficial channels; they can provide and receive information; they can do concrete work towards a goal through volunteer activity; or they can participate in providing municipal services as a co-producer (Siitonen, 2007). Some of the participation is strictly regulated by the law (Siitonen, 2007). For example the frequency and way of carrying out municipal elections is the same in every municipality, as defined by the law. Some participation is required or recommended by the law, but the municipalities have the freedom to decide the exact format in which the requirement is fulfilled, or whether or not it is fulfilled at all in case of a recommendation (Siitonen, 2007). An example could be for example various youth-, disabled- and other committees that aim to look after the benefits of otherwise easily disregarded groups of citizens (see for example Pirkkala, 2006). Some participation is fully voluntary as in that it is not based on the law but the citizens’ own activity or the municipality’s will to engage the citizens (Siitonen, 2007). In the context of this thesis the focus is on the kinds of participation that are either loosely or not at all defined by the law.
An important distinction to make is whether the citizen participation in question is *generic participation* or *user participation*. Generic participation can concern any public issues that the participant considers important. (Siitonen 2007; Pirkkala, 2006) An example of generic participation is citizen forums where anyone can participate and where current issues ranging from education to city planning or public image of the municipality can be discussed. User participation on the other hand is focused on a specific service, and the participants are gathered amongst the users or potential users of the service (Siitonen 2007; Pirkkala, 2006). User participation occurs for example when library users are consulted on future service needs, or when families of young children are involved in the planning of a new day care centre.

Service design always focuses on user participation over generic participation (see for example Koivisto, 2007; Mager, 2009). However, in addition to using municipal services, citizens have an increasingly important role also in the production of the services through self-service, volunteer activity and partnerships (Siitonen, 2007; Bovaird, 2005; Torfing and Triantafillou, 2013). Therefore the focus of this thesis is on user participation and co-production of services. In the municipal context the users and co-producers of services are often companies and associations, in addition to individual people. The term citizen may be extended from individual people to companies and associations operating in the municipality and the key people within these organisations, regardless of whether these individuals are legally citizens of the municipality or not.

While previous research recognises the importance of defining what kind of citizen participation is in question, in the reviews of the history of citizen participation in municipal context general and user participation are not handled separately. The two have developed together and intertwined, one being emphasized over another in different contexts. To offer a comprehensive view on the recent history of citizen participation, both generic and user participation need to be included. Therefore in the first half of this chapter, *Citizens’ direct participation: an increasing trend*, the focus is equally on the two. However, the second half of this chapter, *Service design as a way to increase citizen participation*, and the following chapters of the thesis will focus on user participation.
2.1 Citizens’ direct participation: an increasing trend

The western democracy is primarily based on a representative system, where the citizens’ input towards the public affairs is delivered through voting in elections and through specialized pressure groups lobbying the interests of whom they represent. Alongside of it are elements of direct and participatory democracy, the importance of which has been constantly increasing in the public discussion—involving citizens in service development and decision making also in between elections has been a growing trend over the past few decades. (Siitonen, 2007; Torfing and Triantafillou, 2013)

The trend has been observed especially in North-Western Europe, where new forms of governing emphasizing participation and networks have emerged. However, signs of increased opportunity for collaboration and dialogue between public and private actors have been documented in almost all OECD countries. (Torfing and Triantafillou, 2013) In the Nordic countries citizen participation has traditionally had a very small role in the public system. The public organisation has been responsible for taking care of the citizens and providing necessary services, as opposed to many other countries in Europe, where citizen participation has traditionally had a stronger role. As a consequence of the society relying on its strong public sector, ‘natural’ ways to influence public agenda through participating in working for the common good have been somewhat forgotten. (Ryynänen, 2007) The need to rediscover the ‘natural’ channels for participation may explain why the trend of increasing citizen participation has been observed especially in the North-Western Europe.

In Finland the discussion around citizen participation has been active already for the past 30 years (figure 1). In the 1980s it concerned mainly city planning and citizens’ ability to influence the development of the area where they live. In the 1990s the discussion took its foundation in several legislative changes and renewals related to land use and building, and the role and responsibilities of municipalities. The EU also set several recommendations in the 1990s and early 2000s aiming to guarantee citizens’ possibilities to participate. In the 2000s the discussion has been characterised by a more general concern over the state of democracy and citizen activity. During these decades several initiatives and experiments aiming to improve the citizens’ ability to participate in public decision-making have been made. Local government has been strengthened, neighbourhood boards and forums established, and collaborative planning processes tried out. (Siitonen, 2007) As a result of the new legislation and experiments, direct participation started to increase in the late 1990s. Interestingly, the
increase in direct participation was accompanied by a decrease in the voting activity during elections. (Pirkkala, 2006)

Following the new legislation and increased recognition of the importance of citizen participation, municipalities needed to develop and establish practices to involve citizens. A study of 12 Finnish municipalities reported in 2006 (Pirkkala, 2006) that decision-makers hoped for more citizen participation in the dialogue around public decision-making. While the need for more participatory processes in public decision-making had been recognised, concrete action on increasing the possibilities for participation was still scattered. Increasing citizen participation was often present in the strategies of these municipalities, but was generally left on the level of vague expressions related to active citizens, community, and citizen-centricity. The presence of the themes in the municipalities’ strategies shows that the topic was considered important. However, the lack of concrete goals or defined measures of success hindered reaching action around these principles. Even though the law sets recommendations for citizen participation in municipalities, there is no penalty if a municipality fails to fulfil them. In the studied municipalities initiatives to increase citizen participation were often based on projects that relied on external funding, which caused a lack of consistency and trust in the development work. (Pirkkala, 2006)

Citizen participation in public administration frameworks

While the citizens’ right to participate in public decision-making has been a constant concern since 1980s, public administration practices have developed into a direction that could be considered rather opposite to the increase of democracy in municipalities (Ryynänen, 2007). The dominant framework guiding the development of public administration over the past 30 years has been New Public Management (NPM)—a framework “heavily inspired by market principles of competition, efficiency and customer satisfaction” (Torfing and Triantafillou, 2013, 10). Becoming the dominant mode of governing starting from the 1980s, it introduced into the public sector practices more familiar to the private sector, including for example privatisation, contracting out, voucher schemes, internal contracts, systematic performance measurement, benchmarking, and creating positions for public managers responsible for strategic development. (Torfing and Triantafillou, 2013) NPM considers citizens as customers and users of services, empowering them by emphasising user satisfaction and choice. However, it disregards the many other roles that a citizen might have in a municipality.
Citizens’ role in public administration frameworks and citizen participation in Finnish municipalities in the 1980s–2010s (Bovaird, 2005; Pirkkala, 2006; Ryynänen, 2007; Siitonen, 2007; Torfing and Triantafillou, 2013).

**CITIZENS’ ROLE IN PUBLIC ADMINISTRATION FRAMEWORKS**

- **NPM**
  - 1980: Experiments pave way for future renewals
  - Projects are carried out throughout the country to increase citizen participation in city planning
  - Legislative renewals to increase citizen participation in local government are suggested, but not yet realised
- Citizens considered objects of service production
- Emphasis on user satisfaction and choice
- Doesn’t support generic participation, volunteer citizen activity or service co-production
- European Union recommendations encourage strengthening citizens’ role in local decision-making

**DEVELOPMENT OF CITIZEN PARTICIPATION IN FINNISH MUNICIPALITIES**

- **NPG**
  - 1990: Participatory practices are encouraged through legislation
  - Several legislative changes emphasise citizen participation. Informing and hearing citizens is required and taken into use especially in city planning.
  - Concrete examples of supporting citizen participation are added to the municipal law, including for example citizen representatives in decision-making organs, arranging public hearings, finding out citizens’ opinions prior to decision-making, and supporting independent citizen activity
  - European Union recommendations encourage strengthening citizens’ role in local decision-making
  - The government initiates research and development programmes for increasing citizen participation
- Citizens considered customers of public service
- Emphasis on user satisfaction and choice
- Doesn’t support generic participation, volunteer citizen activity or service co-production

- **2000**
  - Citizen participation starts to show in municipalities’ visions and strategies
  - The need for increasing citizen participation is recognised by municipal decision-makers, but concrete action is still mostly limited to externally funded experiments
- Citizens considered stakeholders in a network of public, private and third sector actors
- Creating better policy through negotiation and ideation with different stakeholders
- Improving service delivery by co-producing services

- **2010**
  - Collaborative practices are taking root
  - Municipalities are building capacity and capability to work with citizens, for example through service design
  - Collaboration with citizens in public service development is becoming increasingly common

**Figure 1.** Citizens’ role in public administration frameworks and citizen participation in Finnish municipalities in the 1980s–2010s (Bovaird, 2005; Pirkkala, 2006; Ryynänen, 2007; Siitonen, 2007; Torfing and Triantafillou, 2013).
in addition to the role of a customer. The initiatives citizens might want to take to influence public decision-making in general or to participate in providing services through voluntary work, for instance, are not supported in NPM. (Torfing and Triantafillou, 2013; Ryynänen, 2007)

NPM has benefitted public administration for example through the development of better leadership, goal steering, and results. It has also brought many unfulfilled promises and unintended negative results, which caused its limitations to be recognised by the late 1990s and early 2000s. (Torfing and Triantafillou, 2013; Bovaird, 2005) Simultaneously interest started to rise towards public administration that acknowledges better different types of value (to users and wider affected groups; social, environmental, and political value), different types of processes through which policy emerges, and the multitude of different types of stakeholders and organisations building up the public, private, and third sectors, and media for instance. In the background of the arising interest was the realisation that the role of the government in driving change had been decreasing for the past couple of decades, with the civil society taking an increasingly important role. (Bovaird, 2005)

Out of these realisations was born a new mode of public administration, the New Public Governance (NPG). It emphasises the collaborative nature of public administration through democratic decision-making, citizen and stakeholder engagement, and willingness and capacity to work in a partnership. Ethical aspects are held to a high value in the collaboration through fair and honest treatment of citizens, transparency, accountability, social inclusion and equality, respect for diversity, and respect for the rights of others and for the rule of law. Central principles also include sustainability and coherence of policies, and ability to compete in a global environment. NPG seeks to improve policy formulation and public service delivery by involving relevant stakeholders in the process. Their role is not only to negotiate and share opinions, but also to participate in co-production of the services, which is why the guiding principles apply to private companies, NGOs and other stakeholders just as well as to public actors. (Bovaird, 2005; Torfing and Triantafillou, 2013) In NPG “policy-making is seen as the negotiated outcome of many interacting policy systems, participation in which is not simply the preserve of ‘policy planners’ and ‘top decision-makers’” (Bovaird, 2005, 222). Citizens are expected to participate not only as customers, but also as co-producers of the service. Alongside with providing democratic value it promotes the utilization of private resources and ideas, which makes the foundation and outcomes of the process more relevant and legitimate. (Torfing and Triantafillou, 2013)
While Bovaird (2005) and Torfing and Triantafillou (2013) discuss NPG as a new mode of public administration that will replace NPM, Anttiroiko and Haveri (2007) see them more parallel phenomena, and complimentary to each other. In whichever way the relationship of the two administrative modes will play out in the coming years, the need for increased citizen participation remains. It can mean improving user satisfaction through user engagement, as in NPM, or collaboration in a network of stakeholders in order to co-design and co-produce services, as in NPG—most likely both. As Ryynänen (2007) argues, it is essential that municipalities start to pave way for collaborating with citizens and associations in order to solve problems together. Vague expressions of citizen involvement and hopes for more collaboration without concrete goals will not be enough to answer to the needs of the changing society.
2.2 Service design as a way to increase citizen participation

Public services are facing new challenges ranging from creating environmentally sustainable economy to the ageing of the population and rising demands of service users. Service design can offer practical tools for municipalities to respond to the pressure from these challenges. It can help to develop more personalised services according to users’ needs, utilise the knowledge of frontline staff in order to create efficient and effective services, manage risks by prototyping ideas early, improve efficiency and value for money by focusing on what matters most to the users, and give more control to the users themselves. (Design Council, 2008) In addition to other benefits, service design can offer practical tools to answer to the increased need and requirements to involve citizens in municipalities.

The purpose and goals of service design align with the intended role of citizen participation in public administration. Both NPM, which has been the dominant public administration mode since 1980s, as well as the emerging NPG, have principles that service design connects very well with. NPM emphasises market principles in public service production, and strives to improve customer experience and make the processes of providing services more efficient (Torfing and Triantafillou, 2013). Service design “aims to ensure that service interfaces are useful, usable, and desirable from the client’s point of view, and effective, efficient, and distinctive from the supplier’s point of view” (Mager, 2009, 34), which answers to both of the targets of NPM. The way service design looks at services like products, connecting them to business strategies such as market positioning and portfolio management (Mager, 2009) also supports the NPM goals of improving strategic management and competitiveness of public services.

NPG, on the other hand, emphasises the importance of networks and collaboration with citizens and other stakeholders in decision-making and in providing public services (Bovaird, 2005; Torfing and Triantafillou, 2013). Also service design places a strong emphasis on looking at the relationships and interactions connected to a service system “mapping the service ecology and creating stakeholder maps are fundamental first steps in understanding the system that shall be designed” (Mager, 2009, 37). In addition to understanding the relationships between different stakeholders connected to a service, collaboration is also emphasised. Depending on the phase of the design project, service designers involve specialists with different areas of expertise both from within and outside
Citizen Participation and Service Design

the client organisation. Both employees and customers of the service are included in the co-creative process during exploration and ideation. Collaboration also extends to co-producing the service, as “design integrates customers as active parts into the service delivery process, seeing them not as passive consumers but active partners and ‘co-creators’ of value” (Mager, 2009, 38). (Mager, 2009)

Service design offers tools to tackle challenges that public services are facing, and supports both dominant and emerging goals in public administration. This is not a coincidence. In fact, the development of the service design process and methods was heavily inspired by the needs of the public sector (Cook, 2011). The service design methodology was developed especially by service design agencies such as Live|Work and IDEO, as well as researchers interested in the emerging field. Live|Work was the first design agency offering service design. (Koivisto, 2007) In the 2000s it operated in the UK, where there was a strong political agenda to promote participatory methods to address social challenges. Governmental organisations such as the Design Council, the Young Foundation and NESTA functioned as mediators between the independent design agencies and the public organisations, commissioning participatory service design projects from the design agencies for the needs of public service providers. While the development of the methods was done by the service design agencies, the demand and requirements came from the public sector. (Cook, 2011)

Even though service design as a field of study and practice emerged already in the early 1990s (Mager, 2007), the Finnish municipalities have discovered its potential only during recent years (Kurronen, 2013). Municipalities have started to utilize design for example for improving city art museum and library experiences, gathering city services into a single service centre, as well as for addressing more difficult problems such as homelessness (Toimiva kaupunki, a, b, c, d). A couple of years ago it was already common for municipalities to commission individual service design projects from design agencies, but it was still difficult to find examples of systematic use of service design (Kurronen, 2013). The situation has changed since. For example in 2014 four cities in the Helsinki metropolitan area joined forces to hire three service designers for a two-year contract under the Design Driven City scheme. The designers’ task was to discover where and how design could be utilised in the cities, for example to increase the cities’ understanding of the citizens’ needs, and to encourage the citizens to participate more in design and decision-making. (Toimiva kaupunki, 2013) In 2014 a network of “design agents” consisting of municipal employees was also established. The purpose of the network is to gather knowledge and examples of the benefits of design for municipalities, exchange experiences and learnings, and create connections between design
agencies and the municipal organisations. (Toimiva kaupunki, 2014) In the spring 2016 the city of Helsinki opened a post for a Chief Design Officer among the first in the world (Murto, 2016).

As discussed earlier, the political agenda in increasing citizen participation has been strong in Finland since the 1980s. Service design has introduced a new process and methods to collaborate with citizens. The laws and renewals established in the 1980s and 1990s concentrated on improving citizens' possibilities to participate in municipal decision making and service development on generic level (Siitonen, 2007). While generic participation gives more voice to the citizens, it is often characterised by complaining instead of taking ideas forward (as noticed in the interviews analysed in chapter 4). On the other hand, the new participation procedures established in the 1980s and 1990s failed to remove the concern over citizen's possibilities to participate (Siitonen, 2007). Siitonen (2007) criticizes that nowadays there are plenty of opportunities to participate, but the chances of influencing the end result of the matter at hand are low. Participation should be made more influential in order to make participants feel like it matters. Siitonen argues that generic participation will not be the primary mode of citizen participation due to people's busy lifestyles, ignorance, marginalisation, and numerous factors outside an individual's power to influence. Perhaps for these reasons the service design approach that emphasises user participation instead of generic participation appeals to municipalities. Service design strives to achieve concrete results while engaging users of the service and other relevant stakeholders in the process, which makes it a valuable tool for municipalities that aim to increase citizen participation and collaborative service design and production.

Service design in Tuusula

In the municipality of Tuusula increasing citizen participation emerged as a topic of discussion during the latest strategy renewal in 2013. After a year of discussing different possibilities and trying to understand what citizen participation means in a contemporary municipality, service design was chosen as the most suitable way to realise the strategy. During the spring 2014 the strategy coordinators talked with several consultancies that offered their service design experts to redesign the public services in Tuusula. However, the civil servants were reluctant to rely too much on outside consultants who do not have a profound understanding of the legal boundaries and multidisciplinary networks the public services are
Citizen Participation and Service Design

built upon. Therefore the civil servants and municipal employees themselves would need to be trained in service design to be able to utilise it in their work. (Karjalainen, 2016)

In the beginning of the year 2015 Tuusula started embedding service design into its operation. Together with an outside partner they organised a series of trainings to introduce the basics of service design, the design process, and methods to a selected group of civil servants and municipal employees. The participants were divided into teams that were tasked to carry out a service design project in their field of work. The project teams received tutoring from outside service design experts during the project. (Karjalainen, 2016)

There were altogether three service design projects carried out during the year 2015. One of them concentrated on analysing the needs of young adults who are in the process of becoming independent after living in a foster care facility. The project team created personas that describe the needs and behaviour of different customers of the service, which could be used to develop the services in the future. The second project created a blueprint to map the stakeholder relationships and actions concerning a child's placement on a local special education class at school. The third project started with the task to design a new upper secondary school together with the students and staff, and ended up with a concept for a new community centre that would combine the upper secondary school with cultural and commercial functions. The third project will be used as a case example in the pre-research for this thesis, introduced in chapter 4.

The first experiences of using service design in Tuusula were rather positive. The depth of the level of citizen participation that was achieved varied in the first projects, but all participants were eager to continue to use service design in their work in the future. The child protection services received the municipality's social and health care sector's internal award for their exemplary work in renewing their services, part of which one of the service design projects was. Encouraged by the positive first experiences, Tuusula continued a similar training and project work cycle in 2016 with a new set of trainees. (Karjalainen, 2016)

After one and a half years of training and practice, some units in the municipal organisation have gained enough experience to be able to carry out service design projects independently. However, the newly developed skills still need to be strengthened and spread further in the organisation. Steering group members in different sectors of the organisation are aware of service design, but understanding of its use in practice still needs to be strengthened. Even more work is needed on the manager level, where change agents are needed in order to
embed service design practice into the organisation. Due to budgetary planning, the service
design projects that were part of the training programme had to be decided on very early in
the previous year. In order to get rid of excess bureaucracy, the coordinator of Tuusula’s service
design training programmes hopes to be able to make service design part of the normal day-
to-day work in the organisation. However, in order to have sufficient resources within the
units, public managers need to be aware and supportive of service design. Case examples of
successful use of service design can have a tremendous impact, which is why the programme
of service design training and projects seems to continue in 2017 as well. (Karjalainen, 2016)

Conclusion

During the past few decades the role of a citizen in a municipality has changed
from an object of service production to a customer, and to an active stakeholder who should
be involved in discussing, designing and producing municipal services. There has been a
political agenda to increase citizen participation, and new laws and recommendations have
pushed municipalities to develop more participatory practices. Taking the principles into
practice has happened slowly, with few concrete goals and measures, and mostly driven by
externally funded projects.

Service design is aligned with the principles of citizen participation in public
administration, which makes it a potential way to take the principles into practice.
Municipalities have discovered this rather recently, as well as the potential of service design
in general. Only a couple of years ago it was common to carry out individual service design
projects in municipalities, but examples of systematic use of design in municipalities were still
scarce. This has started to change, with for example the city of Helsinki hiring designers and
a Chief Design Officer into its organisation, and the municipality of Tuusula educating civil
servants and municipal employees in service design.

This thesis focuses on the roles and communication between civil servants and
municipal politicians within service design projects. The change of roles and relationships
between different actors follows the development outlined in this chapter, the history of which
is much longer than that of service design. Service design is not the driving force behind the
change of roles and relationships, but rather a single approach to respond to the need for
change. There are many other reasons for using service design in municipalities than simply
increasing citizen participation. However, the new roles and relationships that follow from increased citizen participation need to be addressed in order to successfully embed service design in the municipal organisation. What kind of changes of roles and relationships using service design as a way to involve citizens in service design and development inflicts in the municipal organisation, is discussed in the next chapter.
The Change of Roles in the Municipal Organisation

In this chapter I first introduce the structure of the municipal organisation in Finland. I then present the roles and communication between municipal politicians and civil servants as it has been traditionally understood, as well as review the recent development and current state of the relationship. Finally, I discuss the effect which service design has on the roles between the municipal politicians and civil servants, when taken into use in the policy-making and implementation in municipalities.
3.1 Structure of the municipal organisation

The municipal organisations in Finland consist of the decision-making organs of municipal politicians, and a civil servant organisation. It is compulsory for a municipality to have a municipal council, an executive board, and an inspection committee, the role of which is to inspect and evaluate the operation of the municipality. The amount and roles of other decision-making organs, as well as the structure of the civil servant organisation, are up to each municipality to define. (Haveri and Rönkkö, 2007) Therefore the organisational structure of different municipalities varies.

The highest decision making power in the municipality is held by the municipal council. The members of the council are elected amongst and by the citizens in municipal elections held every 4 years. The role of the council is to make strategic decisions—to define goals and targets for the operation of the municipality. The municipal council also makes decisions regarding the budget, organisational structure, and positions and roles in the municipality. (Haveri and Rönkkö, 2007)

The municipal council appoints an executive board to handle the day-to-day decision-making, and lead the operation of the municipal organisation. The executive board is responsible for the preparation and execution of the decisions made by the municipal council, and it looks after the municipal budget. The executive board also officially represents the municipality in public contexts. (Haveri and Rönkkö, 2007) Even though the municipal council is the highest decision-making organ in the municipal organisation, in practice the members of the executive board are often the most significant decision-makers in the municipality. (Leväsvirta, 1999; Haveri and Rönkkö, 2007) One of the most influential people among the municipal politicians is the president of the executive board (Kannala, 2015). Her/his task is to facilitate the political discourse and collaboration between different parties related to issues under preparation (Kuntaliitto, 2015).

The executive board may appoint committees in different areas of operation. The task of the committees is to plan the budget and arrange the operation in their area of responsibility. The number and responsibility areas of the committees vary. (Haveri and Rönkkö, 2007) In Tuusula, for example, there are currently ten committees in addition to the compulsory inspection committee: committee of municipal development, committee of education, environmental committee of Keski-Uusimaa, committee of central elections, committee of
The civil servant organisation is separate from the political organisation. The leader of the civil servant organisation is either a general manager or a mayor appointed by the municipal council. A general manager is a civil servant who leads the civil servant organisation, whereas a mayor holds a political mandate and leads both the executive board and the civil servant organisation. The majority of Finnish municipalities have a general manager, but interest towards a mayor-led organisation has risen during recent years. (Leinonen, 2012) The municipality of Tuusula currently has a general manager, but has decided to replace him with a mayor, who will be selected amongst the members of the municipal council in 2017 (The municipality of Tuusula, 2016).

The general manager answers directly to the executive board, and has a central role in the strategic and day-to-day leadership in the municipality (Haveri and Rönkkö, 2007; Leinonen, 2012). She/he interacts with the municipal politicians, civil servants, and other stakeholders as well as the citizens, who often approach the general manager with their concerns (Kannala, 2015). The general manager prepares and presents issues for the executive board to decide on. She/he is also expected to keep the executive board updated on future issues and the big picture of the municipal development. (Kurikka and Majoinen, 2009)

The civil servant organisation in municipalities typically consists of central administration and the administration of different service sectors (Haveri and Rönkkö, 2007). The civil servant organisation of Tuusula is divided into the management of the municipal office, general management and group services, education and culture sector, social wellbeing and health sector, and municipal development and technology sector (figure 2). The municipal office, as well as the general management and group services, are lead by the general manager. Other sectors are lead by their own public managers. (The municipality of Tuusula, 2013)
Figure 2. Structure of the municipal organisation in Tuusula.
3.2 Roles and communication in municipalities

**Roles**

The roles of municipal politicians and civil servants have traditionally been seen as a dual relationship, as introduced by Max Weber in 1922 (Kannala, 2015). In the weberian model the tasks of politicians and civil servants are strictly separate. The politicians determine the general principles of operation through visions and goals. They make decisions, and the civil servants are responsible for executing those decisions. (Juntunen, 2010; Kannala, 2015) The politicians’ role is to exercise overall control through target setting (Kannala, 2015), and the civil servants are “expected to obediently comply with rules and commands…and base their work on the best available professional expertise” (Torfing and Triantafillou, 2013, 13).

The weberian model seeks a balance of power where politicians hold decision-making power, and civil servants hold executive power (Kannala, 2015). While the politicians represent the often-conflicted interests of different parties and groups of people, the civil servants are expected to work for the common good. Independency from the political organisation allows the civil servants to defend common interests against the interests of few. Separating the civil servant organisation from the political organisation also provides continuity and stability, while the political organisation is reformed every four years after the elections. (Juntunen, 2010)

The dual structure of the municipal organisation persists to this day. The division between political and administrative power is visible for example in the relationship between the executive board and the general manager, and the committees and their corresponding public managers. (Miettinen, 2001) However, over the decades the relationship between political and administrative roles has changed (Juntunen, 2010). Passing decisions down the line in a hierarchical organisation has been in many cases replaced by partnerships and networks following the principles of NPG (Anttiroiko and Haveri, 2007). While the traditional division between political and administrative roles can still be seen in the organisational structure, it no longer depicts the reality of the day-to-day operations. In practice the roles of politicians and civil servants are mixed, with civil servants taking political decisions in their preparation work, and politicians taking decisions and initiative in operative issues. (Juntunen, 2010; Leinonen, 2012)
The Change of Roles in the Municipal Organisation

The change has been at least partly induced by NPM-style reforms. While aiming to increase efficiency in the public sector, they have increased the importance of administrative work, increasing its political impact as well. (Leväsvirta, 1999; Haveri and Rönkkö, 2007; Juntunen, 2010) From the point of view of the civil servants, the mixing of roles means that they have more and more opportunities to take part in determining what should be done, rather than simply execute the decisions. While civil servants’ political power has increased, they do not bear political accountability the same way as politicians do. Civil servants may hesitate less to make difficult decisions, as the citizens will not hold them accountable for the outcomes. (Juntunen, 2010) This can be problematic from the point of view of the citizens, as the link between preparation work and political accountability is not clear to those outside of the municipal organisation (Leväsvirta, 1999; Ryynänen, 2001). Rediscovering the balance between political and administrative power to combine democracy with efficient operation and effective outcomes has become one of the key challenges of municipal leadership (Haveri and Rönkkö, 2007).

The roles of municipal politicians and civil servants are in transformation, which can easily cause confusion and conflicts. Even though the division of tasks between the two has become increasingly unclear, basic roles can still be identified and separated from each other (Juntunen, 2010; Kannala, 2015; Haveri and Rönkkö, 2007). Politicians hold the legal and democratic mandate to the highest decision-making power in municipalities (Juntunen, 2010). They are responsible for the political leadership; they make political and ideological choices that lead the way for more operative decisions. As a result of the mixing of roles, they can also take responsibilities in steering day-to-day operations. (Haveri and Rönkkö, 2007) Politicians’ role is to interact with the citizens, and represent them and their range of values, needs, priorities and perspectives (Leväsvirta, 1999; Juntunen, 2010). This means that the municipal politicians’ decisions may not always be based on researched facts, as they hold knowledge that is embedded in the social context (Leväsvirta, 1999).

Civil servants, on the other hand, work based on their expertise, and dive deeper into the issues during preparation. Their role is to gather and analyse information in order to provide different options for political decision-making, execute decisions, and follow through on the implementation. (Leväsvirta, 1999; Juntunen, 2010) There are various political choices that need to be made already during preparation, as well as during the implementation of the decisions, which gives civil servants also political power. (Leväsvirta, 1999; Haveri and Rönkkö, 2007; Juntunen, 2010) In addition to their professionalism and expertise, civil servants represent
the institutional memory of the municipal organisation, and have skills and knowledge related to the structures and processes of governing (Juntunen, 2010).

The decision-making role of the municipal politicians is mainly strategic, though with some operational aspects. However, the ability and willingness of municipal politicians to take the role of a strategic decision-maker can and has been questioned (Haveri and Rönkkö, 2007). Ruostetsaari and Holttinen (2004) have researched how different municipal politicians perceive their own role. The participating municipal politicians were asked to choose out of four alternatives the one that best describes the role of a municipal politician. The first option was a politician who primarily represents her/his party. The second option was a decision-

![Figure 3. Basic roles of municipal politicians and civil servants.](image-url)
The Change of Roles in the Municipal Organisation

maker whose common sense is more important than political skills. The third option was an apolitical negotiator between different interests, whose task is to find solutions that please everyone. The fourth option was a servant of the citizens, who brings their hopes and wishes into the decision-making. While the municipal politicians who see themselves in one of the first, more professional roles are more likely to be able to take the role of a strategic decision-maker, the study found that majority of the municipal politicians were rather unprofessional, and saw the position of trust as a free time hobby. Filling the strategic decision maker's positions with people who are not able or willing to take the role can make it difficult for municipalities to reach a functioning decision-making structure.

Communication

Communication between the municipal politicians and civil servants is multifaceted, and varies widely depending on the municipality, people, and issue in question (Kannala, 2015). There is official communication in the meetings of different decision-making organs and in the documentation related to them. This includes for example civil servants presenting results of their work and different options for decision-making to the municipal politicians, politicians discussing and giving feedback to the civil servants, and the resulting decisions. Especially executive boards often have a regular “general manager's review” in their meetings to hear about the current and forthcoming issues in the municipality (Kannala, 2015). Civil servants can also host seminars to inform either a specific decision-making organ or the whole municipal council on current topics (Kannala, 2015). Key documents in the official communication are the municipal strategy and budget (Haveri and Rönkkö, 2007). The municipal strategy lays out long term goals and targets, whereas the budget is made for one year at a time, and includes the operational and financial targets for the year (Haveri and Rönkkö, 2007). In addition to the official communication there is unofficial communication in the form of emails, phone calls, face-to-face chats and social media. Some of the communication can be indirect, for example if a civil servant gives information to a newspaper and a municipal politician reads it once it's published, or a municipal politician makes a public post in social media and a civil servant reads it there.

The communication practices between civil servants and municipal politicians are somewhat reformed after each election, when the decision-making organs are formed. The dynamics of collaboration and the decision-making culture that form between the
civil servants and the municipal politicians after elections determine each decision-making organ's ability to function. Key people for communication are the president of each decision-making organ, and the public manager responsible for the area of operation. In the case of the executive board this means the president of the executive board and the general manager, and similar relationships exist with the committees and their corresponding public managers. These key people's ability to compromise and to respect and trust each other plays a crucial role in building a successful collaboration. Probably needless to say, the personalities of the key people can affect the relationship for the better or for worse. (Kannala, 2015)

Kannala (2015) has researched the formation of the relationship between civil servants and municipal politicians. She discovered that unofficial communication has a central role in successful collaboration. If a civil servant is preparing an important decision, she/he can gauge the political atmosphere through unofficial conversations. This way the civil servant is able to adjust the preparation work based on the politicians' feedback, and the prepared decisions can go through more easily. If the relationship between the key municipal politicians and civil servants is bad, such unofficial conversations are not held. As a result, the decision-making process can be significantly slowed down.

Recent pressure for change in the relationship

The relationship between municipal politics and administration has been studied rather extensively (see for example Leväsvirta, 1999; Bergström, Magnusson and Ramberg, 2008; Juntunen, 2010; Leinonen, 2012; Niiranen, Joensuu, Martikainen 2013; Stenvall, Rannisto and Sallinen, 2013). Most of the research focuses on the dual relationship between municipal politicians and civil servants. However, with the increased importance of citizen participation, the role of citizens has become more significant. While the relationships within the dual organisation in municipalities have been discussed for decades, the discussion has only recently turned to the citizens’ relationship to the municipal council and administrative organisation. The citizens are now placed in a central role as the commissioning clients for politics, and as influencers of the community design. At the same time the authority of the municipal council to represent the citizens has been questioned. The range of professions and social groups in the council do not represent the reality of the community, and the council's political mandate is questionable due to low participation rates in elections. (Ryynänen, 2007)
In order to increase citizens’ role in the municipal service development and decision-making, it is essential to find and establish the places of citizen participation in the municipal organisation and practices. Understanding and redefining the roles and relationship between civil servants and municipal politicians is a central part of this task. (Bäcklund, 2007) With the strengthening role of citizens and the new ways of working introduced by NPM and NPG, the decision-making structures in municipalities have become outdated. The development does not suit the traditional roles of municipal politicians and civil servants (Bergström, Magnusson and Ramberg, 2008), which can already be seen as the mixing of roles and tasks. While the ways of working have changed and developed, decision-making still follows the traditional hierarchical structure. The relationship of municipal politicians to not only civil servants, but also to citizens and other stakeholders, needs to be reconfigured. (Ryynänen, 2001; 2007)
3.3 How service design influences the change of roles

In the past in the public sector design has typically been viewed only relevant to policy-implementation (Junginger, 2013). If service design is used only for implementing the decisions municipal politicians have made, it falls into the traditional responsibility area of civil servants and is therefore relatively easy for them to take into use. In this position service design requires civil servants to change the way they do their work, but it doesn't affect the relationships between the political and administrative sides of the municipal organisation. Service design becomes more disruptive from the point of view of the roles and communication between municipal politicians and civil servants if it is used to support the policy-making process. When design is used for informing and envisioning future decisions, the policy-making and policy-implementation processes are considered connected problems (Junginger, 2013). Collaborative design methods are used from the early stages of identifying a policy problem through the decision-making process to creating the services required for implementation (Junginger, 2013). When practiced like this, service design touches both civil servants’ and municipal politicians’ responsibility areas.

It is highly useful for municipalities to practice service design also on the policymaking level. The creative process results in more future-oriented and sustainable policies, and the inherent customer-centeredness helps to humanise the municipal operations (Junginger, 2013). Many of the problems public organisations are trying to solve can be considered ‘wicked’ due to their complex and interconnected nature (Rittel and Webber, 1973). Design process and methods have developed especially to solve wicked problems, as design problems most typically are wicked in nature (Buchanan, 1992). With the adoption of NPM-style management, municipalities have increased their capabilities in strategic planning, which may also make them prone to similar problems as the private company realm from where the strategy practices have been adopted. According to Liedtka (2010, 9) “business strategy desperately needs design…because design is all about action and business strategy too often turns out to be only about talk…fewer than 10 per cent of new strategies are ever fully executed”. When design strives to a higher level in the organisation, the acceptance and embrace by municipal politicians is crucial. If design is perceived only as a tool for civil servants, it gets trapped to the policy-implementation level. However, the inclusion of both municipal politicians and civil servants in the service design process requires some changes in the traditional way of collaboration between the two.
Municipal politicians’ role has traditionally been to represent the citizens. When direct citizen participation is given a central role in the service design process, the politicians’ role changes. Service users that are involved in co-design are considered experts of their own experience (Greenbaum and Kyng, 1991). Municipal politicians, on the other hand, are in many cases not users of the service themselves. Because service design values user participation over generic participation, municipal politicians no longer represent the highest understanding of the citizens’ hopes and needs. Rather, they become representatives of the realities of the municipal organisation; their role is to be the judge between conflicting interests, and decide the best way to use the available resources in light of the demand from the citizens.

Service design changes the role of civil servants as well. If civil servants facilitate the service design process, they move away from their traditional expert role. With the emergence of participatory practices in design, a designer’s role has shifted from an expert who receives information of the customers’ needs, and finds solutions based on her/his professional expertise, to a facilitator, who supports the collaboration and creativity of others through the design process and tools (see for example Greenbaum and Kyng, 1991; Holmlid, 2009). Even though civil servants are not necessarily designers, similar change of roles happens when they move from being an expert of their field to the role of a facilitator. Traditionally municipal politicians have been the spokespeople of the citizens, voicing citizens’ demands to the civil servants (Leväsvirta, 1999; Juntunen, 2010). In the role of a facilitator it is no longer the civil servant’s task to come up with solutions—the solutions are created together among the participants of the service design process. As much as it becomes inappropriate for citizens to pose one-sided demands to the municipal politicians (Ryynänen, 2007), so does municipal politicians forwarding those demands to the civil servants. If the civil servants gather the user insights and present them as part of their preparation work, their role in relation to the municipal politicians can even seem to be inverted. The civil servants become the advocates of the citizens, while municipal politicians face the demand to make decisions that answer to the needs.

Service design may also compromise the municipal politicians’ traditional role as strategic decision-makers. The service design process emphasises gathering understanding of the context, the service users and their needs, which is then used to define the problem the designers aim to solve (Koivisto, 2007). Due to the iterative nature of the process, directions can be changed based on insights that emerge during the process (Koivisto, 2007). Therefore service design doesn’t necessarily implement existing strategy—it can bring new insights that call for a change of strategy altogether. Service design supports the emergent view of strategy,
as introduced by Mintzberg and Waters (Seidel, 2000). The emergent strategy recognises that there is often a gap between what leaders plan and what is actually put into action. Some planned strategies are never implemented, whereas new strategies emerge through the work process as new information or resources become available. The final implemented outcome is a combination of parts of the originally planned strategy, and emergent strategy. (Mintzberg and Waters, 1989, in Seidel, 2000) According to Bovaird (2005) it has been realised that the emergent strategy view fits the typical public sector context much better than traditional strategic planning. It emphasises continuous feedback and interaction within and outside of the municipal organisation (Tackx and Verdin, 2014), which is also consistent with the service design process.

A participatory design process increases the already-existing political elements within the preparation of decisions. Participation is always political in the sense that the participants aim to change the end result to be more favourable towards their own needs and aspirations. The facilitators of the process can significantly influence the outcome by determining who will be involved and which perspectives are emphasised in the process. The service design process typically starts with an open-ended exploration of the context and user needs in order to find the right problem to solve, then progresses to creating and prototyping multiple ideas, before creating and implementing the service concept (Koivisto, 2007). As the focus and end result of the design are clarified gradually, there are many decisions that need to be made during the process. Changing some of the decisions afterwards would send the whole process back again. If service design is solely in civil servants’ domain, the municipal politicians’ role is easily diminished to that of a rubber stamp, if they choose to accept the outcomes of the design process. If they don’t, the design process and participatory efforts have been a waste of time, as the results will not be implemented. For this the municipal politicians need to have a role in the design process. In order for the results of service design to have political authority, the politicians need to be involved during the design process, not only presented the end result. This can be enabled by an iterative design process where participation and co-design spread over a longer time span. In such a process decision-makers have more chances to redirect the project along the way compared to a one-time project with a fixed schedule and outcomes. This kind of iterative process has indeed been emerging in design for communities and public sector workplaces (Hartswood et al., 2002; Botero and Hyysalo, 2013).
Conclusion

The municipal organisation has traditionally been described as a dual relationship, where political power is held by the municipal politicians, and administrative power by the civil servants. The development of public administration practices has caused the traditional role of municipal politicians and the hierarchical decision-making structure in municipalities to become outdated. In reality civil servants make decisions already while preparing the options for decision-making for municipal politicians. Similarly, municipal politicians do not confine themselves to the role of a strategic decision-maker, but take initiative on operative issues as well.

The need to update the roles of municipal politicians and civil servants is also visible in the service design context. Service design brings in the users of the service as experts of their own experience, and as the different values and needs are already weighed during the design process, municipal politicians are left with the task to prioritise the use of resources based on the knowledge generated through the process. Civil servants move from the role of an expert to that of a facilitator. The open-ended exploration and iteration typical to service design process make it difficult to plan strategies ahead, as new insights that emerge during the process can inflict a change of strategy. The emphasis on emergent strategy raises the importance of decisions made during the design process, potentially diminishing the role of municipal politicians if they are unable to participate in the decision-making. In order to gain political authority to the outcomes of service design, municipal politicians need to participate in the design process. This requires an iterative process that allows the direction of the project to be influenced by different stakeholders along the way.
In order to understand the problems related to the roles and communication between municipal politicians and civil servants within service design projects, I conducted a small case study in Tuusula. In this chapter I introduce the findings of the case study, and discuss how similar problems could be avoided in the future.
Research methods

In the municipality of Tuusula, three internally run service design projects were kicked off in the beginning of 2015. By the summer one of them had produced a concept of a community centre that would combine the upper secondary school and various cultural services under one roof. The concept, named Monio, was presented to the municipal politicians in the executive board, and received a rather negative initial response.

I chose Monio as a case study to research how the roles and communication between the municipal politicians and civil servants during the project affected the way the outcome was received. My hypothesis was that the way municipal politicians were involved in the service design project and how the civil servants communicated about the project, contributed to the negative response the outcome received. The purpose of the research was to learn whether or not the hypothesis was true, and if yes, what aspects in the roles and communication during the Monio project lead to the negative response. Through this case study I wanted to understand what the problem was, after which I could proceed to searching possible solutions.

The research was conducted via semi-structured interviews in November 2015. In addition to the interview questions (attachments 1a–c), there was a short task for the interviewees to complete (attachment 2). I had prepared three examples related to municipal service development, and the interviewees had to judge how much power municipal politicians, civil servants, citizens, and employees of the service should have to influence each case. The purpose of the task was to open up the conversation on the relationships between different stakeholders through concrete examples.

I interviewed four municipal politicians and two civil servants. Two of the municipal politicians were members of the executive board, and the other two had other positions of trust in the municipal council and committees. One of the civil servants was a member of the Monio project team, and the other one was a public manager higher in the organisation, whose responsibility area the project was included in. The interviews were conducted face-to-face and lasted approximately one hour each. I audio-recorded the interviews and wrote detailed notes afterwards based on the recordings.

I analysed the interview data using the affinity diagram method (see for example Moritz, 2005). To begin the analysis I wrote down insights from each interview on separate
post-it notes. I then clustered together the notes from different interviews that had similar
content. After that I started clustering the notes thematically, looking for potential causal
relationships within the data. Once I felt the main insights of the data had emerged, I named
the significant clusters to clarify their core content. Due to the large amount of information I
will not include the full affinity diagram in this thesis. In the following I will present the main
insights as they emerged during the analysis. The quotes from the interviewees have been
translated from Finnish to English, and some elements of natural speech have been dropped
out in the process.
4.1 Engaging municipal politicians in service design

When I started my thesis work, the Monio concept had been presented to the executive board of Tuusula some weeks earlier. The descriptions of the event I heard when discussing my thesis topic with the client pointed out how some of the municipal politicians were unhappy with the service design approach of involving users in the process. This was said to be because they would have liked to participate in the co-creation activities themselves, and felt they were dismissed over regular citizens, whom they have been elected to represent.

According to my interviews, this in fact was the case. Some of the municipal politicians had expressed their discontent about being excluded from the user involvement activities in the project. One of the interviewees thought it was because the politicians felt they were stepped over and not respected up to their role:

Some politicians may have been jealous because they were not allowed to participate in the workshops themselves…Some may have become slightly offended, for they wanted to participate in them. Some decision-makers just want to take part in everything, and they wonder if somewhere something is being done in secret. Or then they feel that they are not appreciated enough when they are not taken on board.
–Municipal politician 1

However, it seems that being offended was not a very common feeling among the municipal politicians. It was a small group of people who had these feelings, and they were regarded as a small minority by the interviewees:

It was not very common to be offended, maybe there was a few decision-makers who made it into a problem that they were not allowed to participate.
–Municipal politician 1

None of the interviewees admitted having felt this way themselves. Overall they didn’t think that being offended for not being invited to participate in the project as users was a major issue that affected the response the Monio concept got from the executive board.

One of the interviewees did at the beginning of the interview express that he thought citizen participation primarily involves elected municipal politicians:

Citizen participation means what we have been trying to do, the biggest problem is that when the civil servants do the preparation work, in Tuusula there is a problem that they will not listen to the decisions the municipal council has made…It would be important for civil servants to listen to the voice of the citizens.
–Municipal politician 2
This was the initial mindset of only one of the interviewees, not a fully articulated opinion. As such it cannot be assumed much significance without further exploration. However, it does hint that the traditional role of municipal politicians as the sole representatives of the citizens still persists to some degree. The more a municipal politician sees her/his role resembles that of a user in a service design project, the more likely it might be that involving other users would upset her/him.

Although the executive board was the steering group of Monio project, they were intentionally kept at a distance during the project. This received some critique from the interviewed municipal politicians:

_Maybe closed up in a way. The executive board is the steering group, but when I asked from a member of the executive board, they had not been told about it any more than what was said in that event. It would have been better to communicate more often about the phases. It was a problem of communication, it was done too secluded._

–Municipal politician 3

The explicit reason for excluding municipal politicians was to let the service design project proceed without disturbing daily operations with the executive board:

_It came from the manager level, that they don’t want the project to be a constant cause for dispute, that’s what I read in between the lines. They don’t want to dwell on it all the time because it takes time and resources from the executive board._

–Civil servant 2

However, the reasons behind this decision are much more deep rooted. I found three aspects that I believe contributed to the decision to leave the municipal politicians out of the project.

1. **Conflicted decision-making culture**

In the interviews the difficulty of reaching constructive debate and decisions in Tuusula kept surfacing. According to some of the interviewees, the problem is due to the competition between the different residential areas in Tuusula. Each municipal politician aims to push through decisions that benefit her/his own residential area:

_We have four town centres, Hyrylä, Riihikallio, Kellokoski and Jokela. Each member of the council represents their own party, but pushes the benefits of their own area of interest regardless._

–Municipal politician 2
This causes conflicts between the interests of people within the same party, and when combined with the differing goals of other parties, reaching a compromise that the majority can agree with becomes extremely difficult:

*Politicians coming from different residential areas have their own kind of agenda, and the political views of the party are added on top of that. It explains why when civil servants do the preparation work, people from each residential area want different things. The civil servants have to make decisions anyway. You always step on somebody’s toes.*

–Civil servant 2

Due to the difficulty of reaching decisions, parties often resort to bargaining. This results in a lack of strategy and consistency, when small decisions are traded off detached from the big picture:

*It is unfortunate in our municipality that the decision-making is often based on a person’s own agenda. There are this kind of deals made between politicians. If you support this, I will support that. It doesn’t support long term strategic action, having a clear vision of the municipal operations.*

–Civil servant 2

Bargaining makes it more difficult for civil servants to work with the municipal politicians. According to one interviewee, it makes their work unpredictable and makes it difficult to relate the received decisions to the rest of their work:

*Political decision-making has come to it, that when otherwise the decisions won’t go through, there is bargaining. In those situations it is difficult for a civil servant to understand where did this sort of thing come from.*

–Civil servant 1

2. Distrust

Another aspect that explains why municipal politicians were kept at a distance in the Monio project is the problem of distrust between the municipal politicians and civil servants in Tuusula. The lack of trust concerns both directions of the relationship, and makes the everyday work very prone to conflicts. The reasons and effects of the distrust are certainly much more wide spread than what I was able to find in only a few interviews, but the mutual feeling of disrespect caused by the following issues plays a part in it.
The first cause of distrust I found is the feeling of inequality by the municipal politicians. Some politicians feel that the civil servants hold different parties in unequal positions, and intentionally leave some decisions and preparation requests lying on their desks for months:

There is a group of civil servants and [a certain party], where things are taken forward. What the rest of us have to say makes no difference. The issues that this group considers significant are advanced, and what others find important are not handled with the same intensity.

–Municipal politician 3

All of the three interviewed municipal politicians who were not members of the party in question brought this issue up. Due to the delay in preparation by civil servants, sometimes the politicians feel forced to make poorly prepared decisions. They often also send the issue back to the civil servants’ desks for further preparation. This may cause frustration in the civil servants:

The decision-makers may blame the civil servants for preparing the wrong things, and the civil servants get frustrated because they’re doing their job and no decisions are reached anyway.

–Municipal politician 1

The second cause of distrust I found is that some civil servants feel that municipal politicians do not respect the hierarchy of the civil servant organisation. Politicians sometimes consult lower level civil servants or municipal employees over a matter that was the responsibility of someone much higher in the hierarchy. The person whose responsibility the matter was gets offended and feels disrespected. According to one interviewed civil servant, this issue affects the civil servants very strongly:

One cause of tension we have in Tuusula is that the politicians like to come to a very operative level during preparation. They may go and talk to some individual employee, and ask if the plan is good before we civil servants have had time to involve the employees. They bypass the hierarchy, and the managers are upset because they have been passed. That’s what causes the tension…It is an issue of wellbeing at work, when the managers feel like the carpet is being pulled under their feet.

–Civil servant 1

The distrust seems to have had a very direct negative effect on the civil servants’ willingness to work more closely together with the municipal politicians in Monio project. As one of the interviewees described, it was not possible to work together without creating a mess at every checkpoint:
The problem has been that there has not been enough trust between politicians and civil servants, for us to get comments along the way without making a mess. It requires a certain kind of atmosphere, which unfortunately did not exist.

–Civil servant 2

3. Service design not seen strategically significant

A third reason that I suspect was behind the decision to not involve the municipal politicians into Monio project is that service design is seen separate from strategic decision-making. One of the interviewed municipal politicians repeatedly expressed that she did not see any reason for the Monio team to involve the municipal politicians more in the project. Her view on the participatory activities between civil servants and citizens was that the less she hears about it the better it works:

The main thing is that the interaction [between citizens and civil servants] is good. Often if it is not, then the citizens contact the decision-makers. When there are not many of such contacts, it’s a sign that it’s good.

–Municipal politician 1

One of the interviewed civil servants seemed to follow along the same lines with the municipal politician above. He thought that citizen participation concerns operative service development, and the municipal politicians should have no role in that:

[Municipal politicians should stay] on a strategic level. To focus on the municipality’s strategic position in fulfilling the national tasks given to municipalities, choose the strategic focus out of those, and support the public managers in collaborating with the citizens. It works like that, but not if they get their hands dirty in the everyday work with the citizens... Politicians cannot get as close, or the operative and strategic leadership get mixed up. In that case the role of a politician has been clouded, and they’re trying to hassle on all possible levels with the mandate they have, and block citizens off.

–Civil servant 1

These interviewees considered service design a purely operative activity. As such, it should involve the civil servants responsible for operative service development. If strategic input is not gathered from user insights, then there is no reason to involve strategic decision makers.
**Consequences**

The municipal politicians were not involved in the Monio project due to the conflicted decision-making culture and lack of trust, and because service design was not seen strategically significant. The minimal involvement of the steering group of municipal politicians was reflected in the response the concept received from them. As service design is a new way of working in Tuusula, some of the municipal politicians were not aware of the heavy involvement of users in the project:

*Some individual member of the executive board said that the users should be included. I knew because I’m familiar with service design. The problem was that the others didn’t know it, and it was not communicated.*

–Municipal politician 3

This made the concept proposal less convincing for them and caused critique towards the project team for coming up with such a concept without consulting the citizens.

As the municipal politicians were not engaged in the process of creating the concept, they were not committed to the end result. One of the interviewees pointed out that in order to ensure funding for the implementation, municipal politicians should be involved in the project:

*Things that get stuck on the planning level should be avoided. It is important for politicians to be involved so that they commit and resource money on what is important.*

–Municipal politician 3
4.2 Strategic connections

Although I discovered hints of the attitude why municipal politicians might oppose Monio because they were not included in the user involvement activities, it seemed to be a very minor reason for the negative response the concept received from the executive board. Most of the opposition was not related to citizen participation, but the political and strategic foundation behind Monio. The initiative to design a new building for the upper secondary school was conflicted from the beginning. One of the interviewees told that he thought that different spatial needs and the location of the building had not been considered in the plans:

*Without planning the spatial needs of the secondary school, upper secondary school, and youth services as a whole, it is completely unthinkable to be planning Monio, which lacks spaces for the secondary school and youth services...They brought finished plans for us. They brought fancy slides, and I asked, where will it be built? Is there a plot of land for it? Why do we need it? I went to see the school centre and concluded that this makes no sense. We are lacking children in the secondary school, so where do we get the students for the upper secondary school?*

–Municipal politician 2

Another interviewee was more concerned that the connections to areal development and developing an appealing city center had not been understood:

*I myself had a positive attitude towards the new school, the southern Tuusula needs a new kind of upper secondary school. To build a separate community centre, it easily follows along the old lines. It should be right at the centre of Hyrylä, to be connected with apartments and shops. It has not been understood what the effect on the appeal of Tuusula and Hyrylä could be.*

–Municipal politician 3

The different parties and people were not agreed on the need to build a new building, which functions should be enclosed, and how the location of the new school should relate to the development of different residential areas in Tuusula. As one of the interviewed civil servants pointed out, many of the related interests have nothing to do with the school itself:

*The political grounds are such, that there is a large amount of different interests involved. In Tuusula the school might be discussed as a school. In the background there are many issues, such as location, who owns the land, how the centre of Tuusula will be developed, there are interests which are not about the upper secondary school or education, they are about something else.*

–Civil servant 1
The civil servants who initiated the service design project were aware of the political debate around the topic. As the old school building was getting close to the end of its life, they wanted to advance the plans of the building itself separate from the broader political questions. That way they would be able to proceed more rapidly once the municipal politicians would reach a decision. According to one of the interviewed civil servants, similar approach has been continued after the concept was introduced:

[The municipal politicians] wanted to discuss whether the upper secondary school should be built or not, and the debate still remains on that level. We are forced to take things forward, in order to provide enough information for decision-making when the time comes.
–Civil servant 1

The civil servants hoped that user insights gathered through service design would bring value into the decision-making, even though there were still many open questions. However, the municipal politicians are used to making decisions based on hard facts:

Our idea was to not talk about money, but that's what politicians expect. You cannot go and sell a vision, you need facts behind the vision.
–Civil servant 2
4.3 The roles of citizens, municipal politicians and civil servants in service development

All of the interviewees had a very positive attitude towards citizen participation. Each of them thought that involving citizens in service development is important, but the forms of participation they saw the most important varied. One of the interviewees raised direct hands-on participation in making things happen as the key direction for new citizen participation:

To bring in skills, knowledge, and new thoughts. Something that saves the civil servants’ time. The citizens can do the civil servants’ work for them, and results can be achieved...For example voluntary work in a park and such, I have started them through [Facebook] and pushed the civil servants a little bit to join.

– Municipal politician 3

One of the interviewees thought that daily encounters with the employees of municipal services are the most important participation channel. This way feedback could be given directly to the people who make the everyday service experience:

The work done on grassroots level is the most important, a teacher in a school or kindergarten, to face the citizen. Those are the most important channels to make an influence. It does not reach us decision-makers, which is good. Better if things get solved by talking to the teacher or school community. Citizens can ideate and influence the services there.

– Municipal politician 1

Some interviewees felt that contacting the municipal politicians or participating in discussion events for citizens were the most significant forms of participation:

We’ve gone around arranging citizen forums, forced all public managers there in a row to be questioned by the citizens. The citizens can rarely get closer to them than ten kilometers. They had a chance to ask about what they wanted.

– Municipal politician 4

When I go to the supermarket today, there will be at least five people to catch my sleeve and give feedback. And I take it into account.

– Municipal politician 4

Most of the interviewees thought that municipal politicians should focus on making decisions on a strategic level:
Representative democracy functions on the strategic level. That’s where it should focus. A better system has never been found.

–Civil servant 1

Deciding the yearly budget was seen as their main task, and in general any decisions involving money should be made by the municipal politicians:

Whenever it is a question of a large amount of money, politicians have to have the responsibility of the municipal economy.

–Municipal politician 1

I have been told several times that there is a strong culture of complaining among the citizens of Tuusula. As one of the interviewees described, for municipal politicians citizen participation often means opposing the issue:

If there is somebody who opposes the project, they want more participation in order to get more people who oppose. Because normally participation means opposing. In service design, in the upper secondary school project, it was great that nobody opposed, but everyone came to work on it together.

–Municipal politician 4

The service design project proved to be different in that it gathered people to work together through positive motivation. It has been noticed in Tuusula that grassroots democracy and bottom-up, hands-on participation help achieving more positive citizen activity. Service design methods and process could provide more means to promote positive participation.

While many of the municipal politicians preferred that small scale operative issues would be decided upon and solved locally by the citizens, there were clear arguments against them doing so with larger strategic decisions. The reason for one of the interviewees was that the citizens do not see the big picture. He thought they would not be able to consider all aspects that are relevant to making an informed decision:

There is an endless amount of wishes, and all of them cannot be fulfilled. Our decision-making power covers 260 million a year. A certain part of the population uses the library. If you only ask about the library, they only answer concerning the library. You’re not asking, do they want that the elderly are not taken care of, for them to have this sort of fancy thing here.

–Municipal politician 2

Another concern among the interviewed municipal politicians was that citizens would not have the ability to consider other people’s need as well as their own. Therefore citizens should be heard, but municipal politicians should always make the decisions:

The users of the service need to have a lot of decision-making
power, but in practice you cannot give it to them. They can bring ideas. If you ask pensioners, they see no need for a childrens’ book club…Politicians always make the decisions.

–Municipal politician 4

Several interviewees pointed out that citizen participation is more prominent in the political speeches than in what is actually carried out in practice. In rhetoric citizens should be in the centre of all service development in the municipality. In practice the interviewees were reluctant to give away decision-making power to the citizens. When asked directly, the interviewees were not able to think of any harm that citizen participation could do. However, the burden of complaining, citizens’ inability to make objective decisions, and issues of financial responsibility clearly emerged as reasons why both civil servants and municipal politicians would avoid citizen participation. It is difficult to openly discuss citizen participation as something that could harm the operation of the municipality, as the whole municipal organisation exists to serve the citizens.
4.4 Framing the problem: Connection between service design and strategy

Contrary to the initial problem description, being offended by not being invited to participate in the user involvement activities in Monio project was a very minor aspect in the negative response the concept received. Rather, it was the strategic and political foundation of the concept that caused most of the criticism. The service design project focused on engaging the citizens to find user insights that the upper secondary school concept could be based on. The municipal politicians were not engaged in the project, which lead them to be unaware of the user participation and not committed to the final concept.

In Tuusula it is difficult for civil servants to collaborate with the municipal politicians due to the conflicted decision-making culture and lack of trust in the relationship. These problems contributed to the decision to keep the municipal politicians at a distance during the service design project, which in turn contributed to their negative response towards the Monio concept. However, the issues concerning trust and decision-making culture are difficult to tackle. It requires resilient long-term work towards a change of working culture. Some steps on this path could be taken within this thesis, but overall these issues are way too big to focus on. It is still important to be aware of them, as they are an important factor in the organizational context of my thesis that potentially hinders the work I will be doing as well.

In Tuusula citizen participation has typically been generic participation, characterised by opposing and complaining. Recently ways to create more positive and constructive participation have been discovered, service design one of them. Everyone has not yet understood the differences between the previously emphasised generic participation and the new user participation. Different people mean different things with user participation, which may cause misunderstandings and conflict. The people who see citizen participation primarily as generic participation may be reluctant to trust too much power on the citizens’ opinions, while in user participation it is essential to have users in a central role in design decisions.

The new citizen participation in Tuusula has concentrated on very operative level, where citizens can influence things that are close to their everyday life. The strategic service development done by the municipal politicians in their board meetings is far from the volunteer citizen activity that aims to solve small local issues. In between these two there
are various levels of service development done by the civil servants and employees of the municipal services. Currently in Tuusula service design is seen as a tool for civil servants to involve citizens in the operative level service development. They use service design to implement strategic decisions that have already been made. Some of the top civil servants and municipal politicians do not see the need for strategic decision makers to be engaged with such projects.

Monio project was done on a very operative level, and the connection to more strategic questions was not recognised. The project team looked at Monio from the point of view of user experience, while the municipal politicians saw its influence in areal politics and other high level strategic issues. This caused a dispute between the content of the proposal and the expectations of the municipal politicians. The problem is that the connection between the two perspectives was not created.

Had this not been the case, perhaps the concept could have been seen as a vision to guide strategic decision-making. In the best case the user experience insights gathered by the project team could have been used to inform and ease strategic decision-making. Similarly, strategic steering for the project could have helped to reach an end result that would be easier for the decision makers to relate to.

In order to avoid similar problems in future projects in Tuusula, the connection between service design and strategy needs to be defined. While small-scale operative level has proven to be the most fruitful ground for citizen participation, there should be a way to translate the gathered user understanding into strategic insight. There needs to be a bridge between the top-down and bottom-up processes. This way user-centricity would not be confined to the operative level, but would influence and benefit strategy as well.

Conclusion

The Municipal politicians were intentionally kept at a distance during the Monio project due to conflicted decision-making culture and distrust, and because service design was not seen strategically significant. This caused the content of the final proposal to mismatch with the expectations of the municipal politicians. The proposal was done on an
operative level and concentrated on user experience, while the municipal politicians found its connections to high-level strategic issues to be more important.

In order to avoid similar problems in future service design projects, the connection between operative and strategic levels needs to be made. It is important to find a way to translate the user insights into a form that benefits strategic decision-making. Similarly, strategic steering for the service design project could help to reach an end result that is in line with the strategic goals of the municipality.
In this chapter I describe an experiment that I made in order to try out possible solutions for the roles and communication between the municipal politicians and civil servants in a service design project. The experiment was carried out following a roles and communication plan that I made. I will explain how I created the plan, and introduce its content. Then I will describe the steps that were included in the implementation, and evaluate how the plan worked and what I learnt during the experiment.
Experimentation as a research method

I chose to gather further insight on the roles and communication between municipal politicians and civil servants in the context of service design through a practical experiment. The benefit of the approach compared to for example further interviews is, that in addition to finding possible solutions to the problem, it allowed me to test and adjust my assumptions. The experimentation also grounded the research into the realities of the municipal organisation. This way issues related to time, skills, and other resources that people often tend to be too optimistic about were able to surface. Practical participation by the municipal politicians and civil servants also potentially leaves new experience in the municipal organisation, which increases the capabilities for collaboration within service design projects in the future as well. This is consistent with transformation design approach, which according to Burns et al. (2006, 21) aims to leave the capacities and skills for on-going change in the designed organisation.

In the pre-research on the Monio case, the main issue was identified to be the insufficient connection between strategic decision-making and the service design project. The lack of strategic steering caused the concept proposal to be disconnected from political and strategic questions, and the lack of participation and understanding of the service design approach lead the municipal politicians to not understand the concept's value for decision-making or commit to it. The target of the Tori 2.0 experiment was therefore to investigate the roles and communication between municipal politicians and civil servants from two perspectives:

a. How could the process and results of the service design project be communicated in order for the information to be usable in strategic decision-making?

b. How could the municipal politicians be sensibly engaged in the service design project in order to provide strategic steering?

These can be considered sub-questions to the second research question of this thesis, “How could similar problems that were encountered in the Monio project be avoided in the Tori 2.0 project?”

My role in the project was to be a participating researcher. I created a plan for the roles and communication between different stakeholders in the project, and also had an active role in realising it. The plan as well as the implementation will be described in detail later on in this chapter. The approach can be considered action research, as it doesn't seek
objective information, but rather relies on the knowledge embedded in the social constructs, and aims to generate knowledge through action (Brydon-Miller, Greenwood and Maguire, 2003). Conducting experiments is a common practice in the service design field, and the methods employed here—workshops and short interviews—are established methods used in service design (see for example Moritz, 2005).

**Tori 2.0 project overview**

The word *tori* means marketplace in Finnish. Tori 2.0 project focused on developing the Hyrylä market square in order to increase the appeal of the area. The marketplace is in a central location in what could be considered the commercial centre of Hyrylä area in Tuusula. There are two shops and a café along with some public services by the market square, but there is very little happening on the square itself. A market is arranged a few times a year, and a food circle of local farmers and residents meets on the square once a week or biweekly. Rest of the time the market square functions mainly as a parking lot (image 1). The citizens have noticed the unappealing state of the market square, and they have contacted the municipality with complaints. (Kauppinen and Hagman, 2016)

The theme for 2016 in the municipal strategy of Tuusula is ‘Appealing centres’, with the target to increase the appeal of the municipality. Tori 2.0 project was started as a practical initiative to find ways to increase the appeal of the Hyrylä centre. (Kauppinen and Hagman, 2016) The project aimed to make the marketplace livelier by attracting people and companies to arrange their own events there. A pop up space was opened in an empty commercial space by the marketplace, and it was offered free of charge for anyone to use for their own events (image 2). In addition to the pop up space, a pavilion designed by architectural students had already been commissioned to be built on the market square (image 3). The pavilion and the market square itself were also offered for citizens’ free use.
Image 1. Hyrylä market square at the beginning of the project.

Image 2. Pop up space by the market square.

Image 3. Pavilion at the marketplace with the pop up space in the background.
5.1 Making the roles and communication plan

As part of my thesis I created a plan for the roles and communication between municipal politicians and civil servants in the Tori 2.0 project. I decided to co-create the plan together with the municipal politicians and civil servants in order to gain their commitment for the collaboration and to utilise their knowledge of the municipal organisation and working culture. I facilitated a workshop for the project team and selected municipal politicians (image 4), after which I finalised the plan using some supporting literature.

Workshop with municipal politicians and civil servants

The goal of the workshop was to introduce the Tori 2.0 project to key municipal politicians, and to plan together with the municipal politicians and the project team how the municipal politicians should participate in the project, and what were the crucial topics for mutual communication during the project. In addition to the project team of two civil servants, I invited 13 politicians to the workshop. They were the presidents and vice presidents of 5 different committees (municipal development, youth, culture, technical and sports), the president and vice president of the executive board, and the president of the whole municipal parliament. My contact person in the project team chose the committees based on how interested they might be in developing the market square. The invitation was first sent via email, and I called all of the invitees a week after sending the email. Many were not able to attend—two were on holiday, one was not interested and one was not able to make it for some other reason. Neither the president of the municipal parliament or the president of the executive board was able to attend the workshop, as they had a seminar overlapping with it. In the future the date and time of such workshops should be decided based on the key participants’ schedules, to ensure they are able to participate. In the end there were six participants in the workshop: four municipal politicians and two civil servants, as some of those who had enrolled did not show up.

The workshop was held at the pop up space in the beginning of March 2016, in the late afternoon at 16.00–18.00. Finding a time that would most likely suit all the participants is difficult, because civil servants would prefer to participate during office hours, whereas the politicians normally have a day job and cannot participate during that time. Late afternoon
would require civil servants to work a bit later than usual, but would allow the politicians to participate if they would leave from work only slightly earlier than normal. The pop up space was chosen as the location because we wanted to show the space to the participants. They were excited to see the space, and it was a good inspiration and motivation for the participants.

The workshop consisted of a brief introductory presentation and two tasks. In the introduction I talked briefly about what is service design, in case the participants were not familiar with the approach. After telling about the research I had done so far, I introduced the main problems we were trying to solve in this workshop. Firstly, there was very little interaction between civil servants and politicians during service design projects, which caused the results and expectations to not meet. Secondly, as the politicians did not know where and how the citizens were involved, the proposals lacked authority. After this I introduced the goals of the Tori 2.0 project (see page 72). I then moved on to explaining that during this project we would like to build collaboration between politicians and civil servants. That would mean that the municipal politicians could provide strategic steering for the project, and in turn the hands-on work the civil servants do could create knowledge to support decision-making. The benefits of this would be to reach outcomes that can be realised and will go through in the decision-making. It could also help the municipal politicians in future decision-making, if they could base it on the understanding of the citizens’ needs gathered through hands-on work.

*Image 4.* Workshop with municipal politicians and civil servants in the pop up space.
The purpose of the first task was to encourage the participants to reflect the themes from the introduction to their own thoughts and to warm up the conversation. I had prepared three beginnings of sentences:

**Learning by trying things out is important because...**

**The knowledge gained through citizen participation helps municipal politicians...**

**Collaboration between civil servants and municipal politicians during the project helps...**

Each participant was to pick one sentence, and continue it. Everyone chose a sentence and wrote their thoughts on a paper, after which we shared the continued sentences with everyone, and others could add and comment. This resulted in a not very lively, but fruitful conversation on the benefits of better collaboration. The thoughts that emerged were constructive, and helped to establish a ground of common values to start working from (see sidebar).

After the first task I introduced the preliminary project plan for Tori 2.0, using a visualised storyline that described the activities that the civil servants would do during the project. The project was divided into 4 main steps: **preparation, ideation, analysis** and **implementation**. The second and main task of the workshop was to discuss step by step, what should the role of municipal politicians be. I had prepared a ‘map’ of the project, with supporting questions for each step to discuss the topic...
We worked with this task for the majority of the time, and I will present the results in the following.

\section*{Results}

The municipal politicians were very excited about the initiative to make the market square more lively. However, it turned out that they don’t want to necessarily be very much involved in steering and making decisions regarding the project. Based on the excitement and ideas of the politicians, we discussed that it would be possible that the politicians would define a few key initiatives to be completed within the project. During the conversation it was pointed out that it would be important to let go of the predefined content if something else turned out to be more appealing to the citizens. The participants wanted to leave something up to chance as well. The conclusion was that businesses’ and potential customers’ opinions should be heard first, and municipal politicians should be brought on board later on. The politicians had ideas on who should be involved: the businesses surrounding the marketplace should be contacted first, as well as entrepreneurial associations and some other contacts they had.

Although the municipal politicians were not eager to take an active role in steering the project, they thought it was very important to involve them from the beginning. Open communication about the progress and results of the project was deemed extremely important. The municipal politicians suggested that we could have a blog to document the progress, where anyone could follow what’s going on. They emphasised that working openly would create trust. It was also found important to show small concrete actions that take the issue further, to make it visible that something is actually happening. The participants also discussed that it would be important to somehow prove that the project has been a success, in order to make the case convincing enough to influence future decision-making. Possible indicator of success would be for example the booking rate of the spaces. In addition to the numbers, the municipal politicians seemed very interested to hear concrete examples of successful use of the spaces. Feedback gathered from the event facilitators was also held to a high importance, and the municipal politicians suggested that a feedback option could be included in the space booking system.
The municipal politicians understand the value of user insights in decision-making, but do not know how such information could be taken into use. During the workshop we talked about how the information gathered through the experiments could help the politicians in making decisions that increase the appeal of Tuusula. Even though during the first task we had a good conversation about how this kind of information could help the politicians to make better decisions, the participants didn't have many concrete ideas on how this could be done. It seemed to be difficult to take the topic on a more concrete level. When I asked to whom and in what format the information in certain cases should be delivered, the answer was: "Good question". The only idea that emerged was to give a presentation to the executive board. Overall it became rather clear that the capability to collaborate between civil servants and politicians is not very high in the current municipal organisation. The municipal politicians are busy, and the regular meetings they have are not held very frequently. To get regular input from them during a project through the existing forums would require very long time frames, which is often not possible within a project's schedule.

During the workshop the politicians also shared some ideas on how the project should be executed. One of the politicians thought that the civil servants should coordinate small groups of people and give them tasks in order to organise an event. He even suggested a specific online platform for the coordination. The civil servants did not appreciate this level of input, as they had differing opinions. Due to limited time for this project, they didn't want to take a big role in the coordination themselves, but rather let the citizens self-organise. It seemed like this was not the first time similar discussions took place, and it clearly annoyed the civil servants that the politicians tell them how they should do their job.

It also turned out that the municipal politicians have many contacts and could be utilised to find event facilitators to the market square. After the workshop I received a phone call from a man who organises ice sculpture events around Finland. One of the municipal politicians in the workshop had contacted him to hold an event in Tuusula, and gave my contact details. I instructed him to contact the project manager of Tori 2.0, and they agreed to host the event in Tuusula the following winter.
Workshop as a participation format for municipal politicians

Even though I was able to get input for the roles and communication plan from the workshop, it turned out to not be the best way to collaborate with municipal politicians. The purpose of the workshop was to gather stakeholders with differing views and knowledge to work together in a 'solution mode'. However, municipal politicians are not a unanimous group of stakeholders, and everyone has their own values and opinions. As the municipal politicians are busy, the ones who showed up in the workshop were already very supportive of the idea to make the market square more lively. The goal of the workshop to bring people with differing views to work together towards a solution was not fulfilled in the best possible way, as the participants already had very similar attitudes towards the topic. The people who are sceptical about the idea are more likely to challenge it later on in decision-making, which is why it would be important to involve them from the beginning. A workshop is probably not the best way to do that. It might be very difficult to get somebody who is sceptical about the idea to attend a workshop, because they would not be motivated to spend their free time on working on the topic.

Doing group work with the municipal politicians would also have required more facilitators. The participants were very talkative, and the conversation drifted away from the questions at hand to other related topics very easily. The second task of the workshop resembled more a focus group discussion, as the participants did not concentrate on solving the task or document their answers, but rather just had a conversation. I was able to steer the conversation through the supporting questions I had prepared and simultaneously document as much as I could. It might be that the municipal politicians are not used to working in a workshop format, where they are expected to deliver a result at the end of the task. The topic might also not have been naturally engaging enough to keep the participants focused on it. The difference between the focus during the first and second task was remarkable. I suspect that individual tasks that are discussed afterwards are a better way to work with municipal politicians. Having the participants document their thoughts before entering the conversation helps to keep the focus on the topic.
Reflecting on the workshop results based on literature

The workshop gave me four key insights for the basis on the roles and communication plan:

1. Neither municipal politicians nor civil servants want the municipal politicians to participate in the operative-level decision-making during the project. A certain division between the hands-on project work and strategic decision-making should be maintained.

2. Information on the project’s progress and results should be made openly available. Small success stories are an engaging and inspiring way to present such information.

3. The success of the project has to be evaluated, for example based on space booking rates and feedback from event organisers.

4. In order to reach the municipal politicians, existing forums need to be utilised. It is difficult to get participants for a separate event. As the meetings are not held very frequently, the project should be able to progress regardless of the meeting schedules.

In order to form a concrete plan based on these insights, I reflected them on Bucolo, Wrigley and Matthews’ (2012) design-led innovation framework (figure 4). The design-led innovation framework is a theoretical framework that describes a cyclic process through which design and strategy can interact within an organisation. The authors suggest the framework to be used to help integrate design thinking into an organisation. The framework instructs companies to engage with their customers in order to gather observations. Rather than generating solutions that respond directly to the observations, the observations are analysed in order to find the meaning behind them, which makes them more valuable for strategy purposes. The observations and meanings are linked together and communicated through narratives, and the solution opportunities are concretised into a proposition. In order to create a link to the organisation’s strategy, the proposition is either cross-referenced to existing strategy, or new strategy is created based on the proposition. The process involves developing and maturing the proposition to better fulfil the strategic objectives of the organisation, and to create a competitive strategy. It is then considered how the proposition will show in light of the organisation’s brand. The cycle of gathering operational and strategic insights to develop the proposition is continued until it is mature.
The design-led innovation framework emphasises the importance of on-going prototyping, which is regularly informed by strategic insights. On the other side of the framework, the organisation’s strategy creation is constantly informed by the insights gathered through prototyping. (Bucolo, Wrigley and Matthews, 2012) This type of process would answer to the need to strengthen the link between strategy and practice within service design projects in Tuusula. The co-existence of the operational and strategic processes also matches the organisational realities of the municipality. However, the framework has been developed and tried out in private sector companies. This is why some of its aspects, such as the division of the strategic cycle into competitive strategy and brand, do not fit perfectly for the use in a municipal organisation.

Instead of following the framework as it is, I used it more as an inspiration. I stripped down most of the details in the framework, and only kept the double-cycle structure between strategy and practice. At this level the framework is so generic that it can be applied to a municipal organisation as well. In order to bring the stripped-down framework on a more concrete level and customise the approach for the specific circumstances in Tuusula, I used the insights gathered in the workshop. Next I will present the roles and communication plan that resulted through this process.

*Figure 4.* Design-led innovation framework (Bucolo, Wrigley and Matthews, 2012).
5.2 Roles and communication plan for Tori 2.0

The roles and communication plan for Tori 2.0 (figure 5) aims to clarify the roles and responsibilities of civil servants and municipal politicians within the project, and to define the format and content of communication between the two in a way that supports creating a connection between the hands-on project work and strategic decision-making. It attempts to create a learning cycle, where strategic insights can steer the project work in a beneficial direction, and the practical experiments can provide understanding to support strategic decision-making.

Structure of the plan

The framework for the roles and communication plan for Tori 2.0 follows a similar double-cycle structure as Bucolo, Wrigley and Matthews’ (2012) design-led innovation framework, but in a simplified and modified form. In the centre of the framework is the value proposition. In this case the original value proposition already existed in the beginning of the project. Based on the project plan (Kauppinen and Hagman, 2016) and conversations with the project team, I formulated it as follows:

*By encouraging citizens to organise their own events at the market square, the centre of Hyrylä can be made a more appealing place.*

The action to develop and realise the value proposition is divided into two cycles: prototyping and strategic reflection. The prototyping concentrates on hands-on experiments. It aims to develop the value proposition into a functional service through experiments conducted together with the citizens. The prototyping cycle consists of two distinct actions. First, experimentation, during which observations and feedback are collected. Second, analysis that aims to translate the experiences into meaning. The analysis aims to clarify what has been learned, and communicate it in a way that is usable in the strategic decision-making. The second cycle, strategic reflection, compares the value proposition to the strategic decision-making in the municipality. It aims to find out how the insights from the prototyping should affect future strategy, and how the value proposition should be modified in order to make it implementable within the organisational realities.
**Value proposition**

By encouraging citizens to organise their own events at the market square, the centre of Hyrylä can be made a more appealing place.

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**Process**

1. **Workshop with citizens:** gathering ideas, booking first events and generating understanding on how the event organising needs to be supported

2. **Arranging first events and gathering feedback from the organisers**

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**Analysis**

- Reflecting on strategy
- Reflecting on organisational realities

**Narratives**

- Prototyping
- Experiments and observations

**Strategic reflection**

- Gathering feedback from municipal politicians: challenges and opportunities of the original value proposition
- Reflecting what the experiment results mean for future decision making, and how the concept needs to be developed to be sustainable in long term

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**Roles**

**Civil servants**
- Facilitate collaboration with citizens and municipal politicians
- Collect feedback and observations
- Analyse and communicate results after each step

**Municipal politicians**
- Evaluate the value proposition in relation to existing strategy
- Reflect on future strategy needs based on the experiment
- May utilise their contacts to support the experimentation

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**Figure 5.** Roles and communication plan for Tori 2.0.
The value proposition and insights from the prototyping are communicated into the strategic decision-making via narratives. This includes the concrete success stories that are sought after by the municipal politicians, complimented with the analysis of the meaning of the observations and feedback gathered during the prototyping. Narratives present the information in a story-like, visual format, which makes them inspiring and easy to relate to, and helps them to stand out from the large amount of information processed by the municipal politicians. In addition to the narratives, quantitative information that concretises the level of success will be delivered, for example the amount of events arranged. The narratives in this framework differ from those proposed to be used in Bucolo, Wrigley and Matthews’ (2012) design-led innovation framework, as their narratives were a fictional production of the design team, whereas in this case the narratives are descriptions of actual events and what has been learnt about them.

Civil servants’ role

Civil servants are not the main actor in either the prototyping or the strategic reflection cycle. Instead, they facilitate the action in the two cycles and make sure the input is communicated from one side to another. In the prototyping the main actors are citizens, who organise their events at the market square. Civil servants support the citizens in the experimentation, make sure that the experiments are documented, and collect feedback. They also analyse the observations and feedback gathered during the experiments, and translate it into meaning. In the strategic reflection cycle the main actors are municipal politicians. The civil servants’ role is to communicate the insights from prototyping to the municipal politicians, and gather strategic insight from them in return. Depending on the exact division of strategic and operative responsibility in the organisation, the civil servants may have a role in the strategic reflection, especially in reflecting the value proposition to the organisational realities.
Municipal politicians’ role

Municipal politicians are the main actors in the strategic reflection cycle. Their role is to evaluate how the value proposition fulfils existing strategy, and to reflect on what kind of future strategies should be created based on what has been learned during the prototyping. As discovered in the workshop, municipal politicians often have good connections that can be utilised in the prototyping cycle as well. Active municipal politicians can also participate in the prototyping themselves, but in that case they are considered citizens, and will not be treated any differently from other citizens.

Steps for action

During the Tori 2.0 project, both prototyping and strategic reflection cycles will be completed twice. The first round is based on the original value proposition. Prototyping starts by gathering ideas and active citizens together in a workshop. Based on the workshop the project team analyses what kind of support the citizens need in order to be able to organise their own events. The first round in the strategic reflection involves challenging the original value proposition. The value proposition is presented to the municipal politicians, and their feedback on the challenges and opportunities of the value proposition are gathered. In order to ensure sufficient attendance by the municipal politicians, existing forums such as meetings of the decision-making organs will be used for collaboration.

The second round in the prototyping involves organising the first events. Based on the feedback from the event organisers and the project team's own observations, the project team analyses how the value proposition should be developed—how the concept can increase the appeal of Tuusula, and how the support for organising the events should be developed. The results of the prototyping are communicated into the strategic reflection cycle. Based on the results the municipal politicians are asked to reflect, what can be learnt regarding future decision-making. The value proposition that has been developed based on the event organisers' feedback is reflected on the realities of the organisation in order to find a compromise that can be sustained in long term.
5.3 Implementing the plan

I studied and participated in the implementation of the roles and communication plan from mid-April to mid-June 2016. During this time we facilitated a workshop for citizens in the pop up space, started an event competition, gathered feedback on the first events that were organised in the space, and presented the project and first insights to the municipal politicians. The first step of collaboration with municipal politicians that would have allowed them to challenge the original value proposition was not realised. We were not able to book a time in one of their meetings to do that, which is why there was only one meeting with the municipal politicians during this experiment.

Workshop with citizens

In order to introduce the pop up space to people and start booking first events, we facilitated a workshop. The goal of the workshop was to spread awareness of the opportunity to use the new space, inspire people to ideate what they would like to do there, and help those with an idea to concretise it into an event. The workshop was held at the pop up space by the market square at the same time with a fair of local businesses nearby. The fair attracted people to the area, which helped us to get nearly 60 attendees to the workshop during the day. We had sent invitations to local associations and clubs beforehand. They were chosen as the main target group for the workshop, because we thought an existing group of people with a common topic of interest would be able to organise an event more easily than individual people. However, people from none of the invited organisations came to the workshop, and all the attendees were simply passers-by.

The workshop was run on a continuous basis for five hours. I facilitated it together with a volunteer civil servant, and later during the day one of the civil servants in the project team joined us. We invited people passing by to come in, and introduced the idea of the pop up space \((\text{image 5})\). The people could have some snacks and drinks, and take a look around. We then asked them to think about some ideas what they would like to do in the space. I had prepared inspirational pictures and a template to fill in ideas \((\text{attachment 4})\). The filled idea templates were attached on the wall in three steps. The first set included events that people wished would happen in the space, but they were not willing to contribute to organising the
Image 5. Civil servant telling about the pop up space to workshop participants.

Image 6. Filled idea templates on the wall.

Image 7. Event booking calendar at the workshop.
event themselves (image 6). The second set included further developed ideas, that somebody wanted to organise and needed more people to join the team. We introduced these ideas to any visitors during the day, and encouraged them to contact the organiser to join arranging the event. The third step for ideas was a booking calendar, where people with a ready idea and ability to organise the event could book a date for it (image 7).

By the end of the day we had 13 ideas without anyone to take them forward, four ideas that someone had taken initiative to organise, and seven events in the booking calendar. The event ideas involved many free time activities where people could actively participate themselves, such as arts and crafts, sports, and flea markets. People also hoped for nice ways to spend time, such as a café or art gallery. During the workshop we also collected ideas and wishes concerning the space and booking arrangements. The wishes were rather moderate, such as to have a coffeemaker or a projector in the space.

Only a small part of the participants booked an event in the calendar, but those who did were eager to book more than one. Most of the events were booked into the calendar by entrepreneurs or artists, who had a clear purpose for using the space, and the motivation to organise an event by themselves. It seemed to be easiest for entrepreneurs to book an event, because they don't need to gather a group to organise it. Other people hoped for more communal events, which require more people to make them happen. They are more difficult to organise, but could potentially be very appealing to people.

The municipal politicians who participated in the previous workshop were also informed about this workshop, in case they wanted to participate. One of them dropped by the space towards the end of the workshop. He stayed there talking with the civil servants for a while, but did not participate in the workshop himself.

**Event competition**

In order to openly communicate what is being done at the market square and pop up space, we created a Facebook page. The purpose of the page was both to inform people about coming events in the pop up space, and to act as a blog-like forum to document the organised events, as the municipal politicians had hoped for. As the project team had very limited time to document events on the Facebook page, we launched an event competition
to motivate people to document their own event. In order to participate in the competition, people would have to organise an event at the pop up space or market square, and document it afterwards on the Facebook page in text, photos and video. At the end of the summer the most inspiring event chosen by a jury, as well as the people’s favourite based on the amount of likes on the Facebook post, would receive a ‘dinner in the sky’ on the rooftop of the Tuusula water tower as a prize.

The event competition did not take wind; after the pop up space had been open for two months, no events had been documented on the Facebook page. The page is in active use in advertising the events, but the organisers have not posted photos or descriptions of the events afterwards. This may be largely due to lack of advertising the competition. Spreading awareness requires quite a lot of effort, and the project team has not had time to do it. The people who attended the workshop and booked a time for their event there were all made aware of the competition, but those who booked their events afterwards have probably not heard about the competition. As the civil servants in the project team realised they do not have much time to spend in organising the competition, it may have been intentional to not advertise it. If there are no participants, the jury and prize for the competition will not need to be organised, which saves time for the civil servants.

Collecting feedback from event organisers

In the workshop with municipal politicians, feedback from the event organisers was deemed one of the most important indicators of success. Feedback is also essential in order to be able to develop the concept into such that enables and motivates people to organise their own events. In order to collect feedback, I prepared a questionnaire (attachment 5), which would be sent to the organisers after each event. The project team had difficulties to organise sending of the questionnaire, so I called the organisers of the first events instead. During May 2016, six events had been organised in the pop up space. I had the contact details of the organisers of four events, as those had been booked in the workshop I facilitated. I called the four people and conducted a 15–20 minute phone interview with each of them, asking for feedback using the questions prepared for the questionnaire.

Although the pop up space was originally advertised for the use of clubs and associations, the events held or booked by the end of May were all organised by individual
people, small businesses, or public service facilities. All of the event organisers I interviewed were entrepreneurs or product sellers who do not have a permanent space for their business. They embraced the pop up space as an opportunity to gain visibility and contacts to potential customers. All of them were interested in organising a second event in the space, with some improvements in mind based on what they learnt the first time. It seems that the pop up space can offer microbusinesses a low-threshold opportunity to try out and develop their business idea.

All of the events had suffered from a lack of attendees. One of them had not managed to attract any people, and the rest with a varying rate of success, which had not matched the expectations of the organisers. One reason brought up by the event organisers was the difficulty of advertising the event. They had spread awareness of the event through Facebook and leaflets, but hoped for some further help from the municipality. The awareness of the pop up space in general was still low, and people were shy to come in and see what was happening there. Due to the lack of awareness of the space, people do not know to expect that something would happen there. Especially in the evenings there are not many people in the market square area, which makes it difficult to attract passers-by into the space. Even if people heard about the events, a small event may not be able to attract many people. The event organisers hoped for an opportunity to organise joint events together with other people in order to gain more visibility.

The event organisers also had some practical suggestions regarding the space and its booking. The cleaning of the space for example was the responsibility of each event organiser, but there was no cleaning equipment in the space. Instructions on how and where to pick up the key were also unclear, and the organisers had to contact the municipality several times to arrange it. The event organisers hoped that the system could function completely digitally in the future. There could be an electrical lock in the door of the space, and the online booking calendar could give them a pin code to open it.

**Presentation to the committee of municipal development**

In the beginning of June we attended a meeting of the committee of municipal development in order to present the insights we had gathered so far during the project, and to collect their feedback. The committee of municipal development was chosen as the forum for
communication, because increasing the appeal of Tuusula was their initiative. We had a half an hour slot in their meeting to be used for our presentation and the discussion afterwards. The meeting was an opportunity to exchange information between the operative and strategic perspectives on the project—to present the insights gathered through the experiments and their possible strategic implications to the municipal politicians, and to get feedback on how the experiments answer to current strategic targets, and how the value proposition could be improved.

In order to be able to both provide and receive information in a rather short amount of time, I prepared a presentation as well as a feedback booklet with questions that each municipal politician was asked to answer during the presentation. I chose to use individual booklets, because in the earlier workshop with the municipal politicians I had learnt that open conversation gets easily derailed to related topics, rather than focusing on the question at hand. Individually written feedback allowed us to collect everyone’s opinions on the questions we had prepared. In addition to the presentation and filling feedback booklets, there was ten minutes for open conversation and comments at the end of the presentation, which allowed for more spontaneous interaction.

In the beginning of the presentation we reminded the committee about the strategic connections of this project through an overview of the strategy to increase the appeal of the centres in Tuusula. We then introduced the specific motivation behind the Tori 2.0 project, and the original value proposition (see page 72). We presented the results of the workshop with citizens, and the events that had been held and booked so far. In order to present the insights gathered so far, I created a narrative based on the experience of one event organiser (figure 6). The narrative described her motivation and the experience of facilitating an event. After this we asked the municipal politicians to write down their opinions on how the pop up experiment supports the strategy to increase the appeal of Tuusula, how it could support the strategy better, and what concrete improvements the experiment makes in the appeal of Tuusula. The purpose of the first two questions was to collect feedback for our project. The third question functioned as an orientation to the next themes in the presentation, to have the municipal politicians first think about the themes by themselves before we present them.

Based on the feedback and our observations so far, we presented what benefits and challenges had been discovered during the first weeks of the experiment. As the main challenge had been the low rate of participation in the events, we asked the municipal politicians to write down their ideas on how awareness of the pop up space and events could be spread,
Figure 6. Narrative of an event organiser’s experience. In the presentation to the municipal politicians the images were projected on a wall and the text below them was spoken.

This is Eila. She has recently founded her own company, which sells handmade silver chainmaille jewellery. Eila’s business operates currently from her home, and she has been thinking how to get more visibility and customers.

Eila found out about the pop up space in the public workshop, and got excited about the opportunity to showcase her jewellery in a central location. Eila booked the week before Mother’s day for her jewellery showcase. She advertised the event frequently on Facebook in order to get customers.

On the booked days Eila laid out the jewellery in the pop up space. She presented the jewellery and her business to people who showed up, and continued to make more jewellery during quiet moments. Eila was slightly disappointed with the amount of visitors, as only 5–6 people visited the space daily during the week. However, the visitors were interested in the jewellery. Eila was also able to probe interest towards a jewellery-making course she had thought to arrange in the autumn.

In the end Eila was happy with how the event turned out. She is already planning to arrange a new event in the pop up space. It will most likely be a course where people can try out making the jewellery themselves.

“I talked with customers and got some contacts. I wasn’t targeting for a lot of sales, but rather to spread awareness that this kind of business has started in Tuusula.”

“I’ll give 3.5 out of 5 points to the success of the event. I’m going to arrange a new event in the autumn. People were interested in a jewellery-making course.”
Experiment: Case Tori 2.0

and how we could attract organisations that are capable organising a bigger event. Finally, we presented how the experiment will be continued and where the municipal politicians can follow the progress. We also explained that if the experiment is successful, the pop up concept could be extended in the future. That could mean offering more empty spaces owned by the municipality to the free use of the citizens. The pop up events would not have to be tied to one specific space, but the pop up spaces could move to any empty spaces available. Extending the pop up concept would require more resources, and to be able to provide sufficient evidence for decision-making after the experiment, we asked the municipal politicians to write down their opinion on how the concept should be measured and evaluated during the experiment.

After our presentation there was a ten-minute time slot for discussion. The municipal politicians had a positive attitude towards the experiment, and many of them thought it was an excellent initiative. However, they suggested that the experiment should be continued after the summer, before any conclusions on its success could be made. They thought that it takes time for people to discover the opportunity, and three months is not a long enough time to see if it will take wind. The municipal politicians also had some ideas already on which spaces could be taken into similar use in different areas of Tuusula.

The feedback gathered in the booklets during the presentation showed that the municipal politicians thought the pop up concept increases the appeal of Tuusula, because it shows courage and a new kind of attitude in enlivening the town. In relation to the strategy of increasing the appeal of Tuusula, bringing out new companies and small businesses, creating happenings around the area, and increasing the awareness of Tuusula for people and companies also outside the municipality were found important. In order to increase the appeal of Tuusula through the pop up concept, the visibility should be increased. The municipal politicians suggested using local and regional newspapers, websites and social media. They emphasised that it is important to do marketing also outside of Tuusula.

The municipal politicians hoped we would measure the experiment through documenting the amount of events facilitated and the amount of visitors in the events. Although they hoped for numbers, they thought the most important indicator would be the feedback collected from the event facilitators. If the facilitators are not happy with the concept and will not organise more events there, then it will not be a success. The municipal politicians also suggested interviewing the owners of the businesses that have permanent business spaces next to the market square, to hear if the pop up space has enlivened the area.
Next steps

To gather insights on the experiments, observation and collecting feedback from the event organisers should be continued until the end of the experiment. The feedback collection can be done using the feedback form I created earlier (attachment 5), as it also helps to collect the numbers that the municipal politicians were interested in. Observations should be collected from the municipal employees and civil servants who are involved in facilitating the pop up space. The observations can concern the use of the space and related feedback, but equally important is to observe how much and what kind of work it takes from the municipality to run the pop up space.

Based on the feedback and observations, it can be evaluated in what kind of format the pop up activity should be continued, in order for it to be appealing for the event organisers. It should also be estimated how much resources it would take from the municipality to maintain the activity in long term. In order to decide whether the pop up concept should be continued or not, the success of the experiment should be evaluated. These estimates can then be taken to the strategic decision-making in order for the municipal politicians to decide if the activity will be continued.

If the municipal politicians decide that the pop up activity should be continued, a refined version of the concept should be designed. This includes both designing the event facilitator’s experience (for example how to book the space, and how to get instructions and keys), and the municipality’s process in providing the service (for example how the spaces are managed, and how the activity is documented in order for it to benefit the appeal of Tuusula). The project team has run the experiment as an extra work on top of their regular tasks, which is not sustainable in long term. In order for the pop up concept to continue, a service model needs to be designed and implemented. The design should be done in collaboration with the event facilitators who participated in the experiment, as well as the employees who would be responsible for facilitating the spaces in the future. If the civil servants cannot dedicate time for designing the service model, an outside agency can be hired for the job.
5.4 Evaluation of the plan

The roles and communication plan aimed to define the roles and responsibilities and the format and content of communication between civil servants and municipal politicians in a way that would allow a learning cycle to form between the hands-on project work and strategic decision-making. Even though only one of the two planned moments of exchanging information between the civil servants and municipal politicians was realised, the experiment showed promise in this way of working. Both civil servants and municipal politicians are very busy, and communication and collaboration takes time. Planning the points of contact between the two already at the beginning of the project helped to reach a sufficient level of interaction. It is rather likely that without this plan the project would have been completed without any contact with the municipal politicians. The double-cycle structure of the plan worked well, because it could still be followed even after the first moment of contact with the municipal politicians was cancelled. The iterative structure allows flexibility in the schedules and amount of the interaction. The cycles can be repeated continuously until the end of the project in such a pace that is possible within the schedules of the participants.

The methods used in the implementation of the plan worked rather well. Especially collecting written feedback from the municipal politicians enabled effective use of the short time that was booked for the interaction. The short interviews with the event organisers provided a lot of feedback with a small effort. The amount of time spent on collecting feedback could be cut down if a survey was sent instead, but the quality of the feedback would most likely suffer. The open and continuous communication about the progress of the project that the municipal politicians hoped for was achieved only partially. The event competition did not succeed to motivate people to post descriptions about the events they facilitated. However, the Facebook page was taken into active use in advertising upcoming events, which made visible what was happening.

Even though the feedback collection from both citizens and municipal politicians was successful, iterations to the practical experiments were not made during the time I followed the project. This was due to the lack of time of the civil servants in the project team. It is rather useless to collect feedback, if nothing can be done to react. The iterative learning cycle will not work, if iterations are not made. It may be that an iterative way of working fits poorly the current organisational culture and way of working in the municipality. It seems that the benefits of an iterative process have been understood in principle, but are not carried
out in practice. Implementing a process like this into continuous use in the organisation would require considerable effort. The process of implementing design-led practices into an organisation has been studied rather actively in the recent years (see for example Junginger, 2006; Jäppinen, 2007; Bucolo, Wrigley and Matthews, 2012; Kurronen, 2013; Terrey, 2013; Deserti and Rizzo, 2014; Junginger, 2014; Rauth, Carlgren and Elmquist, 2015; Storvang, Jensen and Christensen, 2015), but reviewing these practices is not in the scope of this thesis.

During the experiment I discovered that civil servants are extremely busy, and they have to constantly prioritise how to use their working hours. This leads them to easily drop out tasks that do not immediately benefit the result they are trying to reach. Smoother decision-making and improved relationship with the municipal politicians, which could potentially be achieved through a well-planned and executed collaboration, are too high level benefits to hold their importance in the day-to-day work. The communication and collaboration need to produce instant benefits to the day-to-day work of the civil servants, or they will be easily de-prioritised. Projects that have an especially high priority and receive a high level of interest from the public managers and municipal politicians may not face similar problems with the lack of time. Had the pop up activity been exceptionally popular among the citizens and received a lot of attention, the civil servants may have had the motivation and pressure to find more time to work on the project. However, in low to medium priority projects a way to gain short-term benefits needs to be discovered in order to successfully implement this kind of communication cycles in the municipal organisation.

I also discovered that the slow frequency of the meetings of political decision-making organs doesn't allow for much interaction during a service design project. In the couple of months that I followed the Tori 2.0 project, we were only able to get one meeting with the municipal politicians, instead of two. Learning cycles between the project work and strategy cannot be completed frequently, if only existing forums are used for communicating with the municipal politicians. If all projects would seek to use more time in those meetings, it could also become too much of a burden for the municipal politicians. For these reasons it should be explored whether unofficial communication channels can be used. I already discovered that a separately arranged workshop is not a good way to collaborate with the municipal politicians, because only the most eager and supportive people attend. Exploring the possibilities of digital channels for collaboration would be interesting, because they could potentially provide low-threshold opportunities to collaborate with the municipal politicians.
A shortcoming of the roles and communication plan was, that the strategic reflection cycle was not planned in a lot of detail. The plan only covered how and what kind of information would be provided into the strategic cycle, and how feedback would be collected. However, the plan did not cover the exact process through which the insights from the experiments might influence future decision-making. It relied on the assumption that if the insights are brought into the municipal politicians’ awareness, they will influence future decision-making. However, there is no way to confirm if this is true. The municipal politicians may not have the capability or capacity to use such information as the basis for decision-making. As a researcher, I was more involved with the civil servants than the municipal politicians, and I had a very limited power to influence how the municipal politicians would handle the information that was provided to them. It would have been inappropriate for me to have a stronger role to influence the decision-making, because it is the domain of elected municipal politicians. However, it should be studied in more detail how the information provided by the experiments is used in decision-making.

Another possible shortcoming of the plan is, that it doesn’t take into account the hierarchy and roles that exist within the civil servant and political organisations, only between the two. It would be interesting to explore how the decision-making process would go through in different levels of the organisation, and what kind of problems would be faced that have not been considered in this research. Because the decision-making process was not followed through until the end, definite conclusions on how well the plan worked and what kind of benefits it produced to the decision-making cannot be drawn.

**Conclusion**

I created a plan for the roles and communication between the civil servants and municipal politicians that aimed to create an iterative cycle of learning between the strategic and operative aspects of the case project. The plan was implemented only partially, but succeeded to provide opportunities for learning in both directions in the relationship. However, the civil servants were too busy to make iterations in the experiments based on the insights.

In order to be able to implement this type of iterative collaboration process into the municipal organisation, a way to provide short-term benefits for the civil servants’ work
needs to be discovered. The best channel to collaborate with the municipal politicians also needs to be found, because both official meetings and unofficial workshops that were tried out during this project had their downsides. It should also be studied how the insights from the experiments can influence future decision-making in practice.

The case project and related decision-making were not followed through until the end. Therefore definite conclusions on how well the plan worked and what kind of benefits it will provide for the decision-making cannot be made. However, practical insights on the collaboration between civil servants and municipal politicians were gained.
Municipal Politicians’ Participation in Service Design Projects

In this chapter I discuss why municipal politicians should have a role in service design projects, and what kind of process and methods help to reach a successful collaboration. First I review previous case studies on building connection between service design and strategic decision-making. After this I specify the purpose of municipal politicians’ participation in service design projects, and finally discuss some elements in the process and methods of participation that have been found to support a successful collaboration.
6.1 Previous research on strategic decision-making and service design

The need to update the role of municipal politicians has been recognised in the field of public administration (see for example Heinonen, 1999; Leväsvirta, 1999; Borg, 2005; Bäcklund, 2007; Bergström, Magnusson and Ramberg, 2008; Juntunen, 2010; Leinonen, 2012; Niiranen, Joensuu, Martikainen 2013; Stenvall, Rannisto and Sallinen, 2013), but in the context of design the topic has been discussed very little. With the increased use of service design in municipalities, studying the roles of different stakeholders in the municipal organisation within service design projects is becoming very relevant. The pre-research for this thesis brought up that in the Monio case insufficient collaboration and communication between civil servants and municipal politicians resulted in a disconnection between the service design project and strategic and political goals. Within the very scarce research available on the topic, similar issues have been discovered. Outside of the design context, on governmental level in Australia it has been found that policy advice is not sufficiently connected to implementation, the feedback and learning on the quality of the policies is insufficient, and policy-makers don't engage enough with stakeholders and citizens (Lindquist, 2010, 117). Discussing strategy creation on a more general level, Tackx and Verdin (2014) note that the link between strategy creation and implementation is essential in ensuring its success.

The need to connect strategy and practice has been noticed in the field of service design as well. Deserti and Rizzo (2014) present three case studies examining the connection between service design and public decision-making. The first case called MyNeighbourhood aimed to establish and scale up community-based small-scale initiatives in different European neighbourhoods. The second case was part of an international Design-led innovation for active ageing programme (DAA), and focused on identifying the changes required in the senior care system in Helsinki in order to implement a new customer-centred service provision model. The third case focused on developing a co-production model of public services between the Scottish government and third sector organisations, called Public Social Partnerships (PSP).

The need to find connections and balance between bottom-up citizen participation and top-down strategic decision-making within service design projects was recognised especially in the MyNeighbourhood and DAA cases. Within the conducted grassroots experiments, MyNeighbourhood aimed to bring the public sector, citizens and other local stakeholders together to envision and co-produce new services. (Deserti and Rizzo, 2014)
The approach “gives to the public actors the opportunity of interacting and dialoguing with citizens without losing contact with the real problems (bottom-up trajectory), while at the same time defining priorities and building solutions around a meaningful long-term vision beyond the acknowledgement of local needs (top-down approach), thus revealing unexplored space for democratic governance” (Deserti and Rizzo, 2014, 91). The project therefore aimed to build the connection between service design practice and strategy, in order to allow the insights gathered through citizen participation to influence future strategy. This was one of the goals of the roles and communication plan made for the Tori 2.0 project as well.

As discussed in the previous chapter, decision-makers’ awareness and participation does not necessarily ensure that the experiment influences strategy. The DAA project recognised that in order to affect the vision and policies of the organisation, the experiments need to be interpreted and transferred into the strategic decision-making process. To enable this, the project aimed to make changes in policy and strategy creation, service delivery, and people and communities. The goal of the project was “to make policy makers and managers understand on a strategic level their importance and role in the innovation process” (Deserti and Rizzo, 2014, 91), and to create frameworks through which they could utilise the insights gained through the experiments. It is essential that in service design projects insights are communicated in a way that is useful for strategic decision-making. Policy-makers also need to understand that service innovations cannot be implemented without their effort. (Deserti and Rizzo, 2014)

Deserti and Rizzo (2014) conclude that more research is needed on how to combine bottom-up and top-down trajectories in service design projects for the public sector. In order to turn new solutions into more widespread practices, policies need to be informed and created based on the results of the experimentation. This does not happen automatically, but requires changes in the way new policies are identified, planned, integrated and managed in the public organisation. Deserti and Rizzo argue that in order to achieve this, the very concept of participation should be updated to include not only users, but all actors and stakeholders as co-designers of the service. This concept of complex participatory design Deserti and Rizzo propose shares many principles of NPG (see chapter 2), emphasising partnerships and collaboration between public, private, and third sector stakeholders in service design and production. In the following I will attempt to clarify the role that municipal politicians could have in such complex participatory design process.
6.2 Purpose of municipal politicians’ participation

The primary purpose of municipal politicians’ participation in service design projects is to enable the insights gathered through experiments to influence policy-making. This includes both adjusting existing policies, and informing and envisioning future policies (Junginger, 2013). Creating new policies is often essential for implementing and scaling up the new services, especially if they rely on new networks and partnerships that need to be established (Deserti and Rizzo, 2014). The power of service design alone is very limited in introducing social innovations that require policy changes (Junginger, 2013). Resulting policy can therefore determine the success of the entire service design project. While service design can bring this kind of emergent strategy into the organisation, strategy is also planned in advance (see for example Mintzberg and Waters, in Seidel, 2000). If the understanding of the citizens’ needs gathered through service design is successfully passed on to the municipal politicians, it can potentially influence the decisions they make and the policies that are formed in the future as well. This could result the planned policies to be more user-centred to begin with.

A second purpose for collaborating with municipal politicians during service design projects is to understand the political situation and how it affects the way the outcomes will be received. As discovered in the DAA project, “there is often only a small window for a project to fit within political and budgetary decision-making. Knowing when this is likely and what it looks like will determine the success of the project” (Design-led innovations for active ageing, 2014, 13). If the relationship between civil servants and municipal politicians is good, such crucial information may be passed continuously through unofficial communication (Kannala, 2015). When the relationship between the civil servants and municipal politicians is more conflicted, obtaining information about the political situation needs to be considered when planning the design process.

A third purpose for municipal politicians’ participation is to gain support for the implementation of the concept. Service designers often use participatory methods as a way to gain the participants’ commitment to the project (Steen, Manschot and De Koning, 2011; Di Palma, 2013). If municipal politicians are regularly involved during the design process, they are more likely to take ownership of the project and commit to the end result. Close collaboration with the municipal politicians might also more generally increase support for the use of
service design in the future. For service design consultancies, engaging clients in co-design activities is their primary way to demonstrate the value of their work (Di Palma, 2013).

Traditionally design and policy-making have been considered separate activities, where design is used for implementing policy (Junginger, 2013). The emergent strategy perspective flips the relationship around, creating a continuum between design and policy-making, and enabling design to inform existing and future policies. Junginger (2013) argues that policy-making itself should be considered a design activity, inherently connected to the design process. To combine the policy-making process with the design process in municipalities, the municipal politicians need to be involved as decision-makers in the design process. Topics need to be brought under political inspection and debate, and moments for decision-making need to be recognised. Decision-making needs to be facilitated throughout the design process, not only in the end.

Systematic integration of the design-, policy planning-, and decision-making processes could increase the municipal politicians’ ability to make decisions that are based on user insights, and therefore answer better to the citizens’ needs. Finding ways to facilitate decision-making within the service design process could help solve some other issues related to decision-making in municipalities as well. Due to their own mindset and capabilities (Ruostetsaari and Holtinen, 2004) or the decision-making culture in the municipality (see chapter 4), the ability of municipal politicians to make strategic decisions can be low. Focused facilitation might help those lacking strategic vision to make decisions, and grounding the decisions on user insights might decrease quarrel between the interests of different parties and residential areas.
6.3 Process and methods

Both civil servants and municipal politicians are very busy, and sufficient communication and collaboration during service design projects can easily be forgotten. The DAA project found that “having the right people aware of and committed to the project is essential from the onset” (Design-led innovations for active ageing, 2014, 13). The project report suggests making a communication plan for each service design project, in order to identify the key stakeholders and plan how to influence them throughout the process from concept development to implementation. Projects that take place in complex networks of actors require systematic mapping of the stakeholders, and incorporating their perspectives and goals into the design to gain their support. (Design-led innovations for active ageing, 2014)

Han (2009) presents stakeholder involvement as an alteration of two modes of working: leading and facilitating. In the leading phases designers generate knowledge through user research, which is then shared with the stakeholders during phases of facilitation. A double-cycle process with the altering two modes was also used in the Tori 2.0 experiment, following the example of Bucolo, Wrigley and Matthews’ (2012) design-led innovation framework. The Tori 2.0 experiment showed that due to their lack of time and interest, it is challenging for municipal politicians to have a very active role in a service design project. Therefore it was beneficial to plan the collaboration in a way that allowed the experiment to proceed independently of the municipal politicians’ participation. Although further research is required, the experimented process showed promise.

The need to influence policy through service design poses two key challenges for the design process: translating practical insights into strategy, and conveying empathy. In order to benefit policy-making the user insights gathered through experiments need to be translated into a “meaningful long term vision” (Deserti and Rizzo, 2014, 91). Within the Monio and Tori 2.0 case studies it became rather clear that currently the municipal politicians themselves do not have the ability to do this. The limited time available, the vast amount of information and issues to handle, and the conflicting interests of different parties and areas make it impossible for the municipal politicians to form a meaningful vision by themselves. Therefore it is not enough for a service design project to provide user insights and plans. These specifics need to be connected to the general—the big picture of how the insights compliment or conflict current long-term goals of the municipality, and what kind of future policies and strategies scaling up the proposed practice would require. In case Tori 2.0 the presentation to
municipal politicians was started with a reminder of the strategic goals behind the project, and concluded with a look at how the concept could be scaled up in the future. The municipal politicians were also asked to evaluate how the project fulfilled the strategic goals, and how it could better fulfil them. The policy implications of further insights gathered through the experiment should be analysed towards the end of the experiment.

Inflicting an empathic response towards the user insights is essential in passing on the user understanding to the municipal politicians. User insights typically constitute the rationale and motivation, the why behind a proposal. In order to gain credibility and authority for the proposal, the decision-makers need to share the understanding of the needs it is based on. The easiest way to inflict empathy in the municipal politicians would be to involve them directly in the interaction with the citizens during the design process. However, due to the large amount of municipal politicians and their lack of time and interest, it is not possible to do that. There are various other methods used to convey empathy in service design, for example personas and empathy videos. In case Tori 2.0 storytelling was successfully utilised as a method. More important than the exact method used is that the importance of empathy is recognised, and that the communication towards municipal politicians is designed in a way that inflicts empathy.

In addition to user insights and empathy, municipal politicians yearn for concrete figures that they can use to evaluate the success of the project. How the project will be measured should be determined in the beginning of the project. In addition to indicating how successful the project was, measurement helps to focus on the right issues during the project work (Design-led innovations for active ageing, 2014). The DAA project report suggests setting a "practical list of key performance indicators for each step of the service design", which helps keeping the focus throughout the project in challenging political environments (Design-led innovations for active ageing, 2014, 13). In case Tori 2.0 key performance indicators were not identified. However, the measurement criteria for the experiment were defined together with the municipal politicians. When municipal politicians are involved in defining how the success of a project should be measured, it is easier for the project team to recognise which aspects are important for the decision-making. In Tori 2.0 the project team thought measurement was a difficult question, but the measurement criteria emerged rather clearly from the municipal politicians’ feedback.

When working with municipal politicians, the role of individual and group activities should be carefully considered. During Tori 2.0 experiment I learnt that keeping
a conversation with municipal politicians focused on a certain question requires very firm facilitation. Emphasis on individual reflection and documentation produced outcomes, while group conversations got derailed to topics that did not benefit the project work. Although with a rather different kind of topic and participants, Hyysalo et al. (2014) have discussed the benefits of keeping participants of collaborative design working alone. They found that individual work allows each participant to utilise their own expertise most effectively, and eases the documentation during a workshop. Similar observations were made during the Tori 2.0 project. In the workshop they present Hyysalo et al. effectively combined individual tasks with group work. In the first two part of the workshop they utilised individual tasks that aimed to maximise diversity, not to seek consensus. In the third part of the workshop group work was utilised to produce consensus outcomes that would complement the results of the individual tasks. In affinity, if the collaboration with municipal politicians is expected to produce a single outcome that everyone can agree with, individual and group work can be combined. Individual assignments can be used to help the participants to document their opinion, which can help facilitating a focused conversation to form a consensus. If the time for working together with municipal politicians is short, it may be best that the service design team works out a single end result based on the individual opinions from municipal politicians, which can then be brought back for a final conversation and tweaking.

**Conclusion**

Service designers working with the public sector have discovered that in order to turn new solutions into more widespread practices, policies need to be informed and created based on the results of the design experiments. Enabling this is the primary purpose for municipal politicians’ participation in service design projects. Collaboration with municipal politicians is also important in order to have a good understanding of the political situation, and how it affects the chances of a project going through in decision-making. Municipal politicians’ participation can help gaining support for the implementation of the concept and for the use of service design in general.

In order to ensure sufficient communication and collaboration with municipal politicians and other key stakeholders, the collaboration can be planned in the beginning of each service design project. A process where phases of insight gathering are followed by reflection together with the municipal politicians in an alternating fashion seems promising.
It is essential that during the process practical insights are translated into strategy, and that empathy is conveyed from the field experiments to the municipal politicians’ meetings. Measurement criteria can also be defined for each project, in order to gather feedback and data during the project that helps decision-making, and to keep focus during the project work.
blank page
Conclusions
7.1 The problem

Direct citizen participation has been increasing in the municipalities in Finland since the 1980s (Siitonen, 2007). The role of a citizen has changed from an object of service production to a customer, and to an active stakeholder who should be involved in discussing, designing and producing municipal services (Bovaird, 2005; Ryynänen, 2007; Torfing and Triantafillou, 2013). At the same time the development of public administration practices has strengthened the role of civil servants in the municipal organisation, making the traditional role of municipal politicians and the hierarchical decision-making structure in municipalities out-dated (Haveri and Rönkkö, 2007; Bergström, Magnusson and Ramberg, 2008; Juntunen, 2010; Niiranen, Joensuu and Martikainen, 2013).

During recent years municipalities have discovered the potential of service design in their service development. Among improving efficiency and effectiveness by utilising the knowledge of the frontline staff and focusing on what matters most to the users, and managing risks through early prototyping, (Design Council, 2008) service design can help municipalities to involve citizens more in service development. As civil servants have started to employ service design process and methods in their work, the need to configure the role of municipal politicians has become visible also in the context of service design. Service design brings in the users of the service as experts of their own experience (Greenbaum and Kyng, 1991), and as the different values and needs are already weighed during the design process, municipal politicians are left with the task to prioritise the use of resources based on the knowledge generated through the process. The open-ended exploration and iteration typical to service design process (Koivisto, 2007) make it difficult to plan strategies ahead, as new insights that emerge during the process can inflict a change of strategy. The emphasis on this kind of emergent strategy (Mintzberg and Waters, 1989, in Seidel, 2000) raises the importance of decisions made during the design process, potentially diminishing the role of municipal politicians if they are unable to participate in the decision-making. In order to gain political authority to the outcomes of service design, municipal politicians need to participate in the design process.

In the Monio case study I discovered that the municipal politicians were intentionally kept at a distance during the project due to the conflicted decision-making culture and lack of trust between civil servants and municipal politicians, and because service design was not seen strategically significant. This caused the service design concept
to be disconnected from strategic and political goals, and not match the expectations of the municipal politicians. Some of the municipal politicians were unaware of the citizen participation during the project, which diminished the authority of the proposal. In the best case the concept could have acted as a vision to guide strategic decision-making. Instead, it received rather harsh critique when presented to the municipal politicians. I believe involving the municipal politicians more during the design project could help prevent similar problems.
7.2 Practices to support collaboration

To find out how the municipal politicians should be involved in a service design project I conducted a case experiment and a literature review. The primary purpose of municipal politicians’ participation in service design projects is to enable the insights gathered through experiments to influence policy-making (see Junginger, 2013; Deserti and Rizzo, 2014). This includes both adjusting existing policies, and informing and envisioning future policies (Junginger, 2013). A second purpose for collaborating with municipal politicians during service design projects is to understand the political situation and how it affects the way the outcomes will be received. This is important, because “there is often only a small window for a project to fit within the budgetary and political decision-making” (Design-led innovations for active ageing, 2014, 13). A third purpose for municipal politicians’ participation is to gain support for the implementation of the concept and the use of service design in general (Steen, Manschot and De Koning, 2011; Di Palma, 2013). I found that the following practices help creating a successful collaboration with the municipal politicians.

1. Plan the collaboration

Making a plan on who to involve in the design project and when helps to ensure sufficient collaboration. Both municipal politicians and civil servants are busy, and a plan encourages booking time for the collaboration in advance. In the Tori 2.0 project a double-cycle process was utilised, aiming to create a learning cycle with alternating phases of prototyping and strategic reflection. Although the plan was implemented only partially, the structure supported learning during the project as intended.

2. Translate practical insights into strategy

In order to benefit policy-making the user insights gathered through experiments need to be translated into a “meaningful long term vision” (Deserti and Rizzo, 2014, 91). User insights and designs need to be connected with the big picture of how the insights compliment or conflict current long-term goals of the municipality, and what kind of future policies and strategies scaling up the proposed practice would require. Due to the limited resources of
municipal politicians, the ability of service design to influence strategic decision-making is low unless civil servants translate the gathered knowledge to aid the decision-making.

3. **Convey empathy**

As it is unlikely that municipal politicians are able to participate directly in gathering the user insights, it is important that the insights are communicated in a way that inflicts empathy in the municipal politicians. In order to gain credibility and authority for the proposal, the decision-makers need to share the understanding of the needs it is based on. In the case Tori 2.0 narratives were utilised as a method, by telling the story of one event organiser and her experience through preparing and facilitating the event. However, there are also other methods in service design that can be used for conveying empathy, for example personas and empathy videos.

4. **Measure and document success**

When experiments are conducted, it is essential that they are measured and documented in a way that supports decision-making. In addition to indicating how successful the project was, measurement helps to focus on the right issues during the project work (Design-led innovations for active ageing, 2014). In the Tori 2.0 project the measurement criteria was defined together with the municipal politicians. This way we were able to find out what kind of things the municipal politicians look at when making a decision on continuing and extending the concept, and will be able to pay attention to those when documenting the experiment. In addition to quantitative figures, the municipal politicians emphasised the importance of qualitative data in the form of concrete success stories and feedback from the event organisers. The documentation of the experiment should not be presented only at the end, but rather the municipal politicians hoped for an open blog-like platform where they could follow the project and access information. In the Tori 2.0 project a Facebook group was utilised.
5. Consider the use of individual and group work carefully

In the Tori 2.0 project I discovered that as the municipal politicians handle such a wide array of topics in their decision-making, their conversations tend to move from a specific question to other related topics very quickly. This can be useful if the purpose is to understand the connections around the topic. However, when seeking answers for a specific question, it turned out to be better to ask each municipal politician to write down their thoughts individually, after which they could be discussed. This way the answers to the question are documented, and the following conversation is more focused.
7.3 Evaluation of the results

In my thesis I have explored the roles and communication between civil servants and municipal politicians in service design projects. As there is very little prior research on the topic, it is difficult to say whether or not some of the observations made in the two case studies can be applied to other cases. The importance of creating a link between service design and strategic decision-making has been recognised by other researchers (see Junginger, 2013; Deserti and Rizzo, 2014), as well as the importance of planning the collaboration (Design-led innovations for active ageing, 2014), translating practical insights into strategy (Deserti and Rizzo, 2014), and measuring the success of the project (Design-led innovations for active ageing, 2014). However, with so few points of reference, it should be examined critically whether these and the other principles I suggest can be applied to another case or not.

The two cases studied in this thesis are quite different from each other in topic and approach. The Monio project handles upper secondary education, the arranging of which is a compulsory task for municipalities. The design process utilised co-design methods to create a concept for the new school. The Tori 2.0 project on the other hand attempts to increase the appeal of the area, which is a task the municipality has taken up voluntarily because it is seen strategically important. The design process focused on co-production and iteration of the service based on feedback and observations. Due to the differences of the projects, it is likely that the way the municipal politicians perceive them is quite different. The two are evaluated with different standards, and the level of interest towards the projects within the political organisation is different. I noticed that the municipal politicians perceived the Tori 2.0 project very positively from the start. This may be because it was a concrete step towards a strategic goal that they had determined. The municipal politicians’ positive attitude made it easy to collaborate with them, which was good from the point of view of trying new practices for the collaboration. However, it is difficult to say how well the collaboration practices would succeed in gaining the commitment of the municipal politicians if they weren’t as positive to begin with. For this and for the reason that the Tori 2.0 project is still undergoing, conclusions on how well the collaboration practices succeeded to benefit the decision-making cannot be drawn.

In the Tori 2.0 project I had an active role in planning the collaboration between different stakeholders and carrying it out in practice. It is unlikely that any collaborative activities would have taken place without my involvement. Therefore my participation
Conclusions

affected the end result of this study significantly. The purpose of the experiment was to try out solutions rather than study the civil servants’ work without interference. This allowed me to learn not only about the problem and context, but also about possible solutions. It would not have been possible without my participation, because the civil servants did not have the motivation or resources to try out collaboration practises with the municipal politicians by themselves. It cannot be expected that similar outcome would occur if civil servants were acting independently.

My thesis contributes to the research concerning the adoption of service design in municipalities through a topic that has not been studied before. As far as I know, the cases presented in my thesis are the first ones that document and analyse the roles and communication between civil servants and municipal politicians in service design projects in detail. Although the results cannot be generalised without further examination, I was able to identify certain principles that may be the key to successful collaboration. Further research can and should extend and elaborate on these principles, in order to build a more solid base of knowledge to support the adoption of service design in municipalities.
7.4 Suggestions for further research

Within this thesis some new practices for collaboration between civil servants and municipal politicians were tried out. To further develop the collaboration and take new practices into wider use in the organisation requires resilient work. In order to take the new practices into use in the organisation, they need to be beneficial for the work of the civil servants. During the Tori 2.0 project I discovered that the civil servants are extremely busy, and anything that doesn't directly benefit the completion of their tasks gets easily deprioritised. The collaboration with municipal politicians increases the quality of the outcome of the project, and makes it more likely to go through in the decision-making. However, it doesn't help completing the project faster, as collaboration takes time and effort. The benefits to the outcome of the project and to the decision-making are not present enough in the daily work to motivate civil servants to put effort in the collaboration. For the new practices to take root in the organisation, they should produce instant benefits to the daily work of civil servants. What these short-term benefits could be and how they can be achieved is an interesting and important topic for further investigation.

Another important topic for further research is the collaboration channels between civil servants and municipal politicians in the context of service design. In this thesis a separately arranged workshop and a committee meeting were used. However, both of these had some significant downsides. The workshop only attracted a small number of participants who were very interested in the topic. The committee meetings can reach a wider audience, but they are not organised very frequently, and can only spend a very short time on each topic. More research is needed on which channels work best to fulfil the different purposes of municipal politicians’ participation. It would be especially interesting to investigate the possibilities of digital channels in distributing, reflecting, and gathering information. They could provide lower-threshold opportunities for collaboration compared to face-to-face meetings.

In my thesis I concentrated on investigating the relationship between the civil servants who are members of a service design project team and the municipal politicians. However, in the administrative organisation there are public managers and steering groups that are very significant decision-makers in the municipality. It is important to understand what is the role of the administrative decision-makers in a service design project, and how they should be involved as well. In Tuusula the service design projects were approved and
supported by the public managers, and no problems in relationship to them emerged during my research. In another municipality the situation might be different, which is why the role of public managers in service design projects is an important direction for further research.

The processes through which the user insights gathered during service design projects can influence future decision-making should also be studied in more detail. It should be studied how the municipal politicians are able to use the information provided through service design on decision-making within the same project, but also how the knowledge can benefit the formation of future strategies. There is a tremendous potential in developing the decision-making culture in municipalities into more user-centred and iterative, so that strategies could be tested and adjusted through practical experiments, making policy-creation a co-creative activity.
Attachments

Text in all attachments has been translated from Finnish to English.

Attachment 1a. Interview questions for municipal politicians.

Tell me about yourself:
• How did you end up taking part in municipal politics?
• What kind of position/tasks do you have in the political organization?
• Which topics are you especially interested in?

Experiences about citizen participation
What does citizen participation in service development mean in your opinion?

What kind of experiences do you have about citizen participation in service development?
• Give an example of how citizens have participated in service development?
• What has been good about the participation? Why?
• What has been bad about the participation? Why?

Attitudes towards citizen participation
What kind of attitudes do other politicians have towards citizen participation? Why?
Has somebody especially spoken for more citizen participation? When, how, why?
Has somebody opposed citizen participation? When, how, why?
If citizens participated more in service development, what would be the benefit? Why?
What harm could it cause? Why?

Why Monio project has been opposed
Last spring citizens participated in the design of a new community centre, but the project was not received very well by the executive board. Why?

How good was the communication towards municipal politicians during the project?
• Were you aware that the design process started?
• Did you know that the project team would involve citizens in the design?
• Did the communication during the project influence that the design was not received positively? How?

Which civil servants or municipal politicians drove to start the design of the community centre?

Did it influence your attitude towards the project? How?
• How do the parties’ opinions affect what kind of projects are supported?
• Are there any groups of civil servants and municipal politicians, within which people support each other?

What was the meaning of citizen participation in the Monio project?
• What kind of benefit/harm did it cause?
• How much authority do citizens’ opinions and ideas have in the decision-making?

**Decision-making power**

Three examples of service development situations (attachment 2). Mark how much decision-making power each stakeholder should have in the matter. Why?

When designing public services, the question of who should be heard more often arises. For example when designing healthcare services, should those who use the services a lot be heard more than those who use them barely at all? What kind of thoughts do you have on this topic?
• How important is it to offer equal chances to influence to everyone, regardless of whether or not they are active users of the service?

What kind of tensions are there between the municipal politicians and civil servants?
• What causes them?
• How do they affect the way plans go through in decision-making?

Is there something else that I should know about?
**Attachment 1b. Interview questions for civil servant (public manager)**

Tell me about yourself:
- How did you end up in your current position?
- What kind of tasks do you have in the organization?

**Experiences about citizen participation**

What does citizen participation in service development mean in your opinion?

What kind of experiences do you have about citizen participation in service development?
- Give an example of how citizens have participated in service development?
- What has been good about the participation? Why?
- What has been bad about the participation? Why?

**Attitudes towards citizen participation**

What kind of attitudes do municipal politicians have towards citizen participation? Why?
Has somebody especially spoken for more citizen participation? When, how, why?
Has somebody opposed citizen participation? When, how, why?
If citizens participated more in service development, what would be the benefit? Why?
What harm could it cause? Why?

**Why Monio project has been opposed**

Why was the design of the new upper secondary school started?
What was your role in the project?

What was the meaning of citizen participation in the Monio project?
- What kind of benefit/harm did it cause?
- How much authority do citizens’ opinions and ideas have in the decision-making?

The project was not received very well by the executive board.
How did it show?
What do you think caused it?
Was the opposition visible already during the project? How? Why?

How did you communicate about the design project to municipal politicians during the design process?
How did you communicate that the project was started?
When and how did you communicate that the citizens will be involved in the project?
Did the communication during the project influence that the plan was not received positively? How?

How did you feel about communicating about the project outside of the project team?
What made the communication more difficult?
What made the communication easier?
When and about what is the communication especially important?
Which communication channels work well?
Which communication channels work badly?

What kind of roles were included in the project work?
Who were involved in addition to the project team?
How was the project steered?
Did the roles influence the way the concept was received by the municipal politicians? Why?

Which civil servants or municipal politicians drove to start the design of the community centre?
Did it influence people's attitudes towards the project? How?

What kind of attitude did municipal politicians have towards citizen participation in the Monio project? Why?
How could the municipal politicians' attitudes be influenced?

How could similar problems that the Monio project had be avoided in future projects?
What kind of role should municipal politicians have in service design projects?

**Decision-making power**
Three examples of service development situations (attachment 2). Mark how much decision-making power each stakeholder should have in the matter. Why?

When designing public services, the question of who should be heard more often often arises. For example when designing healthcare services, should those who use the services a lot be
heard more than those who use them barely at all? What kind of thoughts do you have on this topic?

• How important is it to offer equal chances to influence to everyone, regardless of whether or not they are active users of the service?

What kind of tensions are there between the municipal politicians and civil servants?

• What causes them?

• How do they affect the way plans go through in decision-making?

Is there something else that I should know about?
Attachment 1c. Interview questions for civil servant (project team member)

Tell me about yourself:
- How did you end up in your current position?
- What kind of tasks do you have in the organization?

Experiences about citizen participation
How did you end up taking part in the Monio project?
Have you taken part previously in design projects where citizens are involved?

How did you feel about citizen participation in the Monio project?
- What was good about the citizen participation? Why?
- What was bad about the citizen participation? Why?

Attitudes towards citizen participation
What kind of attitudes do municipal politicians have towards citizen participation? Why?
Has somebody especially spoken for more citizen participation? When, how, why?
Has somebody opposed citizen participation? When, how, why?
If citizens participated more in service development, what would be the benefit? Why?
What harm could it cause? Why?

Why Monio project has been opposed
The project was not received very well by the executive board.
How did it show?
What do you think caused it?
Was the opposition visible already during the project? How? Why?

How did you communicate about the design project to municipal politicians during the design process?
- How did you communicate that the project was started?
- When and how did you communicate that the citizens will be involved in the project?
- Did the communication during the project influence that the plan was not received positively? How?
How did you feel about communicating about the project outside of the project team?
• What made the communication more difficult?
• What made the communication easier?
• When and about what is the communication especially important?
• Which communication channels work well?
• Which communication channels work badly?

What kind of roles were included in the project work?
• Who were involved in addition to the project team?
• How was the project steered?
• Did the roles influence the way the concept was received by the municipal politicians? Why?

Which civil servants or municipal politicians drove to start the design of the community centre?
Did it influence people's attitudes towards the project? How?

What kind of attitude did municipal politicians have towards citizen participation in the Monio project? Why?
How could the municipal politicians' attitudes be influenced?

How could similar problems that the Monio project had be avoided in future projects?
• What kind of role should municipal politicians have in service design projects?

Decision-making power
How much authority do you think users' opinions have in the municipal decision-making? Why?
• What influences how seriously users' opinions are taken?

How could users' decision-making power be increased?

Continuation of the Monio project
How will the Monio project continue from now on?

Is there something else I should know about?
Place the following stakeholders on the lines according to how much decision-making power they should have in the design questions at hand.

C = civil servant, P = politician, U = user of the service, E = employees of the service

The spaces of the library are renewed during a renovation. To support the planning, the designers want to find out what people want to do in the library, and what kind of spaces is needed for it (for example for online surfing, studying, children's book club...).

An online booking system is being designed for the healthcare centre's website. The designers need to know what kind of instructions and information the customer needs when making the booking.

The municipal sports services are planning a vision to guide their operation for the next three years. The goals for the effects of the operation are determined for different groups of citizens.
1. Preparation

Within the strategic goal to increase the appeal of Tuusula, the Tori 2.0 project has been started. The civil servants in the project team make a project plan. The project plan includes the goals, timeframe, what will be done during the project, and who will be involved in the project.

**Municipal politicians’ role**

**DISCUSS**

How should the project framing be steered?

Are there any existing opportunities for developing the market square the municipal politicians are aware of?

How could those be taken into account?

**WRITE DOWN**

What kind of strategic steering does the preparation require, and who should give it?
2. Ideation

Ideas for developing the market square are collected from citizens in the Pop up Tuusula event. During the day workshops are arranged where citizens can bring out their own wishes and ideas what they would like to do on the market square. Companies and associations are also invited to participate and pick ideas that support their business and realise them in collaboration with the municipality.

Municipal politicians’ role

- **DISCUSS**
  
  How can the information about the citizens’ needs and wishes collected during the ideation help municipal politicians in future decision-making?

- **WRITE DOWN**
  
  For what purpose, in what format and to whom should the information about citizens’ needs and wishes be delivered?
3. Analysis

The civil servants of the project team analyse the results of the ideation by grouping fragments of ideas into more complete entities. The best ideas are chosen for further development and implementation.

Municipal politicians’ role

Discuss
How could steering from municipal politicians help evaluating the ideas?
How to choose ideas that will gain the necessary support from decision-makers?

Write down
Who should participate in evaluating the ideas and why?
4. Implementation

The technical requirements and need for partners and funding of the chosen ideas are mapped. The contacts to companies and associations formed during ideation are utilised in the implementation where possible.

When the event or activity is realised, the participating citizens are asked for feedback and further ideas.

**Municipal politicians’ role**

- **DISCUSS**
  How the knowledge about increasing the appeal of Tuusula gathered through experiments could help future decision-making?

- **WRITE DOWN**
  What kind of information should be collected?
  To whom and in what format should the information be delivered?
Attachment 4. Idea template for the workshop with citizens.

1. IDEA

Name of the event

Write a short description about the event:
What happens? Who is the event targeted to?

Draw or attach a picture

2. DOERS

Contact person in the team:

Name, phone number and email

What roles are related to the implementation?

What can you do yourself?

Who others are needed?

Where can you find the missing doers?
Attachment 5. Survey for event organisers

Describe briefly the event you organised

How many participants/visitors did you have?

How successful was the event? (Scale 1-5, 1 = extremely unsuccessful, 5 = extremely successful)
What helped the event to go well?
What hindered the event to go well?

Which spaces did you use for the event? (Multiple choice, choose one or more)
- pop up space
- market square
- Säie pavilion

What worked well in the space and organising?
What worked poorly in the space and organising?

Would you arrange another event in the pop up space / market square / Säie pavilion? Why / why not?

What ideas do you have related to the pop up activity?
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References


References


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