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SERVICE DESIGN FOR POLICYMAKING: CHALLENGES FOR DELIVERING VALUE AND EXPERIENCE TO CITIZENS

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ABSTRACT: This theoretical paper aims to discuss and argue the design approach roles and challenges in the public sector to deliver value and experiences of public services to citizens. This technique seeks to approach government and civil servants, who design and plan public policies, to the citizens who receive them in services. Service design encourages governments to shift from 'designing from the inside out' to 'designing from the outside in'. The service design approach tries to balance the desired changes of a government with the desires of the citizens to achieve two goals: (i) decreasing inconsistency of services; and (ii) increasing results in terms of service value and experience for citizens. However, for deploying an agile methodology as service design, governments and civil servants must overcome bureaucratic processes, regulations and lack of skills in innovation practices to reach the citizens' needs.

KEYWORDS: Service design, public services, government, value creation, experience

INTRODUCTION

Public services serve a vast number of citizens, and they are the largest employers worldwide. The process of changing they are facing in current days is dramatic. New sorts of services and solutions fed by the transformation in technology are realised and recognised daily. It is alleged that public services absorb these evolutions in their systems (GCPSE, 2015). Likewise, the expectations of people are quickly shifting. The appeal of new technologies and the pervasiveness of services suppliers such as Airbnb, Uber and Amazon have built a modern era of value creation (Service Design Network, 2016). Managers should increase liquid experiences; in other words, it involves connecting creative intelligence and technology to create new service platforms or accessible channels to offer, combine and cross new service experiences (Kimbell, 2015). Governance, speed, alternatives, customisation, etc., these experiences will grow into expectations also for the provision of the services in the public sector (Arundel, Bloch & Ferguson, 2019). Evidence that public services are high global and have grown demands lead claims for more delivery without scaling the resources.

Public sector organisations are often accused of being inward-looking and neglecting the citizens' demands. The government's best value actions and the acceptance of processes from the private sector within a strategic plan have guided public sector services closer to the market-oriented approach (Alford, 2009; Barzelay, 2018; The Commonwealth Report, 2016). Such approaches aim to focus on the customer at the centre of the public organisations' activities, known as the citizen-centric approach. The expression 'citizen-centric' means recognise citizens (or end-users) at the core of service design. Delivery indicates establishing that every citizen can access services with comfort, experience, attentiveness and responsiveness to their particular demands (Kimbell, 2011a; Laitinen, Kinder & Stenvall, 2018; Pascal, Thomas & Romme, 2013). For Trischler, Dietrich & Rundle-Thiele (2019), designing services around users also means that all public services that contribute to a specific

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result are seamlessly integrated into their delivery. Ensuring user focus will suggest excellent attention to users' experience and perceptions of services as a valuable index of service performance.

Thus, design thinking (and service design) arises as an essential technique for service enhancements in the public sector. Generally speaking, design thinking is an approach that can be used in various areas, the most obvious of which are product or service innovation (Brown, 2009; Kimbell, 2011b; 2012). But also, others that are not as obvious, for instance, politics, business, education, and others (Mintrom & Luetiens, 2016). In contrast, according to Service Design Network (2016), service design is a practical and creative application of tools and methods to create or improve services. It involves managing people, infrastructure, communication, and material components to deliver high value and experience for clients or consumers. Wetter-Edman et al. (2014) understand that both approaches share similarities, such as problem-oriented, co-creation view, five steps (research, analysis, ideation, prototyping solution and testing), creative thinking to solve problems, and cross-functional teams. However, the significant difference is that service design focuses on analysing and organising a process chain to create or enhance services value. Thus, why service design methodology for managing public policies?

The design approach has long been noticed as a relevant element of policymaking. Service design should matter to governments. There are many gaps between the services governments deliver and what citizens receive (Mintrom & Luetiens, 2016). According to Shergold (2015), a good policy should harness the views of those probably to be impacted by the proposal. In effect, the scope exists for governments to organise their processes better to develop into more adherence to the individual's expectations. It is essential for enhancing public value. Then, it is realised that policymaking practice's progress. For Howel & Wolkinson (2016), various research and analytical methods are included in the frameworks that inform policy analysis over time. The adoption of best evidence offers a focus on behavioural insights. Service design can also communicate policymaking more broadly. For instance, Karpen, Gemser & Calabretta (2017) describe that governments have long perceived the value of public input in policy development. The difference between what has always been true of the best policymaking processes and service design is an intensive emphasis on the use factor. Thus, service design seeks to organise a better service line-up to citizens' needs.

The design approach in the public sector highlights the issue of problem definition. The incorporation of citizen (as a co-producer) and end-users view in problem definition are observed to enable a richer understanding of the problem and direct attention to a more distinction solution (Brown, 2009). Besides, a design view encourages and engages end-users, policy designers, public administrators, central departments, and line agencies to work in a share and iterative perspective (Bason, 2016). The primary skill for design thinkers is to 'imagine the world from multiple views - those of colleagues, end-users, clients, and customers (current and prospective)'. It is where higher empathy for distinct views emerges. In effect, design practices do not start with a presumption of a standard solution or even a specific problem (Laitinen, Kinder & Stenvall, 2018). Hence, through interactive ethnographic techniques, the design approach holds the promise of bridging the standard gap in public administration between the objectives of policymaking and the experiences of individuals as they interact with public services (Junginger, 2017). For these reasons, a question was prepared: 'what are the service design functions and challenges in the public sector to deliver value and experiences of public services to citizens?' Thus, this theoretical article aims to discuss and argue the design approach

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functions and challenges in the public sector to deliver value and experiences of public services to citizens.

Why Service Design in the Public Sector?

Service design addresses the functionality and the form of services from the perspective of citizens. It aims to ensure that service interfaces are useful, usable and desirable from the individuals' point of view and effective, efficient and distinctive from the public institutions' point of view (Bitner, Ostrom & Morgan, 2008). According to Wetter-Edman, Vink & Blomkvist (2018), professionals play the role of visualising, formulating and choreograph solutions to problems that do not necessarily exist today; they observe and interpret requirements and behavioural patterns and transform them into possible future services. Service design encompasses five processes: (i) research: citizen journey and empathy map; (ii) analysis: identify touchpoints and core problems; (iii) ideation: co-design (create) with individuals the value; (iv) solution: sketch a service prototype; (v) testing: evaluating together with citizens the new service and evolve the value and experience. Service design is an emerging field focused on creating well thought through experience using a combination of intangible and tangible mediums. For Trischler & Donald (2016), it provides numerous benefits to the citizen experience when applied to sectors, for instance, healthcare, public transport, etc. Therefore, service design as an innovation tool involves interdisciplinary competencies, creating and prototyping, problem-solving, citizen-centred and value creation.

The service design innovation in the government services goes through co-design between public administrators, end-users and other relevant stakeholders. Service design involves getting deep insights into the system from distinct angles, radicalising reframes the problem, expanding the system, ideating with relevant stakeholders and conceiving prototypes that can be tested and refined are the critical stages of its framework (Trischler, Dietrich & Rundle-Thiele, 2019). Currently, services are co-created (or should be) in the sense that distinct stakeholders and, critically, people are involved in innovating services. In such a way, working together, understanding the way individuals recognise services, how they use them and how they love to use them as a driver for change (Blomkamp, 2018). Indubitably, citizens are co-creating the service in the very act of consumption (Alford, 2002). They understand how things should be done, how much they accept it and how easy it is to use. Then, there are crucial success factors. No matter how well-planned services are, the benefit is in their delivery and operation (Davey & Wotton, 2015). If the co-creation in consumption does not work, it causes significant problems and dissatisfaction for the citizen and the public sector. The relevance of citizen engagement and how designing with and for citizens impacts the efficiency and quality of services are the two components that must be considered. They play a crucial role in the design process for innovation (Howell & Wilkinson, 2016).

In effect, the function of service designers within the public organisations is to assist individuals in reflecting differently about the challenges they confront, help citizens move away from beginning with a solution, and support them to truly understand what the issue is they are trying to solve (Brown, 2009). Positively disrupt the status quo and open up alternatives for a new services platform (Kimbell & Bailey, 2017). For Trischler, Dietrich & Rundle-Thiele (2019), service design is a vehicle to decrease inequalities in the public area, work across entity silos, permit a culture of teamwork, and permit the participation of individuals and civil society. Collaboration, participation, human-centred design and governance are the key components of the service design. The design-led public

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innovation scenario evolves, and distinct organisations across the public entity structure contribute to the change process, educational practices, and project management. By and large, Wetter-Edman et al. (2014) depict both in-house and external contributors. It can identify different kinds of in-house contributors if it zooms in, often spread in distinct government areas. Then, in response to the combination of new challenges and the boost interest and value of service design principles. The entanglement of design-led organisations around the public area will be consistent evolution, and new positions and functions will be imposed, for instance, by public governance professionals. Thus, a service design ecosystem depends on a service designer, internal agency, and external agency.

The challenge of service designers is to optimise the results with the experience, without false choices or engagements. The service design practices aim to broaden the notion of service scope to improve and deliver benefit attributes to people. In service design, the front-stage is where results and experiences are accomplished through various touchpoints and interfaces. It designs for behaviours and communications, so it all plays out well, just promised (Blomkamp, 2018). However, things do fail, and when designers do, it is not good if citizens are subject to with all types of inconveniences and additional burdens, which are monetary similar to penalties and surcharges. Outcomes convert into what they pay for, and the experience alters their pay (Junginger, 2017). Then, the service design should enable public services to be more 'attractively priced' regarding not having to pay for costs hidden in the form of a bad experience. There are two barriers which a service designer needs to deal with in the public sector entities: first, speed and pace action, public sector organisations on the whole work at a slightly slower pace and other stakeholders have to adjust; secondly, public sector entities require a lot more internal and stakeholder commitment. Overall, some authors argue that service designers in the public area are often restrained by political, bureaucratic and even regulatory elements that can limit the capacity of exploration and the viability of potential responses (Blomkamp, 2008; Kimbell, 2015; Service Design Network, 2016).

Indeed, service design is firmly established as an integral approach for driving innovation and change in the public sector. For instance, United Kingdom (UK), Scandinavian countries, Germany, Australia and the United States have implemented the service design process to improve the outcomes and experiences of citizens and taxpayers (Alford, 2019; Kimbell, 2015; Pascal, Thomas & Romme, 2013). These governments have noticed that service design offers some benefits to those who develop and implements their public services: (i) service design asks public servants to focus on purpose, on the citizen and outcomes; (ii) service design tolerates uncertainty; (iii) service design encourages connections and relationships to promote learning and feedback; (iv) service design is sensorial and multidimensional; it uses visual language to enhance communication; (v) service design embraces emergence, creating space for the new reveal itself; (vi) and service design provides a philosophy and discipline to address complexity and change in a living system. Thus, according to Kimbell & Bailey (2017), service design, ethnographic research, synthesis and prototyping provide public servants with the tools to create a more collaborative working connection between the public sector and citizens. Thus, improve the offer of solutions to problems regarding public administration driven to people concern (citizen-centred). However, service design implementation depends on the skills and qualifications of the in-house teams of public organisations to deliver and enhance services.

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Key Drivers for Innovation in Public Services

The Organization for Economic Cooperation and Development (OECD, 2015) has recommended 'innovation imperative' for the public area. To keep pace with the changing environment, governments require immediate and bold action to catalyse the essential drivers that support public sector innovation. In simple terms, this is about how governments can design processes to create and implement new alternatives of doing things – or 'new ideas that work at creating a public value'. Then, approaching new or better policies and services for citizens and society (external focus) and new or improved processes within government to change the way public policies and benefits are conceived and delivered (internal focus). Using as reference the OECD (2015), Service Design Network (2016) and Wette-Edman et al. (2014) summarise four key drivers that were organised for this innovation imperative for governments, see figure below.

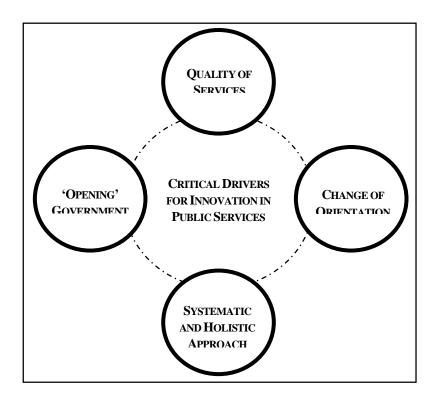


Figure 1: Key Drivers for Innovation Imperative Source: Service Design Network (2016) and OECD (2015)

To do more with less means increasing the quality of services to meet the boosting demand and expectations in times of scarce resources. Hyper-connected and empowered people request better and differentiated public services on par with the ones offered by private entities (Kimbell, 2015). However, due to economic, social and political crises, governments have been challenged to adjust public spending, compromising the quality and range of coverage of public services. In this context and together with the demand for quality -, individuals are demanding an increase in public welfare, asking for better and more sophisticated services that are also affordable (GCPSE, 2015). This double-sided issue leads to a double innovation imperative. The external aspect is about requalifying the

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relationship between citizens and government to bridge the gap between what public servants do and what citizens need and expect. In the internal, it is about enhancing capacity and effectiveness in policy and service design and delivery. This imperative requires more integrative principles to improve policies and services (Curristine, Lonti & Journald (2007).

To regain trust in public institutions is required 'opening' governments. In effect, building a new relationship between citizens and public organisations is not just a matter of fit between supply and demand; it is also an issue building public legitimacy. Thus, together with the failure on delivering public policies (or services) that can meet the shifting demands for quality, there is a massive issue of trust in public entities that have led several countries to a complex political crisis (Bason, 2016; Blomkamp, 2018). Moreover, the perceptions of inadequate levels of administrating corruption, the requirements for transparency, accountability and public participation might be at the core of the low trust in public institutions (Curristine, Lonti & Joumand, 2007; Howel & Wilkinson, 2016). Under these circumstances, governments must go beyond transactional effectiveness and foster new and more direct cooperation between public entities and people. It means opening with transparency, giving access to public information, developing more inclusive governance models and decision-making processes and operations for allowing governments to build new relationships with the citizens and civil society (Shergold, 2015).

To deal with the complexity of public problems is needful to change the traditional policy approaches and embrace a system view. First, it is essential to realise that contemporary social and economic policy challenges are impossible to manage using conventional policy approaches. By and large, issues consume a growing portion of public expenditure, and they have multiple, non-linear as well as interconnected causes that feed off one another in uncertain ways and are accurately the issues that the governments of all the advanced economies cope with addressing effectively (Trischler, Dietrich & Rundle-Thiele, 2019). In other words, the public service reform has relied primarily on bureaucratic and market-based instruments, ill-equipped to solve complex problems. In general, a more systemic, holistic and relational approach is required to plan and deliver policies and services to tackle the complexity of contemporary public issues (Junginger, 2017). Thus, the innovation imperative challenges how governments are reflecting, 'making' and implementing public policies, mainly because the traditional linear models of policymaking cannot cope with increasing demand and expectations of citizens. Because of that, service design becomes a relevant feature to design public policies (OECD, 2015).

The change of orientation focuses on people at the centre of public problems and policy solutions. The main argument for the value of design in this field is that it can modify the perspective of public policies and services from a supply-oriented logic into a demand-oriented and people's centre view (Kimbell & Bailey, 2017; Pascal, Thomas & Romme, 2013). Design can change the way services are designed and implemented to meet individuals' needs and reconnect governments with citizens (external focus). Still, it also can transform the way policies are planned and delivered by public entities (internal focus). Regarding internal focus, service design methods can assist policy-makers in putting citizens and their communities at the core of the analysis of needs to design and carry out public services (Laitinen, Kinder & Stenvall, 2018). Davey & Wotton (2015) state that design can go beyond problem-solving when creating a service with better connecting supply and demand. It can make public services more desirable, compelling and delightful, creating new experiences for citizens

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with the potential of impacting perceptions, behaviour and choice, all three vital elements of the role of policies as inductors of social change. This change in orientation complements the traditional top-down policy approach with a bottom-up perspective, considering citizens as the primary agents of social change, allowing them to become co-creators and co-producers of services and policies.

Indeed, the common challenge for governments encompasses creating more excellent connections between citizens and governments. The 'new' set of approaches all start with citizens. In governments experimenting with service design in the policy formulation space, early signs suggest they are designing policies that connect more closely with citizens (Borins, 2001; Service Design Network, 2016). It is an evident sign of value creation. In governments across the globe, civil servants report that they feel led by processes and regulations rather than being enabled by them (Laitinen, Kinder & Stenvall, 2018). Putting individuals back in the heart of problem-solving creates a new balance between people and processes/regulations. In general, working for a government is highly meaningful for most staff, and they want to make a positive difference in the lives of citizens (Wetter-Edman et al., 2014). These newer methodologies are reported not just by quantitative data but also qualitative data, in other words, spending time with citizens, enquiring and unearthing their needs.

Service Design Roles in the Public Sector

Design practices are at the heart of this emerging landscape of contemporary innovation, often functioning as the enabling factor in driving a cultural change in government. Thus, not least, because the design changes the perspective and mindset of public management practice. There are four arguments for encouraging design, as a practice: (i) management outcomes, systematic focus on the practical results of public interventions for the individuals that public service system exists for; (ii) citizen engagement, closing the gap between public sector entities and people and enabling a deeper understanding and appreciation of the daily lives of citizens; (iii) systems thinking abilities to establish interventions with holistic awareness of the interconnections and complexity of public problems; (iv) prototyping skills to test, pilot and enhance promising ideas rapidly to examine and learn about what sort of initiatives will serve people best. In effect, design approaches enabling user-centred and creative exploration of new possibilities and learning-oriented experimentation and operationalisation of new practices. It seems to be much better suited for dealing with public problems in the current social environments and policymaking contexts (Futurs Publics, 2017; Mintrom & Luetiens, 2016; Trischler, Dietrich & Rundle-Thiele, 2019).

Governments need to employ a reform to drive public services to a more holistic and multidisciplinary perspective, shifting their focus on activity to a focus on the results for citizens. It is time to invest in creating positive transformation in the citizens' situation through interdisciplinary participation and greater professional freedom in government initiatives. It needed a significant professional, managerial and administrative adaptation and was a paradigm change in employment initiatives (The Commonwealth Report, 2016). For Shergold (2015), the success of the reform depended not just on a fundamental break with the current compartmentalised institutional framework, budget allocations and management procedures, but also the adaptation of new professional approaches and a new way of relating to and involving the individuals. In short, it poses a colossal implementation challenge. Overall, four elements are critical to creating an ambitious citizen reform in the public sector (Alford, 2009; Barzelay, 2018; GCPSE, 2015; OECD, 2015; The Commonwealth Report, 2016): (i) flexible legislation to implement design practices; (ii) significant investment in both user-research and

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expertise, combining deep knowledge about citizens with relevant insight on designing for policy planning; (iii) starting with a smaller project to present the potential early on and creating the awareness and buy-in of key individuals in the public organisations to work as ambassadors for the shift needed in the way that worked; (iv) continuously looking beyond the project to analyse how it could contribute as an investment in more extensive capacity-building processes.

Creating institutional resilience is required to enable a new platform for building the government's design and change-management capabilities and reshapes the governance and management systems to increase the ability to learn and adapt from every policy from now on. It means rethinking and redesigning decision-making principles and knowledge administration processes (Kimbell, 2015). The 'design attitude' should be encouraged or engaged in influencing the culture of planning, decision-making and management of public servants. The 'design attitude' aims to leverage a new kind of knowledge management with an effective combination of productive outcomes-focus on citizencentred and iterative development (Service Design Network, 2016). Then, it reframes and reshapes how governments research, imagine, synthesise, experiment with, refines, rehearse, and operationalise new concepts, ideas, and intentions. Therefore, design plays five vital roles in public service planning (Bason, 2016; Blomkamp, 2018; Howell & Wilkinson, 2016; Pascal, Thomas & Romme, 2013; Trischler, Dietrich & Rumble-Thiele, 2019):

- Avoid viewing design in isolation: governments required to understand the innovation space as its whole and explore how distinct approaches reinforce each other in terms of contributing to better public management results;
- Creating customisable innovation learning formats: this is about simultaneously enabling better navigation of existing instruments, supporting the more convenient and timely application, and use and increasing focus on immersive learning in practice rather than learning about practice;
- Authorising new management skills: while much effort is going into training public servants in new methods, little attention is given to the human resources aspect of embedding design in the public sector.
- Supporting communities of practice: innovation communities often are left to their own devices. They are looking for individuals and knowledge to provide inspiration for and validate their internal innovation work
- to improve the practice-based knowledge production to ensure the quality, coherence and impact of design in the public field.

Change in practices does not occur without creating capabilities, thus increasing the public entities' ability to problem-solve. It is especially crucial for service design in the public area as the constant flux of social and economic challenges require a level of responsiveness and agility to be able to capture insights quickly and frequently as well as to iterate and enhance services accordingly (Junginger, 2017; Mintrom & Luetiens, 2016). Furthermore, budgetary restrictions usually limit further public servants' involvement during the planning and execution. For this reason, it is vitally relevant that public entity staff involved in designing and delivering new services in the public field are offered essential training and assistance to ensure they can develop new service delivery. (Davey & Wotton, 2015). Thus, in the longer term, this can enable a change in practice crucial to realising the impact and sustaining this new approach to service innovation.

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Final Consideration

The private sector has been on the journey of building design capabilities in its organisations for many years. More recently, it has seen countries - the majority from Europe and Oceania -, embarking on a similar journey. We presented in this paper many reasons why the design approach has become a valuable tool for governments. First, citizen trust in many governments continues to decline (Futurs Publics, 2017; Mintrom & Luetiens, 2016; Trischler & Donald, 2016). Citizens believe their governments have lost sight of who they are and what their needs are. Second, service design is a human-centred approach, meaning that it starts with citizens' needs - including both citizens and civil servants. The nature of this approach puts individuals back in balance with what they are doing at a time when both citizens and civil servants feel they are being led by processes and regulation rather than enabled by them (Shergold, 2015). Third, it notices a separation between those who design policies and those who deliver the services, which often results in an incoherent service experience for citizens. Fourth, governments in the world and have local challenges. However, one common issue is a shift from 'designing from the inside out' to 'designing from the outside in'. Hence, governments drive the change they want to see and focus on delivering most efficiently for them (Wetter-Edman et al., 2014).

Public sector entities, perhaps more than in another area, are answerable for leading the search for innovative, cost-saving solutions to a complex arrange of general problems for the benefit of the people they serve. Governments are often criticised for being bureaucratic, risk-averse and slow to change, yet we are living a period of unprecedented transformation. (Alford, 2002; 2009). Regardless of the economic, political and social issues, public organisations must be more agile and become better at change. Additionally, service design is one tool of agile development that includes practices for user research, service and experience mapping, value creation, design and prototyping.

Moreover, the broadening approach to problem-solving addressed collaborative, human-centred, data-driven, interactive, multidimensional and lean processes (Laitinen, Kinder & Stenvall, 2018). In general, service design provides both a global view and a set of instruments and principles that can assist public staff in navigating this complexity and design change. It offers a container for the action and inquiry necessary new insights, and it provides a pathway to new solutions and new services, benefitting citizens (Barzelay, 2018). Nevertheless, it takes time to implement an 'innovation imperative' as service design in the public sector due to traditional approaches co-combined, culture, staff expertise in-house and immediate results expected by stakeholders.

The relationship between public service and citizens has massively transformed throughout the last three decades. Services are co-created because different stakeholders and, critically, citizens are involved in innovating services (Howell & Wilkinson, 2016). For Bason (2016), working together, understanding how people perceive services, how they use them and how they would love to use them as a driver for change. But, of course, citizens are co-creating the service in the very act of consumption. They understand how things should be done, how much they accept it and how easy it is to use crucial success elements, thus, decreasing the gap between government and citizens' concerns about quality service. According to Trischler, Dietrich & Rundle-Thiele (2019), people at the centre, experimentation for decision-making, and an alternative 'language' for communication are the critical contributions that service design is given to the reinvention of policy design for public sector

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innovation. Thus, a reform addressed to service design can create a better dynamic between policy and practice (Mintrom & Luetiens, 2016).

Furthermore, Wetter-Edman et al. (2014) describe that service design enables a better understanding of the experience of end-users and frontline professionals and a better process of dealing with the causes of problems and the practical consequences that new initiatives bring to them. This theoretical paper described plenty of arguments for reform-driven service design practices to reframe efficiently the quality of services demanded by citizens. However, for opening, the governments must overcome five crucial challenges to implement a service design in the public sector: governance models, market-orientation, citizen (as 'customer') experience, public service system logic and the relationship of accountability.

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