DESIGN CAPABILITY IN MIGRI

Revealing challenges and opportunities for the development

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Master’s Thesis | 2019
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Thank you

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Abstract

Public sector and government organisations increasingly use design and user-centric approaches for development and innovation. Although some design positions exist in the Finnish governmental sector, in-house design teams or design and innovation labs are rare at the national level and tend to operate solely as fixed-term experiments. Consequently, there is a shortage of case studies describing the operations of such labs in Finland.

This thesis studies design capability in the Finnish Immigration Service (Migri); their design resources, design awareness, and structures enabling design. The research is conducted as a practice-led case study, covering three projects executed during a 6-month internship at Inland design, Migri’s in-house co-design team. The study derives insights through autoethnographic documentation and analysis of the researcher’s role as a service designer in projects in Migri.

The findings outline seven aspects that hinder design capability in terms of design resources, design awareness and structures that enable design. As an outcome, the study identifies five opportunity areas to develop design capability in Migri; (1) securing internal design resources, (2) establishing a permanent design leadership position, (3) establishing basic design understanding, (4) supporting transparency of design work and (5) using tangible examples for design’s validation. As a key finding, the results suggest the establishment of a design leadership role as the most influential opportunity, considering that its current absence is a structural challenge that limits all aspects of design capability development.

The implications of this research complement two prior master’s theses conducted in the research context of Inland design. The conclusions indicate development efforts specified for Migri. Furthermore, they contribute to the broader understanding of design capability in the public sector and government organisations that host or intend to establish a design and innovation lab.

Keywords  Design capability, design and innovation lab, government organisations, case study
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Tiivistelmä


Tämä opinnäytetyö tutkii Maahanmuuttoviraston (Migri) muotoilukyvykkyyttä; sen muotoiluresursseja, muotoilutietoisuutta ja muotoilun mahdollistavia rakenteita. Tutkimus toteutetaan kolme projektia kattavana käytäntölähtöisenä tapaustutkimuksena Inland designissa, Migrin sisäisessä co-design- tiimissä kuuden kuukauden harjoittelujakson aikana. Tutkimus hyödyntää autoetnograafista dokumentaatiota ja analysoi opinnäytetyöntekijän roolia palvelumuotoilijana Migrin projekteissa.

Tutkimus paljastaa seitsemän muotoilukyvykkyyttä estävää aspektia liittyen Migrin muotoiluresursseihin, muotoilutietoisuuteen ja muotoilun mahdollistaviin rakenteisiin. Tuloksena aineistosta yksilöidään viisi mahdollista muotoilukyvykkyyden kehittämisalentaa Migriissä; (1) sisäisten muotoiluresurssien turvaaminen, (2) pysyvän muotoiluluohtaja-aseman perustaminen, (3) muotoilun perusymmärryksen luominen, (4) muotoilutyön avoimuuden tukeminen ja (5) konkreettisten esimerkkien käyttäminen muotoilun validoinnissa. Merkittävimpänä päähavaintona esitetään muotoiluluohtajan roolin luominen, sillä sen nykyinen puuttuminen on rakenteellinen haaste, joka rajoittaa muotoilukyvykkyyden kehityksen kaikkia osa-alueita.

Opinnäytetyön havainnot täydentävät kahta aikaisempaa samassa tutkimuskontekstissa tehtyä opinnäytetyötä. Tutkimus identifioi tapoja, joilla Migri voisi entisestään kehittää muotoilukyvykkyyttään. Sen lisäksi tutkimus auttaa edistämään muotoilukyvykkyyden laajempaa ymmärrystä julkisen sektorin ja julkishallinnon organisaatioissa, joilla on jo tai jotka ovat aikeissa perustaa muotoilu- ja innovaatiolaboratorion.

Avainsanat  Muotoilukyvykkyyys, muotoilu- ja innovaatiolaboratorio, valtionhallinto, tapaustutkimus
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1 Introduction

This thesis is structured into nine chapters in the following manner.

This chapter, *Introduction*, presents the starting point for this thesis. Chapter two, *Research setting*, introduces the research context of Finnish Immigration Service and Inland design. Chapter three, *Background*, introduces government organisations and public sector as an environment for design, design and innovation labs in the context, and design capability as a term. Chapter four, *Research objectives*, outlines the research gap and research questions of this thesis. Chapter five, *Research methods and methodology*, introduces the main methodological choices of the research and addresses their limitations. Chapter six, *Case study: Inland design*, presents the research through three projects conducted during six months of employment at Inland design. Chapter seven, *Findings*, presents and discusses the findings of this study. Chapter eight, *Implications and recommendations*, lists the recommended actions for the development of design capability in Migri. Chapter nine, *Conclusions*, concludes the findings of the study and answers the research questions.
The wicked problems of our age have forced governments to rethink and renew the ways they operate. To keep up with the demands posed by the rapidly changing world, public sector and government organisations around the world have started introducing design, particularly user-centric approaches, as a means to advance innovation and promote change (Deserti & Rizzo, 2014; Yee & Choukeir, 2016). In Finland, many design positions already exist in the public and governmental sector. However, entire in-house design teams are rare at the national level and tend to operate as fixed-term experiments, rather than as permanent internal capabilities.

Organisation’s design resources, design awareness and design enabling processes and structures are commonly referred to as their design capability (Malmberg, 2017). In order to establish design as a permanent practice in the governmental sector, acknowledging and developing design capability is essential.

A need for new innovative solutions surfaced in the Finnish Immigration Service (Migri) in the aftermath of the European migrant crisis of 2015. In 2017 Migri established their in-house design lab, Inland design. In this thesis, I study the challenges and opportunities for design capability in the context of Migri. The research is conducted as a practice-led case study, covering three projects that were executed during a 6-month internship at Inland design. I derive insights through my role as a service designer in the context.
2 Research setting
In this thesis, I explored the context of a design and innovation lab, Inland design, located in the Finnish Immigration Service (Migri). In this chapter, I describe the research context of Migri and Inland design.

## 2.1 The Finnish Immigration Service (Migri)

The Finnish Immigration Service, Migri, is an organisation that implements the Finnish immigration policy by handling the decision-making in matters related to immigration, asylum, refugee status, and citizenship. Migri is a subordinate to the Ministry of the Interior and works in collaboration with several ministries and authorities that handle immigration-related matters (Finnish Immigration Service, 2019a). Migri’s organisational strategy for 2021, adopted from January 1st, 2017 states their strategic vision: “From immigration to citizenship; building a viable and safe Finland”. The four strategic focus areas are customer orientation, operational effectiveness, improved readiness, and a great workplace (Finnish Immigration Service, 2019c).

Migri consists of nine units (figure 1): four substance units: Citizenship, Immigration, Asylum and Reception, and five support units: Customer Relations and Communications, Office, Administration, Legal Service and Country Information and E-services (Finnish Immigration Service, 2019b). The work in the substance units centres around Migri’s main operations. These units mainly process applications and handle decisions, maintain the reception system and provide specific substance expertise. The support units, as the name suggests, support the main operations through their expertise in, e.g. communications, country information, legal advice, IT, and recruiting. The Director-General is in charge of leading the operations of the entire organisation (Finnish Immigration Service, 2019a).
2.2 Inland design

Migri established its design and innovation lab, Inland design, in 2017. The lab is often alternatively referred to as an “in-house co-design team”, so both “team” and “lab” are used throughout this thesis. Inland design locates within one of Migri’s support units: E-services unit, where it was established as a reaction to the changing work environment and increasing pressures of digitalisation and technological disruption (Swan, 2018). The team is led by Mariana Salgado, who acted as the advisor for this thesis, and was an important source for insider information and perspective used to support this work.

Inland’s mission is to identify key areas where design can have an impact on the well-being of immigrants. The team has three strategic priorities: 1. bringing a human-centred approach to projects, 2. kickstarting projects with other organisations and 3. bringing organisational change through experimental culture. Majority of Inland’s work centres around projects, but in parallel to project work, the team additionally develops “initiatives”, activities that are independent of project work. They aim to provoke change in attitudes towards customers, colleagues and the Inland team itself, as well as establish collaborative working practices in the organisation and harness experimental culture (Salgado, 2018a).

When I started as a service design intern, the Inland team had been functional for 13 months and at that point employed a service design intern and three full-time
service designers. By February 2019, at the end of my employment, Inland had been involved in 37 projects of different levels and depths. Projects varied from simple one-day workshops to year-long service design training. The following section presents four operating models Inland has established to cater to different project types in Migri.

### 2.2.1 Operating models

So far, Inland Design has established four operating models. The models describe different levels of involvement and the variety of possible contributions to Migri’s operations. Since Inland works as an integral part of Migri, there is a strong will in the team to influence the whole working culture at large. Instead of concentrating all resources in a few main projects, there is a conscious effort for different actions all over the organisation (Salgado, 2019a).

**From leading to consulting**

The first operating model (figure 2) requires the service designer to devote a sufficient amount of time to a project in the beginning. Inland’s designer starts in a vital role as a type of expert leader, and gradually fades out to a consulting role, giving the responsibility forward to a Migri colleague or an external partner (Salgado, 2019a). The primary responsibilities of a service designer typically consist of project coordination, providing service design expertise and consulting during critical moments of the project.

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**Figure 2: Operating model 1, from leading to consulting. Adapted from Salgado (2019)**
Participating

In the second operating model (figure 3), the service designer works alongside or within a team or teams. In projects like this, their tasks are typically about clarifying goals, facilitating activities and visualising outcomes. Participation in these projects aims to ensure that there is an iterative and collaborative approach in the way of arriving at solutions (Salgado, 2019a).

Figure 3: Operating model 2, Participating. Adapted from Salgado (2019)

Inland Design helps to build the road: training & design process

Inland Design helps if the team is stuck

Inland Design helps to raise the quality of deliveries

Figure 4: Operating model 3, Consulting. Adapted from Salgado (2019)
**Consulting**

While following the third operating model (figure 4), the service designer works as a consultant. They help set the project frames and get the team started, guide their process and help the teams when they are stuck. The goal of their involvement is to help raise the quality of the final delivery (Salgado, 2019a). Typically, their tasks have to do with supporting collaboration and ideation.

**Building space for collaboration**

In the fourth operating model (figure 5), Inland facilitates an exchange of knowledge and expertise between academia, non-governmental organisations, other public agencies and Migri. So far, it has been facilitated by offering an internship/master’s thesis position in the team, providing feedback in university courses and producing events in collaboration with professors at Aalto University (Salgado, 2019a).

![Figure 5: Operating model 4, Building space for collaboration. Adapted from Salgado (2019)](image-url)
2.2.2 Positioning design in Migri

"[Inland is] a part of Migri – [we are] not external consultants, not coming from other agencies. We work alongside Migri workers with Migri email addresses & badges. And therefore, we have a deeper understanding of current working practices”

(M. Salgado, personal communication, August 14, 2018)

Inland design is an example of an embedded design team located in a governmental organisation. In Junginger’s (2009) model of positioning design in organisations (figure 6), design in Migri would currently lie between the second “peripheral” stage and the third “central” stage. Inland functions as a part of the organisation, and the team practices design thinking and applies design methods to develop services. In some parts of Migri design is already highly visible, but it is not yet central to the operations in any part.

Figure 6: Positioning design in Migri. Adapted from Junginger (2009).
2 Research setting
3 Background
This chapter introduces government organisations and public sector as an environment for design, design and innovation labs in the context, and design capability as a term.

### 3.1 Design in government and public sector

Public sector organisations around the world have started introducing design, particularly user-centric approaches, as a means to advance innovation and promote change (Deserti & Rizzo, 2014; Yee & Choukeir, 2016). They attempt to tackle the growing demand for user-centred services by embedding human-centred design into their organisations. An increasing amount of service design projects, government innovation labs, specialised events with relevant themes as well as growing interest in the related academic research demonstrate the growing efforts (Yee & Choukeir, 2016).

In parallel to global development, Finland begun bringing design in the public sector. One of the pioneers, Helsinki Design Lab (HDL), operated from 2009 until 2013, funded by the Finnish innovation fund Sitra. HDL’s mission was to advance the integration of design in the government by supporting governmental decision making and service delivery through strategic design (Helsinki Design Lab). Many public agencies and Ministries have since set up design positions and teams in their organisations. In 2016, the City of Helsinki established a pioneering position by appointing Anne Stenros as the Chief Design Officer (CDO) (Argillander, 2016). Stenros was involved in setting up Helsinki Lab, an experimental collaboration platform (City of Helsinki, 2018). In the same year, D9 Digital team was created to support customer-oriented digital transformation in central government. First located in the State Treasury (Valtiokonttori), the team has since been recreated with an altered vision in the Population Register Centre (Väestöklientikeskus) from January 2019 (Valtiokonttori, 2018). Inland design was created in Migri in 2017, to combine design thinking with advanced
technological capabilities to co-create better services for immigrants (Inland Design).

The continuing growth of design in government is currently visible in "Julkis-muotoilijat", a continually expanding community of service designers and designerly-minded civil servants working in the Finnish government organisations. Their shared mission includes supporting internal design skills and capabilities and enhancing cross-governmental collaboration through the sharing of experiences and practices through a Facebook-group, regular Skype-sessions and theme events (A. Leppänen, personal communication [Lecture notes], June 6, 2019).

3.2 Design and innovation labs

3.2.1 Design and innovation labs in government organisations

The research context, Inland design, identifies as a design and innovation lab. Hum and Thibaudeau (2018) introduce government innovation labs as one of the approaches to bring human-centred design in government organisations. They define innovation labs as semi-autonomous organisations that collaborate with diverse participants to discover and implement radical solutions for open-ended systemic challenges that governments face. In simpler terms, innovation labs are specialised and often multidisciplinary teams, aiming to change organisational culture and break users and service providers out of the rigid culture that tends to limit innovation more than support it (Hum & Thibaudeau, 2018). As government organisations typically consist of numerous departments, there can be variations in the composition and focus of innovation labs (Swan, 2018). Consequently, the lab's influence, methods and approach to design can vary significantly according to their positioning and the host organisation.

Although several designers already work in the Finnish governmental sector, design and innovation labs are still rare at the national level and tend to operate as fixed-term experiments.
3.2.2 Threats for design and innovation labs in government organisations

Despite the continuing emergence of new design labs and their documented successes, design labs still fight for survival. Many threats are considered to limit innovation labs and design capability in the governmental sector. Different governments, their subordinate agencies, and policies have different priorities, values, beliefs, and approaches. Design in government is thus exceedingly complex and context-centric and coming up with a specific model of implementing design is challenging (Swan, 2018). For example, when governing political parties change, the visions and strategies often change with them, making the innovation labs’ existence threatened by the changes in governmental agendas and the political landscape. Several innovation labs, such as the pioneering MindLab in Denmark, have closed in recent years as a result of changing governance and agendas. The phenomenon demonstrates how innovation is still seen as a temporary trend rather than the strategic, long-term investment that it needs to be (Apolitical, 2019).

Governments and public sector organisations operate differently compared to the private sector. Public sector organisations’ level of social responsibility and accountability are significantly higher compared to the private sector. Public services are required to operate in an equal manner and indicate stability and predictability for their customers (Bason, 2010). Especially government organisations have the ultimate level of accountability to the public; they need to provide services to all eligible individuals, abide by legislation and uphold public trust on their operations (Hum & Thibaudeau, 2018). They operate under publicly funded budgets and are measured based on critical metrics, which pushes them to focus on increasing efficiency, productivity, and predictability of their operations, and intentionally avoiding risks (Swan, 2018). This reality makes government organisations change-resistant, cautious for innovation, and likely to prioritise their legal duties over innovation and service development (Hum & Thibaudeau, 2018). For this reason, applying design in the context is additionally challenging.

The general public brings another level of challenges. They expect the same level of simplicity and individuality from public sector services than private-sector ones. However, there is usually no option of closing public services for
maintenance, as the organisations are often one of the few or even the only service provider in their field (Swan, 2018). For example, when Migri’s online application platform is updated or developed to reach, e.g. better accessibility or more personalised content, the processing of applications still needs to go on during the development, and the service cannot pause for extended periods. The constant pressure of upholding and maintaining services while simultaneously attempting to improve them, puts government organisations and the civil servants they employ, in a challenging position (Hum & Thibaudeau 2018).

Innovation labs were, to a degree, created as a response to some of the identified challenges for design in the public sector context: the lack of continuity due to using of consultants, the high monetary costs and poor implementation of process outcomes (Blyth, Kimbell & Haig, 2011; Mulgan, 2014, as cited in Malmberg, 2017). By moving the designers’ work within the organisation in the form of innovation labs, the designers get better access to work as a catalyst and facilitator to aid the development of ideas proposed by their civil servant colleagues (Hum and Thibaudeau, 2018).
3.3 Design capability

According to Yee and Choukeir (2016), lacking capability and capacity available to in-house teams tasked with service development is one key barrier that hinders service design implementation in the public sector. The recorded challenges imply that there is value in developing design capability to achieve better establishment and implementation of design in the public sector.

The concept of design capability lacks a clear description and definition. Other terms such as design competence and design capacity are used inconsistently with a similar or occasionally even opposite meaning (Malmberg, 2017). I follow Malmberg’s choice of using the term “design capability”, as it is most commonly used to refer to an organisation’s acceptance, understanding, and ability to use design. In her literature review, Malmberg (2017) raises the following three aspects affecting design capability: design resources, awareness of design and structures enabling the use of design (figure 7).

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**Figure 7: Three aspects of design capability based on literature. Adapted from Malmberg (2017)**

- **Design resources**
- **Awareness of design**
- **Structures enabling design practice**
### 3.3.1 Design capability as design resources

According to Malmberg (2017), design capability as design resources is described as access to human resources that possess design competence, as well as non-human resources, such as tools and facilities needed for the design practice. This perspective implies that design capability can be developed by increasing design competence. Employing in-house designers, procuring design from outside the organisation, and training civil servants in designerly tools, methods, and activities, can help increase the overall design resources of the organisation and thus, develop their design capability (Malmberg, 2017). In the context of Migri, the design resources primarily refer to the service designers working in the Inland team, and by a looser definition, to the handful of civil servants that have been trained in basic service design during a year-long service design course organised by Inland. The creation of Inland team has demonstrated Migri’s will to develop their design competence through design resources.

### 3.3.2 Design capability as awareness of design

The second aspect of design capability is commonly described as an organisation’s perception and understanding of the use of design. It involves understanding design approaches, tools, methods, and potential contributions. This perspective implies that growing awareness of design is essential to develop the organisation’s design capability. It is crucial, especially in design-novice organisations (Malmberg, 2017). In the context of Migri, the awareness of design I refer to is more specifically the awareness of service design, as there had already been some existing knowledge and procurement of graphic design before Inland was established.
3.3.3 Design capability as structures enabling design practice

The third aspect of design capability can is described as an organisation’s ability to make use of design practice and design competence that is secured as part of their design capability (Malmberg, 2017). Malmberg additionally highlights the importance of integrating and accepting design practice alongside an organisation’s existing core practices to develop their design capability. The development requires establishing structures, routines, and processes that enable the organisation to utilise design competence in their practices. In the context of Migri, these structures are still developing, and service design is not perceived as an essential practice in the organisation compared to its other practices such as communications or human resources. “Nobody would consider closing the communication unit, but Inland’s existence is often challenged” (M. Salgado, Personal communications, August 23, 2019).

To summarise, Malmberg (2017) argues that developing awareness of design, ensuring internal design competence and structures that enable design practices, are needed to make design part of the organisation’s normal development. My initial hypothesis was that by identifying opportunities to address the hindrances of these three aspects, it is possible to enable better development of design capability in the future.
4 Research objectives
4.1 Research gap

The first objective of this study is to understand and describe the challenges and opportunities for design capability in the research context of Migri. By analysing the roles I experience as a service designer, I reveal insights into the current challenges for design resources, awareness and structures. The second objective is to provide implications to address the challenges through the opportunity areas, and ultimately support the development of design capability in the organisation. Since design and innovation labs are still rare in the Finnish governmental sector, there is a shortage of case studies describing their operations. Rich real-life examples are hence helpful to demonstrate how design is currently utilised in an organisation that has embedded such lab. As an in-house designer, I have the opportunity to document a context that is not yet accessible to many designers in Finland. For this reason, the third objective of this study is to share the insights and findings of Inland design.

4.2 Research questions

This study attempts to answer the following research questions:

1. What are the perceived challenges for the development of design capability in Migri?
   - How can the challenges and opportunities be understood through the roles of an in-house service designer?

2. How can the development of design capability be supported in the future?
   - What opportunity areas can be identified?
   - How can the roles of service designer support the opportunity areas?
This chapter introduces the research approach and the main methodological choices of this thesis. I present the methods of data collection, analysis and synthesis, and reflect on the quality of the research and its limitations.

5.1 Research approach

This thesis uses qualitative research. The topic is contextual, so a qualitative approach allows compiling a more holistic view on a reality that is temporarily accessible for this research. According to Leedy and Ormrod (2010) (as cited in Muratovski, 2016), qualitative research is suitable for describing, interpreting, verifying or evaluating things. In qualitative research, data is typically collected in various forms, and from many different sources, and studied using multiple perspectives. Qualitative research aims to offer a comprehensive view of a multidimensional and multi-layered situation or an issue (Muratovski, 2016).

This thesis is conducted as a practice-led case study, covering three projects executed during a 6-month internship at Inland design. The study derives insights through autoethnographic documentation and analysis of my role as a service designer in Migri’s projects.

5.1.1 Case study

A case study approach enables in-depth research of a complex, ambiguous or poorly understood phenomenon (Muratovski, 2016). I apply the case study method as a qualitative research framework by conducting a multiple case study covering three main projects. I participated in several projects in Migri and was able to experience different briefs, operation models, amounts of resources and roles. My goal was to gather various types of data through each project to make the findings more productive and comparable.
5.1.2 Ethnographic and autoethnographic research

In a design research context, ethnographic research is defined as a qualitative research approach that brings out in-depth observations of people's behaviour, beliefs, preferences, and perceptions (Laurel, 2003; Muratovski, 2016). Ethnography studies people directly through observation and participation (Muratovski, 2016). Within ethnography, my research takes an autoethnographic approach, also known as self-ethnography (Stickdorn, Hormess, Lawrence & Schneider, 2018). Ethnography generally highlights the researcher's presence in the same environment as the research targets (Muratovski, 2016). However, in autoethnography, the researcher is also the research target, experiencing a particular situational context themselves and documenting it (Stickdorn et al., 2018). Furthermore, autoethnography is defined as describing and systematically analysing personal experience through a combination of autobiography and ethnography (Ellis, Adams and Bochner, 2010). Autoethnography can take different forms depending on how much the researcher studies themselves, other individuals, and how much importance they put on traditional analysis and the research context (Ellis et al., 2010). As opposed to academic autoethnographic research, I apply a shorter, more practice-based version of it, as often done by service designers (Stickdorn et al., 2018).

5.1.3 Critique of chosen methods

For its connection to ethnography and autobiography, autoethnography is often judged according to their standards of writing (Ellis et al., 2010), although its perspective and goals differ from them. “Thus, autoethnography is criticized for either being too artful and not scientific, or too scientific and not sufficiently artful.” (Ellis et al., 2010: 10). Autoethnographers argue that research that is theoretical and analytical can additionally be emotional, therapeutic and personally and socially inclusive. (Ellis et al., 2010). I combined autoethnography with a case study approach because as a personal, self-focused approach it complements and enriches the findings of this study.
5.2 Data collection methods and process

Similar to ethnographic research, autoethnographic research is typically documented through field notes, interviews, cultural probes and visual documentation such as photographs and videos (Muratovski, 2016). The data for this thesis was collected primarily through autoethnographic documentation, in the form of observational, daily field notes. The notes were supported with visual material such as drawings, and written material such as project reports and blog posts. The notes, although varying in content, usefulness, and accuracy, proved to be a suitable form of documentation for the context, since Migri’s strict confidentiality protocols limited visual documentation. Extensive written notes made it possible to reassess situations and identify insights in retrospect. The collection and analysis of data from the three projects happened in parallel.

5.3 Data analysis and synthesis methods and process

From the autoethnographic notes, approximately 50 pages of transcribed data was created. The data was analysed and synthesised in two rounds using P.O.I.N.T. analysis, affinity diagram inspired research wall, and “how might we” (HMW) questions. The first round of analysis used P.O.I.N.T., an adaptation of P.O.I.N.T.S. / T.I.S.I. framework by Social Innovation Lab Kent (2008). The letters stand for problems, opportunities, insights, needs, and themes. The method helped cluster the observations of each project and create an overview of the data (figure 8). On the second round, the categories created with P.O.I.N.T. were organised in new clusters using an affinity diagram inspired research wall. According to Lucero (2015), affinity diagram helps organise and process large amounts of unstructured qualitative data. It can be utilised for various purposes, to e.g. help analyse and frame problems and generate ideas. Implications for opportunity areas were formed with the help of HMW questions. HMW questions help reframe challenges into opportunities, without directly suggesting solutions (Ideo). Analysis stages were synthesised into tables and visualisations to document the process.
Stages of data analysis and synthesis

1st round (P.O.I.N.T. analysis)
- Going through the notes and writing findings on sticky notes
- Clustering findings in themes

2nd round (affinity diagram + HMW’s)
- Organising data on a research wall to form three main clusters
- Cluster 1 is finalised as service design role categories.
- Cluster 2 is finalised as challenge areas for design capability.
- Cluster 3 is finalised as opportunity areas for design capability.

5.4 Quality and limitations of the research

The three-point criteria of validity, reliability and generalisability that is often used for defining the quality of quantitative research is harder to apply to measure
qualitative research. There is no objective way to justify qualitative research through specific criteria (Moisander & Valtonen, 2006). However, I attempt to apply a qualitative lens on these existing criteria and use it to address the quality of my research.

5.4.1 Validity

Validity generally refers to the truthfulness or accuracy of the claims and interpretations made by the researcher. Validity is occasionally also discussed concerning objectivity. However, in qualitative research, it can be problematic because any knowledge fundamentally includes a certain level of bias and is, to some degree, subjective (Moisander & Valtonen, 2006).

Case study approach was chosen to help balance the biases of autoethnography and enrichen the findings of the study. Since this study is so focused on personal experience, it bears a level of personal bias by default. One of the research objectives is to share insights of the research context, but instead of producing an intensely accurate description of events, this study offers a perspective. It provides material that allows the context I experienced to become more understandable.

5.4.2 Reliability

Reliability generally refers to how prone the research findings are to accidental circumstances and how replicable the research is (Moisander & Valtonen, 2006). The research's replicability is limited by contextuality of the topic and subjectivity of autoethnographic research approach. However, I argue that when the number of design and innovation labs grows in government organisations, the subjective and contextual findings help facilitate understanding more efficiently in comparison to generalised findings.

When qualitative research is in question, one way to potentially increase replicability is the transparency of the research process (Moisander & Valtonen, 2006). Migri’s data protection protocols challenged the transparency of this study, but the process and findings are communicated as openly as possible.
5.4.3 Generalisation

The generalisability of research usually implies that research findings should be possible to transfer and scale to different contexts. However, qualitative research does not offer any generally agreed means to do this, since qualitative research samples are seldom directly representable to a larger population. Transferability in qualitative research can instead refer to how easy it is for a reader to connect the research findings to situations and contexts they are already familiar with (Moisander & Valtonen, 2006).

According to Ellis et al. (2010), the critical questions to consider when it comes to autoethnography are who the reader is, and how the text can affect them and the conversation around the topic in question. Even though the findings of this study are not directly scalable to, e.g. municipal or national scale, the designers and design-minded civil servants working in the public sector can hopefully learn from and potentially adapt parts of the research findings and implications in their work context.
6 Case study: Inland design

This chapter describes the empirical part of my research, which was conducted while working as a service designer in Inland design’s projects in Migri. The three projects are introduced through their topic background, project setting, roles and tasks as a service designer, as well as the challenges and opportunities that arose.
**Project A**
6.1 Project A: “Sharing data”

6.1.1 Project background

Project A was executed in collaboration with Migri’s Asylum unit (TUPA), Kela (Finnish Social Insurance Institution) and Te-office (Finnish employment office) to produce ideas on ways to better use and share data among the authorities working with immigrants and asylum seekers.

Immigrants and asylum seekers need to visit several Finnish authorities after receiving asylum or a residence permit. Many of the authorities require the same information, causing repetitive questions and forms with each of them. A question was introduced at the start of the project; “how to share information between authorities more efficiently to prevent long and repetitive processes to customers?” The project was set into moving under the “Experimentation Accelerator”, Kokeilukiihdyttämö, a project organised under “Experimental Finland”, Kokeileva Suomi. The project time scope was three months under the accelerator program, but from the beginning, the goal was to do something long-term.

Figure 9. Project A’s operating model
6.1.2 Setting

Team structure
The project team was compiled of two service designers from Inland, an asylum unit expert from Migri, and one expert from each Kela and Te-office. Although Inland coordinated the project, it was initially initiated by a middle manager in Migri’s Asylum unit. As the project owner, they provided the idea and supported the project with their position and substance knowledge. However, they lacked the tools, time resources and a team for practical project execution, which is why Inland was invited to kickstart and coordinate the process.

Operating model
This project followed Inland’s most common operating model “from leading to consulting” (figure 9). Inland was positioned in project coordination and used the first three months to lead the project to its first significant milestone, a stakeholder workshop. I faded out to a consulting role once the first milestone was reached and the project report published.

Overview of roles
In this project, my roles as a service designer included project coordinator, mentor, researcher and translator. The following section gives an overview of the tasks related to each sub-role in the context of this project. Table 1 lists the roles and related tasks in more detail.

My role as the project coordinator was taking care of most matters related to project content & management: planning the timeline, kickstarting stakeholder collaboration and leading the team to the first significant milestone. Following the operating model, it was essential to fade out to a consulting role once the milestone was reached, to ensure that the unit claimed ownership over the process and the results. Furthermore, I was in charge of coordinating the service design process and helping civil servants understand design as a mentor. As a researcher, I conducted desktop research and gathered stakeholders to a participatory workshop, and analysed its data with the help of a research wall. As a translator, I compiled the workshop findings into visual and written formats, to be included in the project report, Inland’s blog and the final presentation.
<table>
<thead>
<tr>
<th>Role</th>
<th>Tasks &amp; methods</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mentor</td>
<td>Facilitating the overall service design process and helping participating civil servants learn about service design.</td>
</tr>
<tr>
<td>Project coordinator</td>
<td>Establishing and maintaining collaboration with the stakeholder organisations and project team and planning the project schedule.</td>
</tr>
</tbody>
</table>
| Researcher          | **Desktop Research**
  On what data is currently shared, consulting Asylum unit expert  
  **Workshop**
  The primary collection of qualitative data was conducted through a 3-hour participatory workshop with a total of 19 participants from Migri, Kela, Te-services and Ely-keskus (Centre for Economic Development, Transport and the Environment),
  The workshop was divided into three phases: mapping the current situation (figure 10), ideating for future (figure 11) and developing the ideas into proposals (figure 12). The work was done in groups of representatives from different organisations. Two proposals from the workshop were chosen for further development, and the responsibility for each proposal was given to one of the participating experts, thus entrusting the project continuation to them. This was to make sure that the ownership was kept with the organisations and not Inland team, making it possible to decrease my role as project coordinator to consulting.  
  The findings of the workshop were collected on the poster templates during the workshop, as well as documented in photos and audio, to later transcribe, analyse and synthesise. |
| Translator          | **Workshop template**
  Gathering desktop research findings into templates, used in the workshop as background material for the participants  
  **Visualisation table**
  Compiling workshop findings to a table (figure 13) to act as a visual aid to help provide an overview of the current situation, prioritise the development as well as make comparisons between organisations  
  **Presentation**
  Presenting project findings in an event attended by employees working in governmental or government owned organisations  
  **Project report**
  Translating the project process and findings into a visually and verbally understandable report. Submitted to all the stakeholders and higher managers.  
  **Blogpost**                                                                                                                                  |

Table 1: Overview of roles, tasks and methods in project A.
Figure 10: Mapping organisation needs.

Figure 11: Workshop participants ideating for the future.

Figure 12: Workshop participant illustrating her team’s proposal.

Figure 13: Visualisation table based on the workshop findings.
6.1.3 Challenges and opportunities

This section elaborates the challenges that were confronted in project A and the opportunities and solutions that were identified and applied.

Challenges

This section describes the challenges that were faced in project A. The challenges were identified as aspects that hinder certain roles, tasks or activities during the project execution.

Design understanding | Research and mentoring
The civil servants' limited understanding of design posed certain limitations to research and mentoring. It was challenging to get participants to detach from their habitual “always done this way”-behaviours and give space for methods and approaches they were less familiar with. Different ways of working that design ultimately brings were communicated as confusing or trivial by some participants that were used to the validation of their work based on efficiency, and quantitative research evaluations.

Implementation | Project coordination
Involving stakeholders from all the organisations was crucial for not only participatory purposes but additionally to establish ownership over the ideas among them and increase the likelihood for implementation after the first milestone. Although the transfer of project coordination was considered a success, we later discovered that the project did not continue despite the participants’ shared understanding of its importance. The situation raised questions on whether Inland had left their coordination position too early.

External communication | Translation
Although Inland has independency over their communication practises and channels, they are limited when it comes to things such as substance and legal expertise. This project dealt with the sensitive topic of sharing personal data, which meant that all external communication of project results was under tight scrutiny. Getting permission to publish a blog post about the project required consulting supervisors, substance experts, and communication
experts. However, something like a blog post is unsurprisingly, not considered a priority, which caused long periods of time waiting for answers to emails and difficulties in committing people to revise material. Figure 14 illustrates how the communication regarding the publication of a blog post unfolded. In my field notes I had playfully compared the process to a game of tag between the communications department, Inland’s supervisors, and legal experts who are named along the way. These difficulties in the end had to with the lack of prioritisation.

Figure 14: Visualisation of my email communication regarding blogpost publication.
Opportunities and solutions

This section introduces some things that were detected as impactful opportunities or solutions to address the challenges of project A.

**Persistence (over internal protocols) | Translation, project coordination**

Despite its issues, taking the time to ask for permission and deal with the communication protocol was a preferred course of action in the end. Disregarding external communication and focusing only on internal channels would have been possible, but on the other hand, also against Inland’s goals for open and transparent work. The extensive efforts taken made it possible to share learnings in the end.

**Position as project coordinator | Project coordination**

Project conditions and team assembly easily influence the work division and the role of the service designer. Although the position of a project coordinator does not technically raise the authority level of a designer, it positions them as a sort of informal leader and offers a better platform to influence project direction and decisions. Despite this, the influence does not reach internal protocols as was established with the blogpost situation.

The position as a project coordinator enabled a more collaborative approach from the start and made it possible to plan the project around actions that were deemed realistic based on the goal, time scope, and resources. It consequently decreased the need for my supervisor’s involvement and freed her time for other projects.
6.2 Project B: ”PUHE”

6.2.1 Project background

In the fall of 2018, Migri’s customer service phone lines were on the verge of a technical renovation. The timing offered possibilities for further development work on the overall model of Migri’s phone services. Project B was a part of a bigger project that was created to support the planning of the new phone service.

Be it for the lack of trust in automated answers, need for personal interaction, or the complexity of the questions asked, phone customer service remains the most accessible and trustworthy channel to many immigrants. Although semi-automated options and self-service solutions, such as chatbot Kamu, have been deployed to ease the pressure on the phone lines, human-to-human customer service is still high in demand.

Several reasons to change the current phone service were identified on closer inspection of the topic. Firstly, a notable decrease in the phone call answering percentage. Secondly, reports from units with civil servants stating such increases in their phone hours that their other tasks were compromised. The third reason was customer servants working at the general customer service line in Kuhmo (a region in Eastern Finland) reporting struggles with the system’s information accessibility and units’ responsibilities over their phone hours.

Figure 15: Project B’s operating model.
6.2.2 Setting

Team structure
In project B, I participated as a service designer in a bigger project team. While planning this project with Inland's supervisors, a more substantial project with an overlapping topic and goals was discovered. A strategic decision to merge projects was then made to ensure better access to materials, better collaboration possibilities with units, and a project manager that would take care of the administrative duties. The project team, consisting of service planners and substance unit experts, was led by a project manager from the Customer Service and Communications unit.

Operating model
This project followed Inland's operating model “participation” (figure 15). I was positioned as a participant and service designer in the project team. Reaching the stage of the first proposal concluded my role in the project.

Overview of roles
In this project, my roles as a service designer included researcher, translator and validator. The following section gives an overview of the tasks related to each sub-role in the context of this project. Table 2 lists the roles and related tasks in more detail.

As a researcher, I organised and facilitated a workshop to co-create new call logic with the project team. I conducted a round of semi-informal expert consultations with the unit representatives to understand the differing needs of their units. I analysed the data with an affinity mapping inspired research wall to identify themes, most commonly asked questions and wrongly directed topics. As a translator, my main task was synthesising the data into a visualisation, through which to communicate the final proposal to the technical development team. Lastly, I compiled a project report containing the process findings, the final proposal and recommendations for future development. As a validator, I conducted fast and simple low-fidelity user testing with a sampling of 10 people of foreign background. The goal was to gather feedback and confirm the version that was seen as most promising based on the opinions of the substance experts and designers. Additionally, I presented the findings to my project team to get their feedback and approval. After the proposed changes, my report was included in the final proposal and presented to the executive board to define the future of implementation.
<table>
<thead>
<tr>
<th>Role</th>
<th>Tasks &amp; methods</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Researcher</strong></td>
<td><strong>Phone line survey</strong> Secondary data from a phone line survey that was filled by all units with phone service duty, and the customer servants working at the general customer service line in Kuhmo.</td>
</tr>
<tr>
<td></td>
<td><strong>Desktop research</strong> Familiarisation of Migri’s website and the service guidebook to understand information availability from customer perspective.</td>
</tr>
<tr>
<td></td>
<td><strong>Expert consultations</strong> A round of semi-informal expert consultations with the unit representatives was conducted to understand their needs and ways of working and getting their individual feedback.</td>
</tr>
<tr>
<td></td>
<td><strong>Research wall</strong> Data from the survey and desktop research was analysed using a research wall (figure 16) to identify themes, most commonly asked questions, and misdirected calls. Data was then grouped by type of expertise, general topic area and unit area of responsibility, and color-coded to leave a trail to the source.</td>
</tr>
<tr>
<td><strong>Translator</strong></td>
<td><strong>Concept plan: proposal</strong> Data was synthesised into a single-page visualisation of the desired concept (figure 18). The visualisation was created to communicate the overall system logic to the technical development team building the system.</td>
</tr>
<tr>
<td><strong>Validator</strong></td>
<td><strong>User testing/ feedback</strong> Simple low-fidelity testing conducted with a small sampling of 10 people of foreign background. The tests were carried out in Finnish (non-native) and English, both in-person and over the phone. The testing was executed as a simple roleplay, with the researcher playing the role of the automated phone service voice (figure 19). Three different versions were tested, and the version that showed most promise according to testing and other evidence, so far was then further developed into a proposal for the project group.</td>
</tr>
<tr>
<td></td>
<td><strong>Group feedback session</strong> The initial proposal was presented to the project team to get feedback and approval. After proposed changes, it was included as a part of the final proposal of the whole Puhe-project and was presented to the executive board.</td>
</tr>
</tbody>
</table>

Table 2: Overview of roles, tasks and methods in project B.
6.2.3 Challenges and opportunities

This section elaborates the challenges that were confronted in project B, and the opportunities and solutions that were identified and applied.

Challenges

This section describes the challenges that were faced in project B. The challenges were identified as aspects that hinder certain roles, tasks or activities during the project execution.

Argumentation for resources | Validation
In the light of the resources required by the developed concept, the team was aware of the possibility of implementation taking shortcuts. Because no user testing was officially scheduled or resourced in the project scope, the testing was advocated and executed by Inland as an “extra activity”. For this reason, it had minimal planning and fast and straightforward execution. The pre-determined goal of testing was confirming the version seen as most promising based on the evidence collected so far. This level of testing can only serve as a small justification and does not offer highly dependable proof. Despite this, testing brought into attention new details and personal experiences to consider in the development.

Design understanding | Research and translation
Civil servants’ unfamiliarity with design methods and scarce time resources made it difficult to establish ideally efficient communication for the service design process in the project. Short meeting calls offered limited time to facilitate understanding of the design deliverables, which is why the mentor role was deemed missing in this project. Lack of allocated time for mentoring and the scattered locations of the team members resulted in extensive written and visual clarifications for my materials before every meeting, doubling the time that was originally allocated for my responsibility area as a service designer.

Collaboration | Research and translation
Siloed working practices and working from a distance posed challenges for the service design deliverable. Other members of the team worked in Migri offices
around Finland, and the team met as a group for a video-call on a bi-weekly basis. The team was thus geographically scattered and communicated mainly via voice and video calls instead of face-to-face meetings. The scattered team was not ideal for a service design project, which typically relies a lot on collaboration and conversation that ideally happens face-to-face. Furthermore, this project demonstrated how multiple teams with similar projects might coexist in the same organisation yet still be unaware of each other, simply because they work in different units or working groups. Projects are easily concealed by information overflow and buried in the silos of the organisation. It is not merely a problem with transparency, but an issue created by the size of the organisation.

This siloed way of working caused overlapping work due to the separation of planning and technical implementation. People working with the technical development of the system were not included as part of the project team planning for it. Without these experts, the team lacked technical knowledge of the system, its functions, and limitations. The lack of key knowledge initially caused the development of several concept ideas that were impossible to implement within the frames of the technology.

**Opportunities and solutions**

This section introduces some things that were detected as impactful opportunities or solutions to address the challenges of project B.

**Service design training instead of mentoring**

Even though this project was missing a mentor-role, it was the first and only project to demonstrate the first effects of Inland’s in-house service design training. The project team included three people that had participated in the training. In my observation, they were more receptive to new ideas, more precise with their questions and had more explicit expectations for my contributions to the project as a service designer, compared to the people that had no prior knowledge or experience of service design methods or processes.

**Participatory ownership**

All units that answer phone calls participated in the process and were up to date
with the development. It helped the unit representatives to understand the process better, support its development and appropriate the proposal. It also helped them gain ownership over the solution, making them more eager to support it at a later stage. This is crucial for Inland when working across units in customer-centric projects because they cannot own the project permanently.

**Tangible examples / demonstrating new methods**

In this project, despite the resource constraints, I was able to demonstrate the use of simple low-fidelity prototypes and less structured ways of testing a concept with users. Part of Inland’s goal is introducing new ways of working because, in an organisation such as Migri, it is a vital way to promote gradual change in the organisational mindset and help people accept new practices alongside the old ones.

**Positioning as participant (instead of project coordinator)**

The position as a participating service designer allowed me to concentrate on tasks that specifically benefited from design capabilities. It took away the burden of project coordination. I did not need to involve people, coordinate schedules or organise meetings. Instead, I was able to focus on user research, facilitation of the workshop and giving expert advice in the direction of the project.

Even though the idea of the project was quite simple, making it happen required much time and a complicated process. Skills such as negotiation, collection and synthesis of qualitative data and visualisation skills were needed to produce a solution that was suitable to all units. As a service designer, I was able to provide these capabilities for the project and utilise them to produce a concept proposal that was easy to understand and communicate forward.
Project C
6.3 Project C: "Proactive Migri"

6.3.1 Project background

Project C was established to explore ways for Migri’s current services and platforms to utilise proactive approaches. The project started from data derived from user research conducted by Inland in spring 2018. The material consisted of interview and workshop data gathered from customers, NGO employees and HR & Relocation specialists. The insights pointed out that the application process causes stress and anxiety, particularly in cases where people needed to withstand long periods of silence during the processing of their case. The following hypothesis was established: Migri’s lack of proactive services is one of the subsequent issues causing the customers to feel left alone with their questions. Taking more proactive solutions as part of Migri’s services would save time and help prevent additional stress for applicants in the future.

Figure 20. Project C’s operating model.
6.3.2 Setting

Team structure
Different from projects A and B, project C was the only one to be both initiated and led by Inland, instead of one of the substance units. The responsibility over coordination and execution was divided between two service designers, my Inland colleague and I. However, to collect complementary data and build project vision, we collaborated with employees from other units, mainly dealing with the development of Enter Finland, Migri’s online application service platform (the part of the application process visible to the customer) and UMA, Migri’s case management system, controlled by different authorities dealing with the application processing.

Operating model
Like project A, this project also followed operating model “from leading to consulting” (figure 20). Compared to project A, there were significant differences in project establishment and team structure.

Overview of roles
In this project, the roles of project coordinator, researcher, translator and validator surfaced. Following section gives an overview of the tasks related to each sub-role in the context of this project. Table 3 lists the roles and the related tasks in more detail.

As project coordinator, I had to develop an understanding of organisational hierarchy, the roles of my colleagues, as well as the resources and structures necessary to make the project advance. As a researcher, my role was to identify initial development “paths”. I benchmarked external solutions, interviewed substance experts, and researched technical aspects, possible visual communication solutions as well as already existing solutions such as the systems used by other immigration offices in around the world. As a translator, I synthesised the evidence and presented the arguments of the research within relevant frames. I produced concept visualisations, canvases and a blogpost for Inland’s blog. As a validator, I presented the findings and ideas to substance unit representatives, to get feedback, map future resources and plan the next steps. The final deliverable was a synthesisation of the research conducted so far, a finalised vision and proposals, and suggestions for the next steps.
## Table 3: Overview of roles, tasks and methods in project C.

<table>
<thead>
<tr>
<th>Role</th>
<th>Tasks &amp; methods</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Project coordinator</strong></td>
<td><strong>Project prep and coordination</strong>&lt;br&gt;Project initiation and coordination. Forming the vision and brief</td>
</tr>
</tbody>
</table>
| **Researcher**              | **Data collection**<br>**Desktop research**<br>Since the project argumentation was derived mainly from the secondary user research data, the additional data collection was conducted mainly as desktop research. The benchmarking and the analysis of the secondary user research data provided a basis for identifying issues and forming insights.  
**Unit expert consultations**<br>Unit experts were consulted to gain an understanding of the things we as designers lacked the knowledge on. We consulted mainly on Migri’s case management system, its functions, user interface and usage. We additionally explored the details of the application process and how it translated into the system.  
**Brainstorming**<br>To come up with ways to reach the vision, we had a brainstorming session with my Inland colleague to exchange ideas and visualise our thought processes. The development areas that had surfaced from user research provided a basis for the session. Two initial development “paths” were identified as a result and formed into an implementation plan.  |
| **Data analysis**            | **Envisioning canvas**<br>Brainstorming and desktop research results collected into a presentation for the units  
**Concept visualisations**<br>Visualising ideas as examples of potential solutions (figure 21).  |
| **Translator**              | **Synthesis**<br>**Envisioning canvas**<br>Brainstorming and desktop research results collected into a presentation for the units  
**Vision presentation**<br>To provide background and argue for connections to strategy  
**Blogpost**  |
| **Validator**               | **Validation**<br>**Group feedback session**<br>Presenting the vision and the proposal to the unit representatives to get feedback and map the will and potential resources and limitations of the implementation process. We compiled a list of next steps of development work.  |
6.3.3 Challenges and opportunities

This section elaborates the challenges that were confronted in project C and the opportunities and solutions that were identified and applied.

Challenges

This section describes the challenges that were faced in project C. The challenges were identified as aspects that hinder certain roles, tasks or activities during the project execution.

Influence over resources and structures | Project coordination

The project was at an early stage and hence not appointed as an official project with its own allocated people and resources. No time was allocated from the work time of civil servants from the other units, causing difficulties to involve them as collaborators. This is a common occurrence with projects that Inland owns. The challenge is the limited influence and authority to make decisions, allocate resources and involve other units. To establish a project officially, Inland requires the approval of higher-level manager. This creates a challenge to the designer’s role as a project coordinator.
Ownership transfer | Project coordination
Although Inland’s goal is always to transfer project ownership to Migri’s units at some point, the transfer can be cumbersome because it requires specific timing and finding people with interest for the project and sufficient decision-making power. There is a risk that the project focus will shift or that the project gets terminated if the transfer is done too early. Although there were difficulties to advance the project, it was under a risk of termination if transferred before sufficient evidence was collected and attainable solutions proposed.

Collaboration | Research
Due to the missing expertise of the case management system, my colleague and I lacked knowledge of technological possibilities. We had limited access and expertise when it comes to the substance of application processing. For this reason, we had to rely a lot on consultations with the unit experts, which, similar to project A, made the process more vulnerable to scheduling challenges and long periods of waiting between consultations.

Opportunities and solutions
This section introduces some things that were detected as impactful opportunities or solutions to address the challenges of project C.

Tangible ideas and evidence | Validation
Migri’s main operation is the processing of applications. We hypothesised that projects with more evident potential to make those operations more efficient, have a better chance of being prioritised. We focused on argumentation and evidence that underlines the project’s relation to two of Migri’s strategic goals: customer orientation and efficiency. We presented evidence in the form of user stories to illustrate our claims, proposed tangible development ideas to address them, underlined potential benefits and connected the project with strategy. The project continuation was secured, so these efforts were considered a success.
Position as project coordinator | Project coordination

Since Inland initiated project C, the point of focus is primarily defined based on the team's understanding and prioritisation. Although posing risks, Inland's project initiation and influence over the project direction ensured a customer-centric approach. If another team had led the project, the focus might have been more focused on aspects such as technical functions.
7 Findings
This chapter presents the findings of this study. First, I briefly elaborate on the data analysis process. Next, I discuss the identified challenges in relation to the three aspects of design capability. Lastly, I make comparisons between findings of this study and previous research efforts made for Inland design.

The findings were derived from the data through following stages of data analysis and synthesis:

**1st round (P.O.I.N.T. analysis)**
- Going through the notes and writing findings on sticky notes according to P.O.I.N.T. categories: problems, opportunities, insights, needs and themes.
- Clustering findings in two themes: design process and design capability

**2nd round (affinity diagram + HMW’s)**
- Organising data on a research wall to form three main clusters: (1) roles of service designers, (2) challenges for design capability, and with the help of HMW questions, (3) opportunity areas for the development of design capability.
- Cluster 1 is finalised as six service design role categories: (design) project coordinator, (design) mentor, (design) researcher, (design) translator, (design) validator and (design) implementer.
- Cluster 2 is finalised as seven challenge areas for design capability: (1) Internal design resources, (2) understanding of design, (3) design's positioning and job titles, (4) leading design, (5) sharing design work, (6) overcoming silos and (7) validating design.
- Cluster 3 is finalised as five opportunity areas for design capability: (1) securing internal design resources, (2) establishing a permanent design leadership position, (3) establishing basic design understanding throughout the organisation, (4) supporting transparency of design work and (5) validating design through tangible examples.
7.1 Overview of roles

To reveal challenges and opportunities for design resources, design awareness and structures enabling design in Migri, I first needed to understand the organisation from a service designer’s point of view. The in-depth understanding of the roles set the basis for the first part of research. This section provides generalisation of the types of roles that emerged in my projects in Migri, and the sub-roles that make up the role of a service designer. My starting point was the question: How can challenges and opportunities be understood through the roles of an in-house service designer?

Despite being a centralised design function, Inland seldom tackles projects as a design team. A project team working with any service design dimension typically includes one or two service designers and otherwise consists of other civil servants, supervisors and key stakeholders. The service designer is focused on the design process and human-centred approach, whereas the other team members bring their competence and expertise from their units. Project team roles are organised in three categories: management roles, substance and subject expert roles and design competence roles. The same person may embody several roles in a project.

7.1.1 Management roles

Management roles are typically held by people in the top or middle management. They possess the most substantial influence when it comes to decisions on management and resource matters. Inland has no position with this level of authority in their team, which is why the team relies on their unit manager or other superiors when the need for authority arises. These roles are categorised as three separate or overlapping roles; project patron, project owner and project manager.

The projects are usually steered by either a project manager who takes care of the project coordination in terms of deadlines and reporting, or a project coordinator, who has similar responsibilities, but additionally has service design competence and thus focuses on a more design-led approach. If Inland is not part of project
coordination, they take the general role of a service design expert. Some projects also have a separate role of the project owner, the overall strategic accountable of the project, above the project manager. The project is ideally supported by a high-level project patron, who provides high-level guidance and supports the project from a distance.

### 7.1.2 Subject & substance expertise roles

These roles require a specific subject or substance-related expertise, skills or access. The roles are held by the civil servant experts working in Migri’s substance and support units, ranging from a communications expert to a manager in charge of a specific application type or a processing ground. Key stakeholders can also assume these roles, but in this study, they are addressed as a separate group.

### 7.1.3 Design competence roles

I refer to the roles that have been formed around design in Migri as design competence roles. These roles are namely the ones that Inland’s designers have, that require designerly skills and expertise. Considering that “designer” as a term includes a multitude of different specialties, some designers in the public sector simply define their work as human-centred design. Their work focuses more on their approach to problem-solving than its deliverables (Bloomberg cities, 2018). The designers working at Inland identify primarily as “service designers”, although their design education varies within different design disciplines, such as graphic design, co-design, industrial design and architecture.

The overall role of a service designer in Migri depends on aspects such as their competence and expertise, interests and personality. In each service design project, the role of the service designer consists of a combination of sub-roles. The final combination depends on project-specific factors such as project leadership and resources. I further define the sub-roles of a service designer in the following section.
7.2 Sub-roles of a service designer

In this section, I further define the sub-roles of service designer by connecting them to typical service design process stages in Migri. The design process in Migri roughly follows the steps of research, analysis, synthesis, validation and implementation. The stages, although presented as linear, often go through iterative loops, appear in varying order and overlap with each other. The sub-roles are in no way definitive, but merely aim to demonstrate the variety of the service designer’s work and tasks. In the following, I present an overview of the service designer sub-roles that I experienced in the three projects.

The sub-roles of service designer are divided into six categories: (design) project coordinator, (design) mentor, (design) researcher, (design) translator, (design) validator and (design) implementer. As figure 22 illustrates, the roles are defined by the main actions and tasks of different stages of service design process. They consist of different combinations of actions based on the project context. The amount of project stages the roles influence varies by role.

Project coordinator generally has influence over all stages of the process and coordinates/leads the project. Mentor on the other hand, is in charge of the
service design deliverable but does not lead the project. It is defined as more of a mentor role, as it focuses more on guiding the other participants (e.g. civil servants) through the service design process; facilitating design awareness and managing change. This role has more to do with mindsets and changing behaviour and is not defined as much according to project stages. Researcher is involved in the user research and contextual research, aiming to provide evidence and understanding to support the project. Translator is in charge of visualising, synthesising and articulating findings. Validator provides tangible proof through feedback and/or prototyping to iterate and validate project results and impact. Lastly, the implementer leads, participates or consults on the implementation of the final solution. General descriptions of the roles were compiled into ”role cards”, (appendix 1), during the analysis process.
7.3 Identified challenges and opportunities

This section attempts to summarise the findings in relation to research question 1. What are the perceived challenges for the development of design capability in Migri? According to Malmberg (2017), an organisation's design resources, design awareness and structures enabling design practice affect its design capability. The challenges are structured in accordance to these three aspects, and compared with the findings of the two master’s theses previously conducted in the context of Inland design; Swan (2018) and Kokki (2018), at the end of chapter 7.

Seven challenge areas for design capability in Migri were identified from the research data: (1) internal design resources, (2) understanding of design, (3) design’s positioning and job titles, (4) sharing design work, (5) overcoming silos, (6) leading design, and (7) validating design. Opportunities were additionally extracted from the data with the help of “How might we” questions, and combined with the challenges to start building the case for the second main question: 2. How can the development of design capability be supported in the future? The opportunities are elaborated in greater detail in chapter 8.

7.3.1 For design resources

This section outlines the challenges and opportunities that emerged in terms of design resources in Migri.

Internal design resources

Current design capability in terms of design resources is heavily dependent on Inland design and the service designers employed there. Due to the lab’s status as a two-year experiment, the service designers work under temporary contracts and are not secured as a part of Migri’s internal design resources. If they leave the organisation, the internal capabilities are lost, risking the entire design capability of the organisation.

• How might we secure design resources in Migri to ensure the growth of design capability?
**Opportunities:**
- Securing internal design resources (i.e. designers)
- Establishing a permanent design leadership position

### 7.3.2 For design awareness

This section outlines the challenges and opportunities that emerged in terms of design awareness in Migri.

Even though Migri has secured design resources and even succeeded in developing design awareness through service design training, the overall awareness of design in the organisation has not reached full maturity yet. If the organisation’s perception and understanding of design’s approaches, tools, methods and potential contributions are lacking, it is harder to integrate design as long-term practice and argue for its value. Explaining and adopting design is a long process in big public organisations such as Migri.

**Understanding of design**

Several public or governmental sector design labs that have closed down in recent years have retrospectively named the lack of understanding as a significant issue that hindered their success. They pointed out that the organisations they worked in, their civil servant colleagues and the general public did not understand the lab’s purpose or work (Tonurist, Kattel & Lember, 2017; Apolitical, 2019).

The case study revealed that limited understanding of design or the capabilities of designers restrict design in Migri. In projects A and B, limited knowledge and unfamiliarity with design was identified as one of the causes for resistance and challenges related to prioritisation of design. In project A, the lack of understanding surfaced as difficulties to get civil servants to digest new approaches and and think outside the box. In project B, design tasks were hindered due to limited collaboration caused by long distances and short meeting calls between the project team. When civil servants didn’t understand design’s function in a project, they were mentally less engaged, and their active commitment and the full impact was harder to reach for design activities.
Prioritising main delivery such as decisions was usually considered a priority compared to development activities that design promotes.

Since the managerial level has highest decision-making power over resources, their limited understanding and motivation regarding design was considered most restrictive for the advancement of projects. When designers’ roles in projects are limited by the lack of resources, they easily get reduced to becoming facilitators of activities instead of possessing any real influence over important decisions. This can have a significant effect the project outcome. Project A demonstrated that managerial level’s support and enthusiasm towards development can be a critical enabler for a design project’s existence and progression. Their engagement is beneficial to create better ownership over the process and ensure better commitment of other participating civil servants. Since project A was initiated by a mid-level manager, it was better supported in comparison to projects B and C, where support needed to be especially sought out and petitioned for.

The effects of Inland’s in-house service design were clearly observed in project B, where civil servants were seen as more receptive to new ideas, more precise with their questions and having clearer expectations for the service design contributions.

- How might we nudge management to have more enthusiasm for development activities, including design?
- How might we raise awareness of design and ensure the necessary acceptance and resources for it?

**Opportunities:**
- Conducting service design training
- Ensuring support from top and middle management

**Designer’s positioning and job titles**

An obvious demonstration of the early stage of design is the lack of design titles and vocabulary. Even the word “design” is missing from the job titles of Inland’s
service designers. Instead the administrative titles are “functional architects”, an existing title used for many types of positions in Migri. The lack of design titles relates closely to the organisation's use of terminology and language. Since the organisation is still on a design-novice level, there is no familiarity of design throughout the organisation. The first designers, in this case, designers of Inland design, have had the burden of introducing and redefining design in Migri.

Swan (2018) presented in her research that the terminology and lingo used by Inland have been continuously perceived as confusing and distinct by colleagues. She also points out that the word “design” itself has proven to be ambiguous within the context of Migri. The findings of this research support her claim, as confusion on design terms and definition arose countless times during the case study. The confusions suggest difficulties for shared understanding between designers and their Migri colleagues.

Additional cause for confusion is Inland's position in the E-services unit, which was originally justified as enabling the combination of advanced technological capabilities with design capabilities (Swan 2018). Even though Inland team has a strategy of their own, they are financed under their unit’s budget and are, to a degree, committed to produce a certain number of digital concepts as part of the unit. To clarify, this positioning implies that Inland’s work has a strong relation to digital services, but not necessarily to the processes or strategic work of the rest of Migri, although it is where they hope to shift their focus.

- How might we decrease the confusion between colleagues and create vocabulary that reflects both the design work and the context of Migri?

- How might we change designers' job titles to become more reflective of the work they do?

**Opportunity:**
- Establishing descriptive job titles and positioning
7.3.3 For structures enabling design practice

This chapter outlines the challenges and opportunities for the structures that enable utilisation of design competence in the organisation.

Sharing design work

Sharing practises and documentation outside Migri is restricted by confidentiality protocols and legal guidelines the organisation follows due to dealing with issues of national security. As was experienced in project A, the restrictions can make publishing in external channels cumbersome since potentially sensitive materials need a lot of revision before publishing.

“-- [As Inland's service designers] we want to communicate our pitfalls and explorations. So, we are constantly writing about our way of doing things, our recipes and our discoveries. This writing has a double purpose: to give more transparency to our actions, and to align thoughts about Inland within our team, build our team. Last but not least, we are always eager to get to know our audience and writing is our way to prompt the dialogue.”

(Salgado, 2018b)

Inland design is one of the few existing design and innovation labs in a governmental organisation in Finland, and it is in the interest of the whole field that they are transparent with their work.

Despite occasional challenges with external publications, such as the ones demonstrated in project A, Inland has put a lot of effort to overcome the restrictions and is consequently able to publish relatively openly and independently compared to many of their designer colleagues working in government. The team is in charge of their own communication; producing content related to their projects and publishing in their channels: Inland medium blog, website and twitter. This is different from Migri's general communication, which is the responsibility of the communications department. Inland's
communication focuses on promoting transparency and is less formal, whereas Migri’s communication is more strategic and deliberate. Another notable difference is that Inland communicates in these channels mainly in English.

- How might we enable smoother sharing of working practices and results of design work?

**Opportunities:**
- Establishing communication practices that enable efficient information flow both internally and externally
- Establishing and maintaining collaborations, networks and exchange of practices with relevant stakeholders

**Overcoming silos**

Service design is a collaborative practice by nature, and a service design practitioner typically relies a lot on facilitation: bringing the expertise from the relevant experts and stakeholders and the experience from users. The designer thus works in-between departments and units, to breach the gap between the needs, the goals and the frames of reality, such as resources, finance, legislation and spatial confines. Service designers are determined to acquire a wide variety of expertise based on their ongoing project topics and the units they collaborate with. Different from most of their civil servant colleagues, they collaborate with all units in Migri. Working in this manner equips them with expertise that is very different from the typical substance expertise of their colleagues in Migri. Inland considers this a strength, and advocates for collaboration at every chance they can. To protect and support the richness of designer’s expertise, it’s essential that Migri’s structures, routines and processes are able to support this way of working.

As established throughout the case study, collaboration is occasionally hindered by invisible barriers between units or teams. Project B, for example, successfully merged two similar projects that had existed without knowledge of the other, but they were originally unaware of each other’s existence due to existing in different units in Migri. Project C, on the other hand suffered from issues with the
scheduling of consultations with other units, who did not consider them a priority due to the project’s early stage, and lack of their unit’s official involvement.

• How might we help move work out of the organisational silos and encourage collaboration in Migri?

**Opportunities:**
• Establishing and maintaining collaborations, networks and exchange of practices with relevant stakeholders
• Enabling diversity of the team’s roles and project opportunities
• Becoming a part of employee exchange

**Leading design**

Design labs have limited influence over the structures public sector has in place (Tonurist et al, 2017). Even though Inland is well supported by top management, the team and designers lack the direct influence over organisational processes and resources. Designers, despite having the determination and competence to lead projects, have quite seldom the opportunity to lead unit-owned projects. Said projects are heavily reliant on the authority and influence of managers. In projects A and C, the position as a project coordinator enabled additional influence over project direction and highlights the importance of a “leading” position. However, project B demonstrated that the position as a participating service designer enabled different kind of important opportunities, such as undisturbed focus for service design mentoring and design activities including user research.

Projects A and B demonstrated the importance of informal connections. On both cases, the decision to involve design was influenced by previous interactions with the team or positive experience associated with either successful workshops or service design training. Since Inland relies extensively on external influence in order to advance their projects, the importance of forming both official and informal connections with key people, the so-called gatekeepers, that serve as useful connections, informants and guides, was deemed essential. As an example, Inland proactively organises meetings with the head of customer service and the
deputy director to extend their influence and see how inland could contribute to current developments in other units than the one the group belongs.

“I see that how we are placed in the organization, who is our boss, who is interested in working with us and see us as a good team to move their own agenda, has a lot of influence. Even more than our own capabilities or skillsets.” (M. Salgado, personal communication, January 14, 2019)

• How might we establish the necessary influence, resources and time for strategic development of the Inland team?

**Opportunities:**
- Establishing a permanent design leadership position
- Ensuring the necessary time for strategic development of design work

**Validating design**

Migri is legally required to deliver decisions within certain time-frames but often fails to do so due to the heavy amount of applications and limited personnel resources. The organisation is regularly under criticism in the media due to the length of their decision-making processes (Nieminen, 2019; Pelkonen, 2019). The legal obligations and the pressure from decision-makers and media has quite logically caused the organisation to prioritise numbers and quantitative data. Considering the main duty of Migri, this makes a lot of sense. However, this causes limitations for part of the development work that includes design, since it often follows very different measures for impact and success. When Inland is presenting potential impact of a design project, their arguments tend to differ from the ones used by the rest of the organisation. Speaking with different arguments or unknown expressions can easily disrupt the understanding between designers and their civil servant colleagues. If the designer can’t make the impact of design understood, it’s easy to lose the project, because it is not valid enough. Consequently, managerial level is unlikely to prioritise design if arguments for its
use are insufficient. To them, it can seem like including design will add an extra layer of effort on top of their or their subordinates’ daily tasks. It is a valid worry, considering that main operations will always need to be prioritised.

Using existing tangible examples and clear numerical data were identified as ways to help the managers understand the need for design and its deliverable in project C.

• How might we help illustrate potential value of design in Migri?

**Opportunity:**

• Validating design through tangible examples
Table 3: Study findings categorised in accordance to European Commission’s (2013) obstacles for public sector innovation and Malmberg’s (2017) aspects of design capability.

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<th>Design resources</th>
<th>Design awareness</th>
<th>Structures enabling design</th>
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<tr>
<td>Unfavourable conditions</td>
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<td>Sharing design work</td>
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<td></td>
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<td>Overcoming silos</td>
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<td>Shortage of innovation</td>
<td>Internal design</td>
<td>Understanding of</td>
<td>Leading design</td>
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<td>leadership</td>
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<td>methods</td>
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<td>Design’s positioning and job titles</td>
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<tr>
<td>Insufficient means of</td>
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<td>Validating design</td>
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<td>measuring impact of</td>
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To understand the biggest underlying challenge, the challenges were positioned with the help of Malmberg’s (2017) three aspects of design capability and the European Commission’s (2013) categorisation of obstacles for public sector innovation, consisting of weak enabling factors and unfavourable conditions, shortage of innovation leadership, lacking knowledge of innovation processes and methods and insufficient means of measuring the impact of public sector innovation. From table 3, it can be understood that “shortage of innovation leadership”, in this case design leadership, links all three aspects of design capability, and hence their adjacent challenge/opportunity areas. Innovation leadership is thus likely to have sufficiently direct influence over several challenges, so initial prioritisation can be recommended based on this assumed, more collective impact.
7.3.4 Comparisons to previous research efforts

This research complements two prior master’s theses conducted in the research context of Inland design. Swan (2018) explored the challenges and opportunities for Inland’s legitimisation in the early stages of design’s introduction in Migri. Kokki (2018) examined the challenges and opportunities that experiments offer to Migri.

To further verify the challenges and opportunity areas that were identified in this study, they were compared with the findings of Swan (2018) and Kokki (2018). In her research, Swan (2018) outlined six practices that help or hinder Inland’s legitimacy: aligning communication, engaging and involving colleagues, building informal connections, mobilising advocates, positioning the lab and proving value. Kokki (2018) identified three main themes offering opportunities and challenges for experimentation: hierarchical and siloed structure, importance of networks and connections and challenges in understanding vocabulary and wording.

The challenges and opportunities identified in this research study, although perceived through a different lens, have apparent similarities and overlaps with their findings, as illustrated by figure 23. As an example, all three studies underline the importance of mutual understanding between designers and their civil servant colleagues. Kokki (2018) emphasises the understanding of vocabulary and wording, whereas Swan (2018) discusses something very similar regarding the alignment of Inland’s communication. My research identifies limited understanding of design as one of the major challenges for design capability.

The similarities suggest that in the context of Migri, experimental culture, legitimacy and design capability are largely held back and lifted up by the same aspects. It suggests that although the challenges identified seem to be reaching multiple areas of designers’ work, the solutions might additionally have the potential to create a more collective impact on multiple levels.
Figure 23: Similarities between findings of three Master’s theses written for Inland design.

Kokki (2018)
- Challenges and opportunities for experimentation in Migri

Swan (2018)
- Practises that help or hinder Inland’s legitimacy in Migri

Kantola (2019)
- Challenges and opportunities for design capability in Migri

Understanding of vocabulary and wording

Aligning communication

Understanding of design

Importance of networks and connections

Building informal connections

Sharing design work

Hierarchical and siloed structure

Mobilising ambassadors and advocates

Leading design

Positioning lab

Design’s positioning and job titles

Proving value

Validating design

Engaging and involving colleagues

Overcoming silos

Internal design resources
8 Implications and recommendations
Although at the collision of public sector culture and design culture certain tensions are bound to arise, also many opportunities present themselves. In this section I present the opportunity areas derived from the identified challenges, to answer following research question: 2. How can the development of design capability be supported in the future? and its subsequent questions: What opportunity areas can be identified? How can the roles of service designer support the opportunity areas? I recommend actions concerning the following focus areas and roles.

### 8.1 Securing internal design resources (i.e. service designers)

The service designers need permanent contracts with job titles and descriptions that reflect their tasks and responsibilities. I argue that Migri will remain in the category of a design-novice organisation at least until designers in Inland get full-time contracts and the team is established as permanent, steered by a full-time design leader. Making designers a permanent resource in the organisation is one of the aspects that would demonstrate that the organisation understands the value of design.

Design has to become more than experimental in the public sector and governmental organisations. It has to become an existing long-term resource instead of a temporary trial. Designers have to be regarded as critical internal capabilities; not only creative capabilities but also ones to strategically steer and lead implementation.
8.2 Establishing a permanent design leadership position

Role to establish: Design leader

Absence of leadership was identified as a challenge that impacts several areas of design capability. For this reason, I recommend establishing a full-time design leadership position in the Inland team, equipped with the ability to provide the resources and authority needed to help the team overcome other structural barriers.

What kind of person is needed and how should they be positioned?

Currently, Inland has managers, but they do not work in the team or have the design competence that enables them to fully understand design. For this reason, the person taking on the leadership role should be someone with a design background; someone who has ability to understand design, the authority to distribute resources and the time to “open doors” to projects with strategic value.

In her study, Lerkkanen (2019) introduces design leadership qualities unique for the context of government, and describes them in relation to person, position and responsibilities. According to her findings, design leader as a person needs to be able to challenge the existing conventions, maintain high strategic mandate and credibility towards design and understand both government and design substances. They require strategic positioning, that enables them to move between structures. The design leader needs to lead change by promoting new mindset and practices, support collaboration between sectors, align the objectives of design and government, and provide ways to measure impact of design and translate it to government lingo (Lerkkanen, 2019).
What would the role enable?

8.2.1 Influencing strategic work and resource allocation

Designers are still lacking the direct influence over resources reserved for design activities. Positioning design leadership in the management is important to gain essential resources, influence and access to higher-level decision-making. Appointing a design leader would enable acceleration of processes and projects and ensure better implementation of design activities. It would also ease the time currently used on networking on top of other work.

8.2.2 Ensuring support from top and middle management

As Swan (2018) pointed out in her study, Inland design has many things affecting their success. Bason & Schneider (2014) argue that for a government innovation lab to become legitimate in the entire organisation, support and sponsorship from top management is essential to access resources and funding, and a connection with mid-level management is needed to make changes into reality.

8.2.3 Enabling diversity of the team’ roles and project opportunities

Although there is a need for a design leadership position in Migri, project B demonstrated strongly that participating in projects led by other teams was a focused and impactful way of working and ensured desired impact. Separating administrative work into one position would additionally support the preservation of the diversity of designer roles. The designers in the team can influence a bigger number of projects and working culture in Migri by continuing to offer different models and different roles according to project needs.

“We are now constantly asked to participate in projects lead by other teams. Working this way we believe we can have the biggest impact as designers in Migri.” (Salgado, 2019a).
8.3 Establishing basic design understanding

Roles to develop: Mentor & Translator

8.3.1. Conducting service design training

Inland has already executed initiatives that help develop what has been referred throughout this thesis as “awareness of design”. Service design ambassadors (SDA), was a year-long volunteer service design training provided for civil servants in Migri. Based on participant feedback the program was deemed highly successful. The findings of project B support this claim, as significant positive impact was detected in participants’ design understanding.

There are signs that civil servants wish to understand design. Since the creation of Inland, there are three confirmed cases of employees, including one top-level manager, enrolling to master level study programs related to service design. This could be argued to imply that the value of service design has been acknowledged by a number of civil servants outside the Inland team and there is growing will to learn more.

Migri is an organisation that relies on the expertise of their civil servant personnel. Training and supporting learning are important alongside the daily functions, and thus supporting design understanding is in Migri’s own interest. It supports the growing design practice by affecting all three aspects of design capability. It raises awareness of design, increases the design resources as civil servants slowly gain design expertise, and strengthens acceptance of design alongside the other work functions, and thus helps accelerate the building of structures that support design practice in Migri. Involving civil servants as participants in a service design process helps them understand the value of design through tangible creations and personal experience. It helps encourage them to adopt new methods and ways of thinking and potentially become design advocates. Design thinking mindset is slowly internalised, or for the very least turned into something they are not surprised or intimidated by.

More resources are encouraged to be allocated to develop already existing service design training efforts, and the full commitment of the managerial level should be
gotten to ensure their commitment to the training program. Managers themselves should be the target of the next big efforts to grow design awareness (M. Salgado, personal communication, October 6, 2019). Some design labs, such as the Government Lab of Argentina (LABGobAr), have demonstrated successful results in working practices by targeting design training to civil servants, including middle managers (Beun, 2018). Once Migri’s design awareness and maturity reaches a higher level, designers can ideally work on more levels: not only in the service delivery level, but even on strategic and policy level, like mentioned back in chapter 3.

8.3.2 Establishing descriptive job titles and positioning

In an online survey conducted by Service Design Network (SDN) in 2016, Emily Herrick argues for the importance of service designers adapting their terminology and methods to help employees already working in the organisations understand alternative ways to do their work (Service Design Network, 2016). Since aspects related to mismatching vocabulary and insufficient argumentation for design surfaced in the case study, tailoring design methods and vocabulary to fit the public sector reality could thus be argued as a better approach than trying to force their operations, vocabulary and general work to completely reform around designers’ way of working. Although new ways of thinking and working produce value, design was adopted in the first place to help support and improve the existing operations.

Instead of waiting to be placed in a more strategic position, Inland should propose and influence more appropriate roles and work descriptions. The roles identified in this study provide inspiration to the content of the work descriptions. Through descriptive job titles and descriptions, service designers can help civil servants to better understand the potential and value they can bring to projects. Furthermore, it’s important to position the service designers in a place in the organisation that is representative of the team’s work and can support their collaboration with all of the units.
8.4 Supporting transparency of design work

Roles to develop: Translator & Mentor

8.4.1 Establishing communication practises that enable efficient information flow both internally and externally

Inland design having their individual brand and voice has been a big source of strength so far, allowing them to have a strong internal presence and visibility despite the team’s small size (Salgado, 2019b). The team shares their learnings, ways of working and results to demonstrate and prove the value design can have in the context of a public sector organisation. This is a valid reason to further strengthen the communication practises to support proactive communication and transparency.

Ensuring management’s acceptance is recommended to ease the struggles that have formed especially around external communication. Additional support from communications would additionally help give visibility to Inland as the only group in the organisation that communicates openly and regularly about their working practises.

8.4.2 Establishing and maintaining collaborations, networks and exchange of practises with relevant stakeholders

One of Inland’s strategic goals is to start collaborations with other public sector agencies. When the team was established in 2017, none of the designers had prior experience as a civil servant. By actively networking and exchanging practises with relevant stakeholders, Inland has been able to share their work in a low-threshold-manner and receive new knowledge and inspiration in return. The networks have provided the team with essential contacts that are to this day heavily relied upon.

Another important platform is the production of design themed events for Migri
and for external researchers and practitioners working on the larger field of design in public sector and in government. Currently the team participates in several networks, such as Designers in the Finnish government (Julkis-muotoilijat), OneTeamGov, International designers in government, Service Design Network and Innovation network (Innovaatioverkosto). Continuing this expansion of networks is essential to develop their competence.

**8.4.3 Becoming a part of employee exchange**

To integrate design as a permanent practise, it’s essential that mindsets change on both sides. Civil servants need to understand design, but the designers also need to adapt their thinking and methods to fit the context they work in. Design needs to adapt to the public sector reality, yet additionally, aid the public sector to adapt the design mindset to make use of design’s full potential.

In Migri there’s a constant effort to support employees to be multi-skilled and understand several different processes. This has been executed through traditional lectures and trainings, but also by temporary employee circulation, where they work in a unit to learn about a different area of expertise. Inland has discussed internally about the benefits of participating to the “employee exchange”, but the practical aspects have not been clarified yet. Sharing knowledge between colleagues through the employee exchange could help gain understanding of other units work in practice, attain substance knowledge and learn more closely about the work of other civil servants.

**8.5 Using tangible examples to validate design**

**Role to develop: Validator & Translator**

Tangible examples and success stories were identified as simple yet expressive ways to demonstrate value of design. They help vindicate design’s existence in the organisation and enable integration of design into their work culture and practices. To build understanding between groups used to different terminologies
and argumentation, the role of translator was highlighted. By visualising, synthesising and articulating Inland’s work in a way that their colleagues can understand and agree with, was important to create common ground. Especially visualisations were proven extremely helpful in all three projects; in project A, the visualisation table, in project B the concept plan and in project C, the concept visualisations.

At the moment, Inland has two crown jewels which they can use as strong and convincing references, to not only Migri but also to external partners. The first is the Chatbot Kamu, and the network of chatbots executed in collaboration with the Finnish Tax Administration (Kela) and the Finnish Patent and Registration Office (PRH). Second reference, already named in section 8.3.1, is the Service design ambassadors, service design training for civil servants in Migri. A recent addition to the list of references is Pamu ABC, a 5-7-day service design training sprint, offered to Migri’s reception centres.
Implications and recommendations
9 Conclusions
The objectives for this study were to understand the challenges for design capability in Migri, uncover opportunities to address the challenges and share tangible experiences and insights to the research field. The study derives insights through autoethnographic documentation and analysis of my role as an in-house service designer in Migri. The following section answers research questions and summarises findings of this study.

This study aims to answer the following research questions:

1. **What are the perceived challenges for the development of design capability in Migri?**

   - How can the challenges and opportunities be understood through the roles of an in-house service designer?

2. **How can the development of design capability be supported in the future?**

   - What opportunity areas can be identified?
   - How can the roles of service designer support the opportunity areas?
What are the perceived challenges for the development of design capability in Migri?

The findings outline seven aspects that hinder design capability in Migri in terms of design resources, design awareness and structures that enable design. The challenge areas for design capability are identified as (1) Internal design resources, (2) understanding of design, (3) design’s positioning and job titles, (4) sharing design work, (5) overcoming silos, (6) leading design, and (7) validating design.

How can the development of design capability be supported in the future?

The study identifies five opportunity areas to develop design capability in Migri. (1) securing internal design resources, (2) establishing basic design understanding, (3) supporting transparency of design work, (4) establishing a permanent design leadership position, and (5) validating design through tangible examples.

The similarities identified with previous research studies of Kokki (2018) and Swan (2018), suggest that experimental culture, legitimacy and design capability are largely held back and lifted up by the same aspects. The overlapping findings identified in relation to three different topics suggests that although the challenges identified seem to be reaching multiple areas of designers’ work, the solutions might additionally have the potential to create a more collective impact on several levels. The study identifies the establishment of a design leadership role as potentially most influential opportunity, considering that its absence was identified to affect all three aspect of design capability.
How can the roles of service designer support the opportunity areas?

The findings suggest that following roles should be established and developed to support Migri's design capability. However, it’s important to note that aside from the design leadership role, these roles do not necessarily represent new positions. As the findings so far have demonstrated, a service designer is able to act various roles.

The findings suggest that the most important role that should be established in Migri is a permanent, full-time design leadership role. A Design leader role would ensure authority over resources for design, time for strategic development, support from top and middle management and diversity for the Inland team’s work. This role would have the potential to address several barriers that currently hinder design in Migri.

Other barriers that design in Migri is facing, can be addressed by focusing more efforts on creating shared understanding and a design practise that is tailored for the organisation. Active networking is necessary to enable exchange of work and ensure better transparency. When the biggest structural hindrances are solved, the awareness of design is allowed to grow more efficiently. With the growing awareness and understanding of design's value, there is additionally hope for more resources for design in the future.

The role of mentor is recommended to focus on providing service design training to establish basic design understanding throughout Migri, establishing a shared vocabulary between disciplines in Migri and promoting the creation of job titles that reflect designers’ expertise. Furthermore, an additional focus should be on exchanging mindsets between designers and civil servants.

The translator role is recommended to focus more on establishing and supporting communication practices and collaborations that enable transparency of work and exchange of knowledge and practices. The role of validator is recommended to focus more on turning Inland's projects into quantitative evidence and measurable argumentation.
References


Salgado, M. (2019b, September 11). To brand or not to brand, this is the question. [Blog post]. Retrieved from Medium website: https://medium.com/inland/to-brand-or-not-to-brand-this-is-the-question-9ada376b375c


Appendix A

Service designer

Leads the service design team towards the desired deliverable.

Common tasks & responsibilities

- Provides service design expertise to the project team
- Shapes and delivers service design activities and concepts
- Promotes qualitative research and prototyping
- Promotes collaboration and user-centricity

Project coordinator

Sets the project brief and forms the team
Delegates tasks and sets deadlines
Commits and communicates with stakeholders
Presents and reports findings
Mentor

Guides civil servants through the service design process by aiding and mentoring them on mindset, process and methods.

- Organises training programs for civil servants
- Promotes out of the box-thinking and behaviors by demonstrating new ways of working and solving problem

Researcher

Collects and analyses evidence to steer projects towards their key objectives.

- Conducts background research
- Gathers qualitative data through surveys, interviews, workshops, observations, etc.
- Consults experts
- Identifies issues and potential development areas
- Forms insights and hypotheses to support projects
**Validator**

Validates and iterates project value propositions and results through feedback and prototypes.

- Tests assumptions through various levels of prototyping
- Gathers feedback from experts, stakeholders and users
- Evaluates experiments and concepts

**Translator**

In charge of visualising, synthesising and articulating findings.

- Visualising ideas, concepts, issues and findings
- Simplifying and synthesising: reframing problems through visual and narrative approaches
- Ensuring transparency of work by producing content for internal and external communication and academic purposes
- Prompting the dialogue about the lab's way of working and projects
Implementer

Leads, participates or consults on the implementation of the final solution.

- Monitors the implementation of projects and agreed (design) activities
- Consults during key moments of the implementation
- Produces items and/or activities that constitute to the implementation