Nudging Towards User-Friendly Grants

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The increase of complex problems in society on one hand and increased expectations for solutions on the other hand call for new and innovative solutions. With this, also the use of design thinking and human-centered design in creation of services, policies and legislation has been in the rise to bridge the gap.

The objective of this paper was to explore the ways to ensure greater user-friendliness in grants. The topic was examined through the lens of the grant measure design team in the State Shared Service Centre (SSSC), which inter alia has the role of being the managing authority of the European Union (EU) structural funds in Estonia. To fulfil the objective of the thesis, the theoretical basis of design thinking, human-centered design, service design, jobs to be done, human-centered design and co-creation in policymaking, legal design as well as nudging and creating behavioural change were explored and used as a theoretical guidance for the development project. The process of the development project was based roughly on the Double Diamond model and qualitative methods were used.

The value of the results is considered to be largely within the different activities undertaken in the process of development work. In addition, three distinctive deliverables of the development work can additionally be noted, such as the introduction of new initiatives for bringing forth the user view in grant measure design, development of a framework of the service of the SSSC grant measure design team, and formation of a value proposition of the team.

The conscious path towards enhancement of user-friendliness can benefit both the target groups of grants as well as the policymakers aspiring their grant measures to be implemented successfully for achieving policy goals. Therefore, as a development area for the future, further testing, developing, enhancing, and promoting various design methods and tools can be suggested to help in the creation of user-friendly grants. Additionally, development activities and further research on the measurement system to measure the impact of the use of design tools in the design of grants can be suggested.

Keywords: User-Friendliness, Grants, Legal Design, Service Design, Human-Centered Design and Co-Creation in Policymaking

Contents

1   Introduction

In the recent years, the wicked problems that societies are facing and the heightened expectations of the public have brought light to the increasing needs for innovation in the public sector (Fuglsang, Rønning, & Enquist 2018, 1). Hence, the human-centred design principles in policymaking have also been gaining increasingly more prominence in helping to bridge the gap (McGann, Blomkamp, & Lewis. 2018). With the overall rise of service design mindset and innovation labs in the past decade (Nesta 2023), the question of how to create and offer services in a user-centric way has been also on the rise in Estonia. Service design is being taught on a master's degree level in several higher education institutions in Estonia (e.g. Tartu Ülikool n.d.; Service Design Strategies and Innovations n.d.) as well as it can be included in curriculums in conjunction with other types of design (e.g. Taltech n.d. a; EKA 2023). In the recent years, microdegrees in a form of advanced training in service design have also emerged (Tartu Ülikooli Pärnu Kolledž n.d.; Taltech n.d. b) in addition to degree programmes. Also, short-term service design training courses, programmes and masterclasses for organisations are on the rise (to name just a few, see for instance EAS n.d.; Puhka Eestis n.d.; Sihtasutus Jõgevamaa Arendus ja Ettevõtluskeskus n.d.). This all should contribute to a shift in mindset in public service and policy creation also. Moreover, notably in 2018, Estonia's own innovation lab was established as a part of Republic of Estonia Government Office, conducting longer and shorter innovation and service design programs, sprints, projects, trainings and networking opportunities available to the public sector in Estonia (Riigikantselei 2023).

With this rapid increase in the spread of knowledge about service design, a service design unit was also established in the case organisation – State Shared Service Centre (SSSC) just a few years ago (Tugiteenuste Keskus 2021a) with one of the aims to support the creation of better customer-experience with the use of design thinking in grant measure design (Riigi Tugiteenuste Keskus 2022a). However, the rise of knowledge about service design or the mere unit in the structure of an organization itself is not enough to create results and therefore, content-creation and concrete action steps are vital. As one of the cornerstones of the SSSC is the management of European Union (EU) grant system in Estonia, the author hopes this thesis can give a closer look on how the road to more user-friendly grants has been in the SSSC.

1.1   Introduction to case organisation

The SSSC was established ten years ago. Originally an organization with the aim to provide certain accounting and payroll and other administrative support services to four ministries in

Estonia, has quickly grown in terms of size and services offered. (Riigi Tugiteenuste Keskus 2021b.) Now, an organisation with a headcount of more than 460 people, it offers several services, in addition to the aforementioned services, such as document management and archiving, organization of public procurements and central training across the public sector among others (Riigi Tugiteenuste Keskus 2023a; Riigi Tugiteenuste Keskus 2023b). Since 2018 the SSSC has been also serving the role of the managing and paying authority of the EU structural funds in Estonia, while also serving a similar role in regard to cross-border programs, Norwegian and European Economic Area financial mechanisms and as well as serving as being an implementing body for certain programs (Riigi Tugiteenuste Keskus 2021b).

To better explain the role of a managing authority, a simplified overview of the system of the organization of grants in Estonia is given as follows:

1. The European Commission provides a legal framework for the allocation of EU structural funds in the member states;
2. The general directions of fund allocations are set in a partnership agreement, the programme on the proposal and in the list of measures, drafted by the Ministry of Finance in collaboration with the other ministries, approved by the Government and submitted to the European Commission where needed;
3. The managing authority i.e. the SSSC in the case of Estonia provides then a system to manage the allocation of funds within a member state;
4. The implementing authorities i.e. the intermediate bodies who are the ministries responsible for policymaking then draft the regulations for grant and use of support i.e. legal conditions for grant of support within their field (can be in a form of a regulation, directive or agreement) (hereinafter in this thesis: *grant measures*);
5. The implementing body then implements the grant measure i.e. administers grant applications and pays out grants alongside other administrative tasks it entails;
6. The aid applicants apply for grants and conduct their activities in relation to the project and the grant. (Riigi Tugiteenuste Keskus 2022b; Estonia 2022.)

To better illustrate the system, the simplified process in given in the following picture in figure 1.
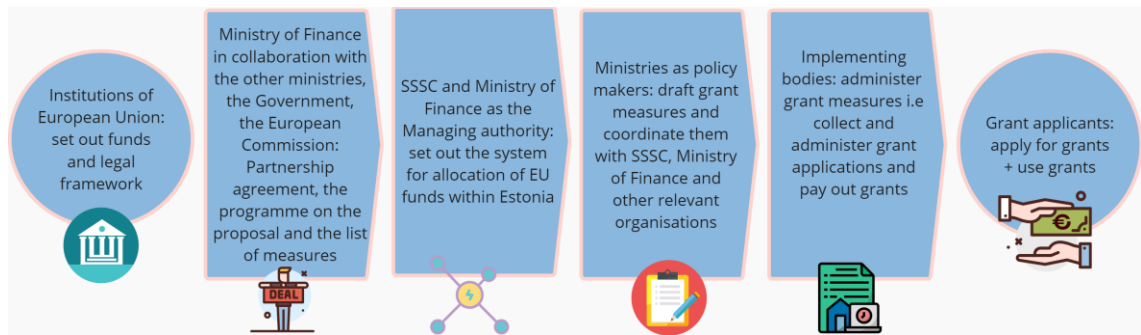
Figure 1: A simplified overview of the system of the organization of grants in Estonia

As a managing authority of EU structural funds, a separate grants development department, exists within the SSSC to serve this specific function (apart from monitoring and evaluation functions of a Managing Authority which are served by the Ministry of Finance) (Riigi Tugiteenuste Keskus 2022b). Within the grants development department, there are in turn six units, all responsible for their own piece of the puzzle of supporting the management of the EU grant system in Estonia. One of the six units is also the service design unit consisting of headcount of 14 people altogether. Within the service design unit, there are business analysts and service development experts, dealing with a range of topics starting from business analysis of grant allocation information system and ending with coordinating the cohesion of procedures. (Riigi Tugiteenuste Keskus n.d. a.)

The SSSC service design unit has also an inner informal team of service design (hereinafter in this thesis: *the grant measure design team*) consisting of three people, including the author of this thesis, plus the head of service design unit, who all contribute specifically to service design either on a full time or part time basis alongside with other tasks (Riigi Tugiteenuste Keskus n.d. b). Thus, one of the tasks of the author according to the job description, is in service design to create proposals to simplify grant measures (Avalik dokumendiregister Rahandusministeeriumi haldusala 2020). However, despite the aim, due to the relevant newness of the field as well as the team itself, the specifics and the methods to fulfil this aim are yet in development. Therefore, the role of the grant measure design team in the SSSC is thus yet to be more concreted and therefore will be elaborated more in development part of the thesis as it is directly related to the development task.

1.2   Purpose of the thesis

Pamela Herd and Donald P. Moynihan (2018, 15, 23-31) have explored the role of administrative burdens and have found there to be three types of administrative burdens, such as learning costs which entail time and effort to understand if one is eligible for the service and what are the conditions, then compliance costs which entail material burdens, such as money and time, to comply with the rules and requirements of the service and to

access the service, and finally psychological costs which can entail stress and frustrations of dealing with the administrative process as well as stigmas related to some services. Moreover, as it is argued by them, these burdens can significantly affect the ability to receive public services, which in addition to the negative effects on the individual can have cumulative effects on society. Furthermore, as noted by the authors, these burdens are not on the same level for everyone and some groups can experience certain burdens more and/or cope with them differently than others due to their circumstances in money, education, networks, health etc. Hence, the ones who might need the service the most, might suffer from the burdens the most. (Herd & Moynihan 2018, 15, 23-31.)

Hence, a comparison can be drawn to the service of grant measures and grants. Though receiving aid from the grant measure is generally not considered as a subjective right of the applicant (Reisberg 2019, 12), it should not mean that the service of a grant process should not be user-friendly, and that the administration should not consider and try to lessen these burdens for the potential applicants. Indeed, direct parallels between the aforementioned burdens by Pamela Herd and Donald P. Moynihan and grant application process can be drawn, where first the aid applicant is impacted by the learning costs in understanding whether the applicant and applicant's activity are even eligible for grant. Then, if and after the eligibility is confirmed, compliance costs occur, which in addition to time spent for filling the application, also costs for expert advice etc. can occur. Finally, and perhaps the most difficult to determine and measure are the psychological costs which applying for and receiving a grant can entail. Even if the grant decision is a positive one, significant psychological costs can entail as there can be considerable amount of worry about whether everything is done correctly by the applicant in terms of the project and the use of grant money since the consequences of mistakes can result in having to pay back the grant money with interest.

Hence, as the principle of good governance stipulated in the § 5 (2) of Estonian Administrative Procedure Act (Estonia 2023) stating that "*Administrative procedure shall be purposeful, efficient and straightforward and conducted without undue delay, avoiding superfluous costs and inconveniences to persons*", it is clear that it is the responsibility of the administration to reduce the burdens for the potential applicants. As Margaret Hagan (2021a) puts it, providing good citizen experience and lightening burdens is something all public services should entail, meaning that the keywords of simple, accessible, and respectful should be at the centre of public programs. Moreover, she argues, it is design with its methods that can be of help here in achieving this. (Hagan 2021a.)

The effectiveness and administrative burdens of the EU structural funds grants in the period of 2024-2020 has been researched in Estonia by Ernst & Young Baltic AS and SA Poliitikauuringute Keskus Praxis by the commission of the Ministry of Finance. Although this

research was conducted already in 2017, the lessons of the previous period can nevertheless be used. From the burden point of view, grant applicants' (mainly financial and administrative) burdens were studied there in terms of both in the process of application and in the process of the use of grant. It was found that the burdens, though all in all evaluated as reasonable, can differ significantly across grant measures. Moreover, several suggestions were made as a result, such as the need for more customer-centred approach in policymaking, change of mindset from viewing aid applicants as malicious to seeing them as benevolent, critical assessment of the amount of information required from applicants, simplification of legal language to make legal texts more easily understandable for applicants, transforming the negative grant decision into a learning experience for the applicant with the view to the future, among other suggestions. All in all, the use of more user-centred policymaking and design thinking principles (also in information allocation in regard to grant measure) was recommended. (Ernst & Young Baltic AS and SA Poliitikauuringute Keskus Praxis 2017, 5, 46, 53, 58, 61, 65, 68-70, 82, 86.) Moreover, the need for lessening administrative burdens as well as the need for greater stakeholder participation in the design phase of measures for identification of needs of target groups and for setting the correct focus of the measure has been also suggested EU-wide by the European Commission alike (Ciffolilli, Pichini, Naldini, Louguet, Landes, Mazur, & Hranilovic 2023, 129).

It is foreseen that in the programming period of 2021-2027 the total amount of EU structural funds to be allocated in Estonia is approximately 3,37 billion euros divided between five EU funds and six large policy goals (Riigi Tugiteenuste Keskus n.d c). Altogether it is foreseen that for the allocation of these funds approximately 132 grant measures will be compiled (Karlson 2023. Pers. com.). Although the exact number of grant beneficiaries is yet difficult to estimate, then for instance in the programming period of 2014-2020, there was 14 185 projects supported (Riigi Tugiteenuste Keskus 2023c). This illustrates the scope, and the importance of the topic as user-friendly grant measures would benefit the potential grant applicants, their potential project partners as well as other stakeholders, such as the implementing bodies in administering the grants.

To the author's knowledge, the academic literature targeted to the use of design thinking methodologies in grant measure design is developing. For instance, Ninja Fedy (2019) has researched a similar topic in her Master thesis ("*Designing a customer-centred government subsidy system*") in 2019. However, the scope of the current thesis is nevertheless different as the former was aimed at bringing out the needs of stakeholders and principles in public-service creation, whereas the current thesis deals more with creating specific interventions that could work in order to fulfil the aim of greater user-friendliness in grants within the Estonian context.

As part of the Managing Authority's grant measure design team, the author of this thesis sees that the research problem of the thesis is that there is untapped potential for achieving greater user-friendliness in grants. It is to be noted, that the term grant in the context of this thesis is used rather widely and it includes the grant measure with its terms and conditions and processes it envisions as well as the information about grants given by the implementation bodies on the basis and in addition to the grant measure itself. However, in the scope of this thesis, it does not include the information system used for the administration and for allocation of grants as this is a topic of great volume falling into the scope of other work teams within the SSSC.

The aim of the development project and of the thesis is to find ways to ensure greater user-friendliness in grants.

The research questions set in the thesis are thus the following:

1. What is the theoretical background that can support in reaching the aim of the development project and the objective of the thesis?
2. What are the scope and limitations for the grant measure design team of SSSC in grant design?
3. What and how can the grant measure design team of SSSC do to ensure that grants would be more user-friendly?

A summary of the research problem, aim and the research questions are provided in the following picture in figure 2.
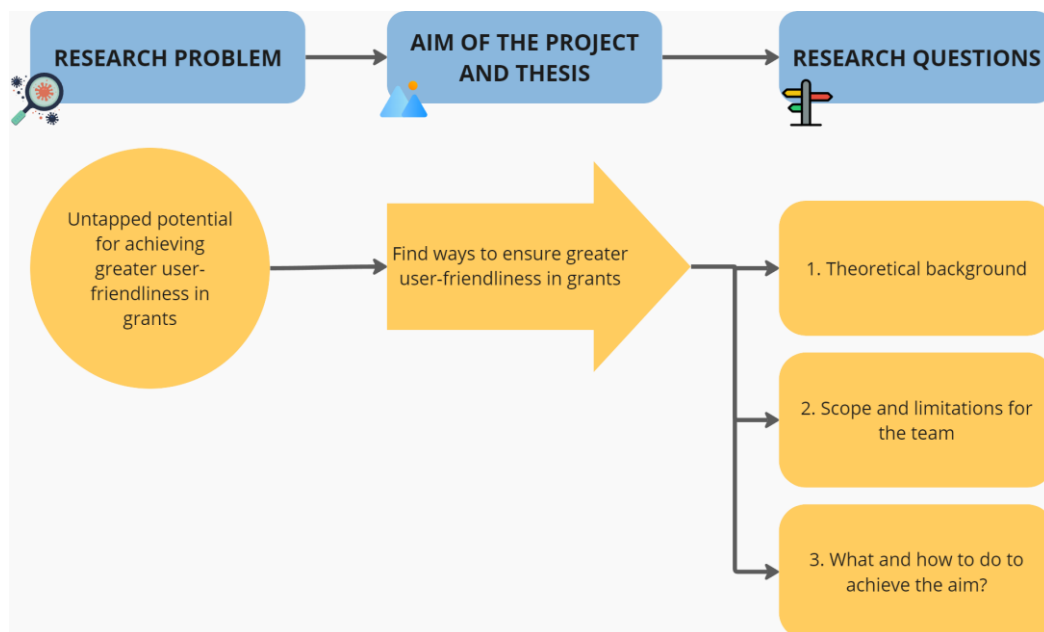

Figure 2: A summary of the research problem, aim and research questions

1.3   Structure of the thesis

The thesis is divided into five chapters. After the introduction in the first chapter, an overview of the theoretical background is provided in the second chapter. The concepts of design thinking and human-centered design, service design, jobs to be done, legal design, human-centered design and co-creation in policymaking as well as nudging are examined. In the third chapter a general outline of development setting is given, which is followed by an overview of the development process and results in the fourth chapter and final conclusions in the last chapter.

1.4   Key terms

To simplify the reading of the thesis, some of the most content-specific terms are defined here. The terms are defined solely for the purpose of this thesis, and they might differ from definitions set out elsewhere.

The State Shared Service Centre (The SSSC)

"The State Shared Service Center (official abbreviation SSSC) is a government agency under the administration of the Ministry of Finance. SSSC provides various support services to the central government agencies that have entered into an agreement on the provision of support services and performs the function of the managing and paying authority for the European Union structural funds and cross-border programs; The Liaison Office for Financial Mechanisms in Norway and the European Economic Area; and, where specified by law, the tasks of the implementing entity" (Riigi Tugiteenuste Keskus 2023a.).

The grant measure design team of SSSC

The team of people assisting ministries and implementing bodies in grant measure design and information design. The team is situated in the service design unit of the grants development department of the SSSC (Riigi Tugiteenuste Keskus n.d. b).

Grant

Also named as support. Budgetary means of a fund financing a programme and funds prescribed by the state for co-financing the above if so foreseen in the measure or Interreg programme budget. (Estonia 2022, para. 2.)

Grant measure

Also named as conditions for grant of support. It can be in a form of regulation, directive or agreement setting out the conditions for grant and use of support (Estonia 2022, para. 7,

para. 10). (As an example of a grant measure translated to English, see for instance Estonia n.d.)

Managing authority

The managing authority has the main responsibility for the effective and efficient implementation of the Funds and carries out a wide variety of functions in regard to the selection of operations, programme management and support for the monitoring committee as are set out in detail in Regulation (EU) 2021/1060 of the European Parliament and of the Council (Regulation (EU) 2021/1060 of the European Parliament and of the Council, preamble point 60). State Shared Service Centre (SSSC) fulfils the functions of a managing authority specified in Regulation (EU) 2021/1060 of the European Parliament and of the Council (Estonia 2022, para. 6).

Implementing authority

Ministry and the Government Office appointed by an order of the Government. Implementing authority drafts the grant measure, monitors compliance, arranges for evaluations, proposes amendments to the programme and list of measures, co-ordinates and monitors in its area contributions to the strategic goals and basic principles to the long-term development strategy, and performs other functions set out on them. (Estonia 2022, para. 7.)

Implementing body

Body responsible for administering the grant measure. Implementing body delivers information to the public and potential applicants on the possibility of grants and on the application procedure, reviews and decides on grant applications, clarifies the conditions of grant measures, views documents for payments and performs other tasks set out in 2021–2027 European Union Cohesion and Internal Security Policy Funds Implementation Act. (Estonia 2022, para. 8.)

Grant beneficiary

Grant applicant i.e. a person or an organisation whose project is funded from grant, or the body who implements a financial instrument. In addition to beneficiaries applying for grants, some projects can also include a partner (someone who participates in project activities which are funded from the grant), and a final recipient (someone whose activities or project is supported by the beneficiary, the project promotor or the body who implements a financial instrument). (Estonia 2022, para. 2.)

Project

An activity or a group of related activities with a defined goal, result, budget and time frame (Estonia 2022, para. 2). In short, a project is what beneficiary does with the grant they apply for.

2   Theoretical background

The chapter two lays out the theoretical background of the thesis. The theoretical part is derived directly from the topic and research questions of the thesis. As grant measures can be viewed from different angles – for instance as a service, as a means for policy creation and as a legal act that creates rights and obligations, these three viewpoints also determine the selection of the theoretical basis for the thesis, since this is where the of service design, design for policy and legal design meet having design thinking and human centered design as a common thread between all of them as illustrated in the picture below in figure 3.
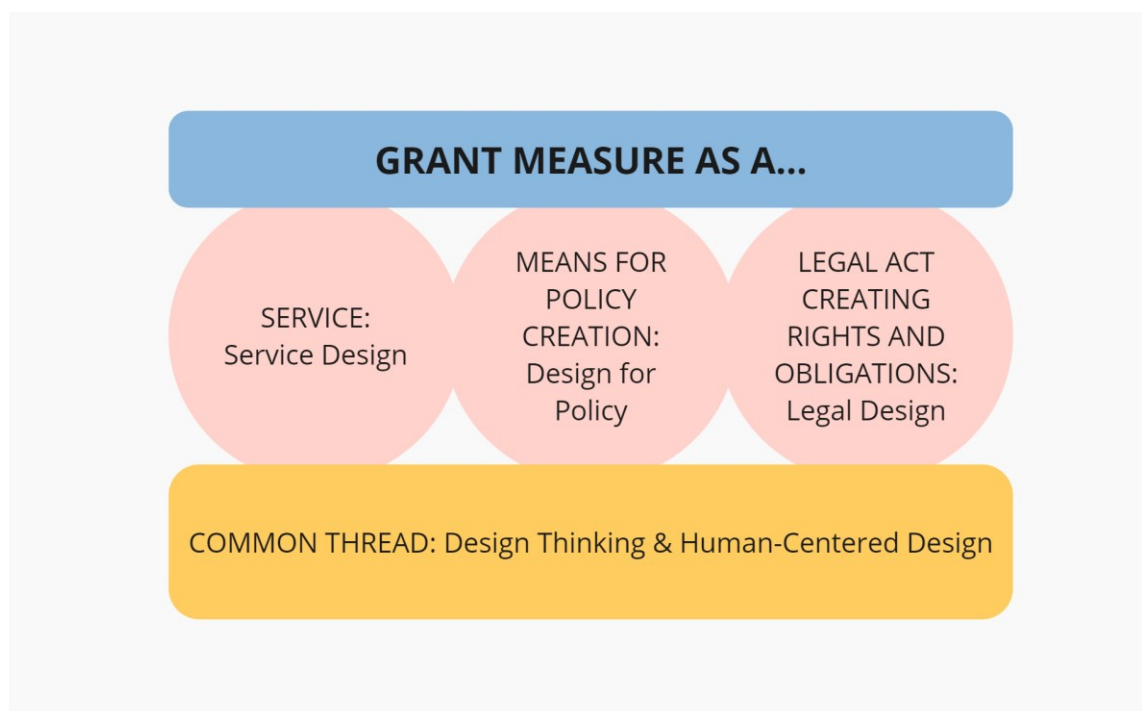

Figure 3: An introduction to theoretical background

Additionally, while the above makes the reason for most of the theoretical framework, then, derived from the research questions, also the notions of jobs to be done and creating behavioural change with nudging is explored as these are also considered valuable by the author for the benefit of the development project.

2.1   Design thinking and human-centered design

The notions of human-centered design and design thinking have enjoyed quite the increase in popularity in the recent years. However, even to this day, these two concepts can be somewhat difficult to differentiate and to define unambiguously.

Lucy Kimbell (2009, 22) in her investigation on defining design thinking has concluded that even though the term is commonly used, then due to the many takes on this, confusion instead of clarity nevertheless floats around it.

Tim Brown (2008, 1-2, 8) from IDEO has viewed these two terms to go hand in hand, explaining design thinking as "*a methodology that imbues the full spectrum of innovation activities with a human-centered design ethos*" (Brown 2008, 1), adding that design thinking "*is a discipline that uses the designer's sensibility and methods to match people's needs with what is technologically feasible and what a viable business strategy can convert into customer value and market opportunity*" (Brown 2008, 2). Moreover, he has, in explaining on how to use design thinking for innovation, also used these two terms together as "*human-centered design thinking*" (Brown 2008, 8), which in turn illustrates how these two concepts work together.

Additionally, as can be seen from IDEO's webpage, IDEO also acknowledges the many definitions of designing thinking out there while IDEO views it as both a mindset and a set of activities that help to solve problems in a human-centered way (IDEO Design Thinking n.d. a). Additionally, human-centered design is seen by IDEO as an approach to problem-solving that starts and ends with human needs, while design thinking is seen as a human-centered approach to innovation that in addition to human-centredness entails also other elements to create balanced solutions that are feasible, viable and desirable for people (IDEO Design Thinking n.d. b). As for key elements of the mindset needed for human-centered design, IDEO names creative confidence, tangibility, learning from failures, empathy, embracing ambiguity, optimism and the importance or iterations as the most important ones (IDEO 2015, 17-25).

Galvin Melles (2019, 6) has in turn brought out that though design thinking and human-centered design are often viewed as synonyms, the term human-centered design is being used by many organisations and often in cases of social innovations and in contexts of broader system constraints, and thus, it should be seen as a response to term "design" that can be seen as too materials and tech focused.

Katarina Wetter Edman (2011, 15, 42) explains design thinking as a two-sided concept - from the design and the management perspective which both have their own emphasises, bringing

out that the former being around much longer, while the latter has been started to use more recently.

Katja Tchimmel (2012, 2) also refers that although first being used to describe the cognitive process of designers, design thinking has now gained a much wider meaning across domains, referring to applying design culture and methods to business innovation and other fields, and design thinking not being more merely a mindset anymore, but as a toolkit for innovation. She moreover acknowledges human-centered approach as one of the fundamentals of design thinking where instead of designing for users is replaced by designing with users (Tschimmel 2012, 4) in addition to collaboration, experimentation, visualization and holistic approach (Tschimmel 2022, 29).

Thomas Lockwood and Edgar Papke (2017, 17-18) also point out that despite the several definitions of design thinking out there, the essence of theme is nevertheless quite the same. As for the principles of design thinking, they have pointed out, are recognising the right problem to tackle together with understanding the user, empathy together with collaboration, speeding up the learning by using prototypes, visualisations etc, and the integration of business model innovation into the process. (Lockwood & Papke 2017, 17-18.)

After studying a number of organizations, they have also defined and elaborated on 10 attributes that give power to design thinking in organizations and that together with the right organization culture can help organizations empower design thinking and that in the end distinguish innovative organisations from the rest. These attributes are: design thinking at scale, where despite the scale, design thinking is seen a key strategic element; emotional pull factor to draw people in; the right problems i.e. discovering and solving the root causes of problems; cultural awareness i.e. being aware of the culture where design thinking is applied and practiced in; curious confrontation, where curiosity is valued and disagreement is seen as a possibility contribute to creativity and innovation; co-creation; open spaces, where the space contributes to creativity; whole communication where storytelling and visualizations are used; aligned leadership; and a purpose set in for the organization and for the product/service. (Lockwood & Papke 2017, 20-24, 57, 80, 87, 100, 118, 138.) They also address the three basic human needs, such as participation, the pursuit of knowledge, and free expression, as motivations that make people want to innovate (Lockwood & Papke 2017, 26). Moreover, they see that the ability to change culture and enhance collaboration and innovation is one of the big benefits of applying design thinking, yet one also has to bear in mind that culture in turn has a huge part to play when pursuing innovation and thus it cannot be overlooked (Lockwood & Papke 2017, 40-56). All in all, they admit that though there is a danger of design thinking failing and not take flight, it is more likely that this approach for enhancing collaboration and innovation at various level will instead become a megatrend (Lockwood & Papke 2017, 140-141).

Additionally, as Anna Meroni and Daniela Sangiorgi (2011, 86) also advocate for design thinking, they see that it should become part of service operators' routines and mindset in order for transformational change to be created.

Jennie Winhall (2011, 166) points out that while governments have recently started to become interested in using user journeys, they are still relating to the existing system of doing things. She adds that in order for a change to be created, one needs to move beyond it, as she sees design thinking as "*opportunity-focused, and applied to systematic issues, leads to solutions framed in the new, not in the old*" (Winhall 2011, 166).

While design thinking enjoys several definitions, human-centered design, while still somewhat unambiguous, has been even defined by The International Organization for Standardization (ISO) (2019). Even though the ISO definition gives requirements and recommendations for human-centered design principles and activities only for a life cycle of computer-based interactive systems and thus views human-centered design in a very specific context, the definition it nevertheless provides can be useful in understanding human-centered design in general also, as it sets the user needs and satisfaction onto the top of the list by defining human-centered design as "*an approach to interactive systems development that aims to make systems usable and useful by focusing on the users, their needs and requirements, and by applying human factors/ergonomics, and usability knowledge and techniques. This approach enhances effectiveness and efficiency, improves human well-being, user satisfaction, accessibility and sustainability; and counteracts possible adverse effects of use on human health, safety and performance*" (ISO Online Browsing Platform 2019.).

Wanda Grimsgaard (2023, 355) has in a more general manner defined human-centered design as "*an approach that involves designing products, services, systems and experiences that meet the core needs of those who experience the problem*".

Don Norman (2018) has named the three central principles that human-centred design entails, which are focusing on all the people involved, finding the right and the fundamental root problem and seeing the big picture and thinking of everything as of an interconnected system.

Anna Meroni and Daniela Sangiorgi (2011, 203) also see understanding people's practices, experiences and interactions being at the core of human-centred design and this also can be done at different levels while also the capacity to engage people is of key value here.

Despite the somewhat complex and unambiguousness in terminology, it is safe to say based on the above that very often design thinking and human-centered design go hand in hand, where the principles of the former are used to achieve the latter in solutions that fulfil the human needs and requirements. Hence, in the framework of this thesis and in the development work, while all of the above definitions are relevant and add aspects and layers to one

another, it is the keyword of human-centricity that sums it up for the author and that is therefore retained the most in the development work.

2.2   Service design

2.2.1   The concept of service design

Just as design thinking, the notion of service design has also been gaining more prominence in the recent years. And just as with design thinking, there are again several definitions used to explain the concept of service design.

Hence, the notion of the core of service design has several variations and though they all have common themes, it can nevertheless sometimes seem that service designers work with aspects that are aimed at making things better, but which are always a bit hazy and not always visible to the eye. As Lara Penin (2018, 42) in her book "Designing the Invisible" pointedly remarks that though services are the basic units of human exchange and at the core of services are interactions, designers can however still only design the conditions and the details and touchpoints of these interactions, but not the interaction itself. As Penin (2018, 150) sums up on this, she sees design, at the very core level, as delivering well-being to people. Anna Valtonen and Petra Nikkinen (2022, 83) similarly summarize design as an activity that shapes the world and has a goal of making things better than what they are at the start. In the thesis author view while the aforementioned two notions were related to design in general, it rings nevertheless true also in the case of service design as seen in the following.

To continue with the specifics of definitions of service design, it becomes evident that there are various definitions out there highlighting several aspects. To further illustrate the variety of definitions and multiple facets of service design, Stickdorn, Hormess, Lawrence and Schneider (2018a, 18-19) have gathered definitions of service design from 150 service designers, which shows the various possibilities of explaining service design. They add that out of those stood out one, which entailed customer perspective, design thinking, human-centred process, collaboration, holistic and meaningful improvements as some of the key aspects that emerged from that definition. (Stickdorn et al. 2018a, 18-19.) Stickdorn et al. (2018a, 21) further explain that though service design can be seen as a mindset, as a process, as a toolset, as a cross-disciplinary language and as a management approach, it can be any of those, but not solely as each element is only a part of the puzzle. They also propose there to be six core principles of service design doing as service design is human-centered, collaborative, iterative, sequential, real and holistic (Stickdorn et al. 2018a, 27). Stickdorn et. al (2018a, 27) conclude from that with the definition that service design is "*a human-centered, collaborative, interdisciplinary, interative approach which uses research, prototyping, and a set of easily understood activities and visualization tools to create and*

orchestrate experiences that meet the needs of the business, the user, and other stakeholders".

To add more on the core principles of service design, the UK Design Council (n.d.) has found there to be four principles of service design: put people first, communicate visually and inclusively, collaborate and co-create, and iterate a lot.

While the aforementioned definition concentrated more on the traits and qualities of service design, then there are other definitions among others, that concentrate more on the process. So have Björklund, Keipi, Maula, Maula, Soule, Hannukainen, Manninen, van der Marel, Mäkelä, Rekonen, Vanhakartano, Kirjavainen, Luukkonen, & Laakso (2019, 7) from the Design+ project team defined design as "*the art of finding the right question to ask [,] the craft of making insights visible [,] the imagining of a better solution [,] the co-creation of the future*". This again can also be elaborated on to service design as part of the design realm.

The further emphasize on the importance of the use of inclusion across the process, and not only in the last phases of it, a quote by Cordelia McGee-Tubb can be used to illustratively sum it up, which says "*Inclusion is like making blueberry muffins – it's a lot easier to put the blueberries in at the start than at the end*" (Downe 2020, 172).

In order to dig even deeper on what design and inter alia also service design entails in addition to the aforementioned aspects, Don Norman (2013, 217-218) has emphasized that one of the core issues in design is understanding what is really the problem and not just the mere symptoms of the problem. Hence, he emphasizes, it is vital not to start solving to problem asked to solve, but to first dig to get to the very root of the problem before starting to work with any of the possible solutions as the solution to the wrong problem can pose more problems than having no solution whatsoever. (Norman 2013, 217-218.) To add to this, Bill Buxton (2007, 33) has further stressed the importance of getting the problem right by pointedly saying: "*A problem properly represented is largely solved*". Hence, the thesis author concludes, it is clear that working with the problem and getting to the core of it, is vital when creating designs, including also when designing services.

To sum up on the definitions of service design, just as with design thinking and human-centered design, the many definitions are not mutually exclusive, but rather add different aspects and layers to the concept which can be all taken into account when designing services.

2.2.2 The processes of service design

While it can be concluded that service design uses the human-centred approach to create well-being of people by using inclusion and diving to the root of the problem and approaching the issues holistically, the question is how to do it in the best possible way – what is or are the methodology(ies) to use in the process of designing services and what are the methods and tools that help in the process to reach these goals?

When it comes to the methodology for the process to apply in service design, then, as with the definitions of service design, a dear child has many names and so there are also several models and frameworks created to frame the process of service design. However, just as with the definitions, many of them have common elements that are shared across the models.

One of the most commonly used models is the Double Diamond model described by the UK Design Council (n.d.). First launched more than 15 years ago, it uses the divergence-convergence approach in a double diamond model to illustrate the process of service design: the model has four parts divided equally between the two diamonds where the first diamond is for investigating the problem and the second diamond for working with the solutions (Design Council n.d.).

As said, the Design Council's (n.d.; 2015a, 6-10) Double Diamond model consists of 4 phases, which are: discover, define, develop and deliver. In the discover phase, it is important to diverge and to explore the problem, opportunity and needs and gather insights to really understand about the various sides of the problem instead of making assumptions about it. While in the discover phase, the focus was from narrow to broad, then in the next phase – the define phase - in turn, the idea is to narrow the focus down to make sense of the insights about the problem collected in the discover phase and to define the problem in a different way. It is also important to select out the matters which are of priority of tackling in the next stages and so by the end of a define phase, a fundamental challenge or problem that is going to be tackled is defined. Once the main focus areas are defined as a result of the define phase, again the divergent approach is needed so possible solutions can be started to be ideated and found together in a co-creational and novel way in the develop phase, so that the selected ideas can be prototyped and iteratively tested. After that, in the deliver phase the feedback mechanisms are put to place, lessons are shared, and the product or service is launched. (Design Council n.d.; Design Council 2015a, 6-10.)

Though the double diamond model has been refined since its launch, and some elements, such as design principles, methods bank and engagement and leadership aspects have been added, the main good-old concept of the two diamonds has nevertheless remained in place (Design Council n.d.).

In support of this, the Design Council has grouped together more than 30 methods and tools that can be used in the Double Diamond process (Design Council 2015a, 8-9; Design Council 2015b; Design Council 2015c; Design Council 2015d; Design Council 2015e), which, they emphasize are not to be used inflexibly but instead be adopted and chosen and used flexibly according to the problem at hand (Design Council 2015a, 6).

To add to this and to more clarify the difference between divergent and convergent thinking, Tim Brown (2019, 73) from IDEO has explained it well as the diverge part means creating choices and converge part means making choices (Brown 2019, 73), as was also seen in the double diamond model.

Moreover, it must be added that the divergence and then convergence approach has gained rather prominence and the designers' approach of using first divergence and then convergence to investigate, understand and analyse the root problems and then in a similar manner to come up with creative solutions is what Don Norman also sees being at the very heart of design thinking. According to Norman (2013, 219), the double-diamond diverge-converge model and human centred design approach (ensuring that it is the right problem that is solved and that the solution meets the human needs and capabilities) are the most powerful tools of design thinking. When in the Double Diamond model, the two large stages of design – finding the right problem and then finding the right solution were emphasised, Norman (2013, 221-229) also has brought out the four activities-centred process of human-centred design that take place within these two stages. According to him, these four activities: observation, ideation, prototyping and testing are to be repeated until reaching the desired solution. Furthermore, he emphasises these can be used in both the problem and solution part of the diamond (i.e. one can use prototyping and testing in the problem stage to understand if the problem is understood well and in solution stage to understand if the solution works). As he refers to the iterative way of doing things, he highlights that the importance of understanding what works and what does not at the earliest possible stage and as frequently as needed (even if one might want to think of those lessons as failures) should be something rather aspired to, than feared. (Norman 2013, 221-229.)

Though the Double Diamond has been a world-wide hit since it was launched a while ago (Design Council n.d.), there are also several other models and frameworks created that address the process of service design.

Stephen Moritz (2005, 123-159, 187-239) for instance has proposed a model where service design process consists of six interlinked stages, which can also overlap. The first stage he sees is SD understanding, where it is all about learning about the customer, context, constraints and resources. The second stage is SD thinking where the main focus is the direction and scope of the design task. The third stage is SD generating. This is where the

concepts and solutions get ideated and created. The fourth stage is SD filtering and in this phase the most worthwhile ideation results are selected and evaluated. The fifth stage is SD explaining and in this stage the concepts are made tangible and a shared understanding is created. The sixth and the last stage is SD realising and this is where guides and plans for implementation are created. Though the real implementation is not foreseen in this stage, it is however, not to be seen as the end of service design but just a new beginning as he puts it. For each of these stages, he has also provided a list of methods and tools consisting altogether of more than hundred methods and tools that can be used in the process. (Moritz 2005, 123-159, 187-239.)

To add to this, Stickdorn et al. (2018a) also bring out their own approach to the process of service design. They too see the process of design as a combination of divergent and convergent stages of thinking and doing and propose a model consisting also of four core activities which can overlap with each other: research, ideation, prototyping and implementation. Again, they emphasize the importance of first ensuring that one is solving the correct problem before starting to solve it correctly. (Stickdorn et al. 2018a, 84-93.)

In the research phase of this model, they bring out that is important to challenge one's assumptions and to understand people and context, and research is seen as an iterative process where methods can be used in loops by going back to the previous ones whenever needed (Stickdorn et al. 2018a, 94-99).

In the ideation phase, it is all about idea generation, development of generated idea and choosing out the ones to continue with. Here, Stickdorn et al. (2018a, 156-165) stress that it is important also to understand that ideation is an iterative process where several back and forth loops can be used. It is also important to be able to let go of one's initial ideas and again the use of different methods is suggested for reducing possible biases and for better use of the team members' various skills. (Stickdorn et al. 2018a, 156-165.)

In the prototyping phase, ideas get challenged in reality and it becomes more clear which ideas can work in reality. Again, this is an iterative process looping back and forth and prototyping can be used in various stages of the process. Prototypes can vary on scope, purpose, fidelity and target context and thus the method needs to be selected accordingly. It is also pointed out how it is not so much about the prototype itself as such, but rather what is learnt by using and testing the prototype. (Stickdorn et al. 2018a, 206-226.)

In the implementation phase, it is what happens after experimenting and testing and it is all about bringing the concept finally to real life to actually make an impact (Stickdorn et al. 2018a, 268-272). In support of this Stickdorn, Hormess, Lawrence, and Schneider (2018b) have also proposed more than 50 methods and tools that can be used in the process.

The previous was only short overview of three of the models of service design. To add to this, there are many other models out there and oftentimes different organizations have adjusted the existing models or made their own ones to use.

For instance, the UK Design Council's double diamond has been evolved into a triple diamond model in various variants (see among others for instance Wong 2018, 42-45; Marin-Garcia, Garcia-Sabater, Garcia-Sabater & Maheut 2020, 51-54). BMI (n.d.) has offered a double loop design process with eight steps in it: prepare, point of view, understand, ideate, prototype, validate, scale. IDEO (2015, 11-13) proposes a three-step diverge-converge alternating movement filled process of inspiration, ideation and implementation. Institute of Design at Stanford proposes a five-step process of service design having empathize, define, ideate, prototype and test as the process steps, bringing out that though given as linear process, various order can be used in design process (Hasso Plattner Institute of Design at Stanford. n.d.). Lewrick, Link and Leifer (2020, 22-23) propose a seven-step design thinking process filled of loops, where in the problem space there are steps of understand, observe and define point of view and in the solution space there are steps of ideate, prototype, test, followed by a separate step of reflect which allows to view things from retrospective and to learn from the process.

Looking at all these models (and keeping in mind that it is a non-exhaustive list), it is clear that irrespective of the number and name of steps or stages and the design methods and tools suggested in the models, the very basic concepts of models are nevertheless similar. Though the models can differ in stages, the main idea of to first research and gather insights and to really understand the problem and its roots, then to ideate and to work on solutions, then to prototype and to test them and to loop back to the previous stages whenever and as often needed is nevertheless quite the same across the various models. Therefore, it is more about the principles that the models and frameworks entail (which in large overlap) that are important to be guided from and to keep in mind, rather than following a model with its methods and tools rigidly. Therefore, this is also the approach taken in the development work described in Chapter 3.

2.3   Jobs to be done

An approach that can be used in addition to service design when designing services, is jobs to be done. As Jim Kalbach (2020, 3-5, 14), the author of the "Jobs to Be Done Playbook" writes, originally introduced already decades ago and though this approach has several variations proposed by various authors, then in a nutshell, jobs to be done entails the logic that people have goals i.e. jobs to be done. Therefore, people, instead of having a goal to interact with a specific organisation or service, rather "*employ products and services to get their job done*" (Kalbach 2020, 8). According to Kalbach (2020, 3-14; 21-24; 251-255) jobs are

seen separate from the offered product/service and so the approach places the main emphasis on the context and on the need of a user and mainly on the specific objective they wish to accomplish, instead of a service/product offer and their interaction with it. The methods and tools used in jobs to be done approach can vary and can also overlap with methods from other approaches, such as design thinking. So, it does not have to substitute existing approaches, like design thinking, but can rather to add value to those and can be used well in combination to other methods and processes out there. (Kalbach 2020, 3-14; 21-24; 251-255.) This is in fact also what Christian Müller-Roterberg (2020, 165) suggests - when practicing design thinking and formulating needs into tasks, it is beneficial to use jobs to be done concept as a basis.

Anthony W. Ulwick (2016, 61) also brings out the benefits of jobs to be done and adds that the benefit of it in understanding the customer needs can be a game-changer in the innovation field. Moreover, Ulwick (2017) also sees that jobs to be done is also essential in policymaking in understanding what the needs of the various stakeholders are and then in understanding which are the unmet needs by which segments, which then can then be translated into the outcome-driven policymaking where the emphasis is first put on understanding and agreeing on the desired outcomes before agreeing on the way they are achieved. Stephen Wunker, Jessica Wattman and David Farber (2016, 195-196) similarly see the value of using jobs to be done approach in the public sector as instead of offering straight-on solutions, this approach helps first to ask the right, accurate and replicable questions which helps to move nearer to stakeholders and to understand their deeper needs for forming new and innovative solution offerings.

Hence, the jobs to be done framework can well go hand in hand with design thinking and service design while complementing each other and offering also value in the public sector.

2.4   Human-centred design and co-creation in policymaking

2.4.1   Human-centered design in policymaking

In the past years, the need for innovation in public sector has been stressed more and more by governments with fiscal pressures on public sector, citizens' increasing expectations, new opportunities via the information and communication technologies, and wicked problems, where no simple solutions are of help, all contributing to this (Fuglsang, Rønning, & Enquist 2018, 1).

It is no wonder then that the use of human-centred design principles in policymaking has been in the rise. Since 2019, 43 governments, including the government of Estonia, have agreed to adhere to the OECD Declaration on Public Sector Innovation, which inter alia builds on the principles of embracing and enhancing innovation, co-creation, exploration, iteration and

testing in support of government innovation (OECD 2019). So has also rapidly increased the number of public and social innovation labs, established to ensure that public and wicked problems are addressed with innovative methods, such as design thinking being used by many labs (McGann, Blomkamp, & Lewis. 2018).

Satu Miettinen has named that it is precisely the transformation of public services where service design is and will be contributing more and more (Meroni & Sangiorgi 2011, 234).

Though there is still research to do on the various implications and actual effects and side effects of using human-centred approaches in bettering policymaking (McGann, Blomkamp, & Lewis. 2018), there is nevertheless a proven need for change, where new ways of policymaking have been addressed both widely across various governments as well as in international organizations alike.

With these new approaches emerging, the relatively newly found relationship between design thinking and policymaking is worth looking into.

As André Nogueira and Ruth Schmidt (2022, 32-33, 36, 42-43) argue, the strategy where policy is being made in a linear top-down way, where oftentimes the policymakers and agents are detached from the setting their job is affecting, is not working so well in context full of complexity and lack of stability. They further claim that it is not only about the reasons and goals of the policy, but also about the way it is being designed and to whom it is created for, therefore acknowledging the need for new ways of policymaking and using the example of behavioural and systems design in policy co-creation and participatory prototyping in their work. (Nogueira & Schmidt 2022, 32-33, 36, 42-43.)

Anna Whicher (2021, 253-255, 268), in her research about policy labs, acknowledges that though as separate concepts design and policy are widely common and researched, yet there is not too much academic writing done on the concept of design for policy. Whicher (2021, 268) views "design for policy" as "*creative, user-centered approach to problem solving engaging users, stakeholders and delivery teams at multiple stages of the policy process*". Yet, as she acknowledges, though the number of policy labs has increased rapidly over the past years and especially the past decade, and the use of design thinking within the public sector is definitely on the rise, design for policy is nevertheless still an emerging practice and the theory is lagging behind to the government practice. (Whicher 2021, 253-255, 268.)

Sabine Junginger (2014a, 127-128) similarly brings out the need to address organizational design practices in public policy design and while shifting organizational design practices and design concepts around principles and methods of human-centred design can be the way to innovate, nevertheless, the design concepts, methods and practices in policymaking as well as in implementation are still in the early stages. Furthermore, Olejniczak, Borkowska-Waszak,

Domaradzka-Widła and Park (2020, 92-93) bring out the two main challenges of evaluating policy interventions, naming causality between the solution and change as difficult to determine, as well as setting the evaluation criteria and reference points as difficult to set.

In the book "Design for Policy" (Bason 2014) the emerging links between design and policymaking are addressed not only theoretically but with the use several case studies from across the world. Mariana Amatullo (2014, 152) for instance notes that though strategic design is moving into the picture, the pace is not the fastest as the need for evidence and value production is asked for as well as cultural changes in organizational practices are often also needed. Sabine Junginger (2014b, 57-69) in turn brings out that there is a need to move from problem-solving approach in policymaking to policymaking as designing since the former entails the dangers that only problems that are seen and recognized are tackled, but these can be merely symptoms of the problems and not causes for the challenges people actually experience in their lives. Moreover, she brings out several issues with the problem-based approach naming that the problem-solving approach in policymaking is not future-oriented, larger contexts can be left unseen, people's everyday problems can be left uncovered, and isolated design activities where policy creation and implementation are treated separate activities can have negative effects as in reality these are interlinked activities that together affect the outcome for people. Hence, she argues, as the costliest mistakes in policy design are often done in the earlier stages of a process and as the implications of these mistakes often manifest themselves only much later on, often when it is too late or costly to do much about it, a design-driven approach in policymaking can be the new way forward so that instead of reactive problem solving, a future looking design approach can be more useful. As she brings out, this would enable policymakers to "*inquire into situations*" and then to "*understand what makes them problematic for people*" (Junginger 2014b, 62), so that the process would start "*with an inquiry, not a problem*" (Junginger 2014b, 62). Moreover, she emphasises that although human-centered design in policymaking is just starting to get noticed, it is a must for policymakers as the policies and implementations affect not the few but the many. She adds that while the problem-solving way policymaking still has its place in the everyday life, it is the human-centred design process, methods and skills that are to help in creation more people-centred policies and better futures. (Junginger 2014b, 57-69.)

Therefore, it is clear that design for policy holds great promise, yet, as the speed of it might still be lagging as hindrances need to be aware of and overcame, a conscious and continuous efforts are needed for forwarding it.

2.4.2 Co-creation in policymaking

As for the principles of human-centred design, co-creation is often being brought forth also in design for policy.

In looking more deeply into the notion of co-creation, Banny Banerjee (2014, 76-77) brings out the distinction between horizontal and vertical co-creation where the former is done between parties on the same institutional or power level and latter between parties on a different level. As he argues, both are vital in order to create holistic, impactful and more thought-out solutions while also increasing stakeholder engagement and a sense of ownership amongst parties. (Banerjee 2014, 76-77.)

Andrea Siodmok (2014, 192-195, 198) sees co-design methods as a way to bring the citizens' lens to policymaking and enabling new forms of dialogue between the different sectors. Moreover, she brings out four stages of collaborative innovation as co-discover, co-design, do-develop and co-deliver stages where co-design is seen as including users in design team rather than just collecting feedback from them. (Siodmok 2014, 192-195, 198.)

Similarly, Emma Blomkamp (2018, 733-739) also sees co-design as active participation being a key element and though acknowledging that the governmental sector might not always be well-suited for co-design due to its construction and culture and more research on the implications and evaluation on co-design for policy is definitely required, there is nevertheless vast potential for co-design in policymaking.

B. Guy Peters (2018, 123) too notes the involvement of customers in policy design process to be important as an important contributor to success of the design and redesign of public programs.

Elizabeth B.-N. Sanders (2014, 142-143, 149) also brings out the value of co-design-led futures and names that co-design can be viewed as a mindset, a set of methods or an approach and a collection of tools and techniques, and adds that the tools and methods require a larger context and a cultural shift to work. Hence, she sees tools being only the starting point, which are put into use via methods which are laid out in plans and practiced with a co-creative mindset in a supportive culture. (Sanders 2014, 142-143, 149.)

Gerlinde Berger-Walliser, Thomas D. Barton & Helena Haapio (2017) bring out explicitly in the law-making context, that drafting a legal document should involve the user to ensure taking the user needs into account.

Venkat Ramaswamy and Kerimcan Ozcan (2014, 195) see co-creation inter alia as a way to instead of silos to unite to "*co-create a humanized value*". Ramaswamy and Ozcan (2014, 219, 280) further point out that leading a co-creative enterprise, transformation should include employees at all levels and also partners and other external stakeholders and co-creating with people is a way to create a built-in engagement. Moreover, they also name intendedly designing platforms of engagements and engaging together ecosystems of

capabilities as some of the several elements of co-creation thinking (Ramaswamy & Ozcan 2014, 283).

This is also in line with the value co-creation derived from the service-dominant logic, where value is not simply being produced and then given to someone as in goods dominant logic, but rather created collectively by the service provider and then the service user, who is of foundational position (Lush & Vargo 2006a; Vargo & Lush 2006b).

To add to this, Stephen P. Osborne and Zoe Randor (2016, 64-65) have examined specifically public service-dominant approach and new public governance and have concluded that in this case of co-production, it is not anymore about merely responding to the existing and known needs of service users as can often be in the context of public services, but it is also about uncovering the unstated and hidden and future needs where the service user not seen as a passive party, but someone who is of central importance and has the significant understanding of how well the service does, being an active co-producer of value. Tony Bovaird and Elke Loeffler (2016, 175-176) have added that co-production in the public sector can offer results and rewards not available in customary service approaches and view it as an essential aspect in collaborative governance. This, in turn, can serve as a powerful instrument for cracking wicked problems and creating innovative solutions as stated by Eva Sorensen and Jacob Torfing (2016, 134).

To add to the specifics of co-creation and co-production of public services, then other authors, such as Brandsen, Steen & Verschuere (2018, 4) have brought out that one of the elements that distinguishes them from regular government-civil society partnerships is the fact that contribution is not done by so much by organizations, but more on an individual level. They also address that though co-creation being the new buzzword, the use of it is still nevertheless very uneven and one has to bear in mind that this is not the solution for all difficulties as policymakers might not be able to pursue the input gained from people, people's hopes might be too idealistic about the results and the troubles of the system still largely remain and manifest regardless. (Brandsen et al. 2018, 4.)

Brandsen and Honingh (2018, 10) have also pointed out that when talking about co-creation and co-production, one also has to keep in mind that the definitions are somewhat mixed and so these two terms might have a different meaning in different contexts. However, Brandsen and Honingh (2018, 13-14) incline towards the notion that co-creation is done in the initial planning stages of a service, and co-production rather at the implementation stages. The former is also where Alford and Freijser (2018, 41) see the co-design of a service happening.

Christian Bason (2018, 199, 202) is of a similar view and suggests that co-creation inter alia is a perquisite for successful co-production taking place in a later stages in the implementation phase. Moreover, Bason (2018, 7-8) also views co-creation as a process where solutions are

designed with and not for people, seeing divergence as a larger variation of ideas and realisation as a way of commitment building and anchoring as two of the biggest benefits of it. Furthermore, it is co-creation that links design thinking with citizen involvement tools (Bason 2018, 32) and he points out that using ethnographic research methods to see things from the perspective of the researchees, co-creational workshops and crowdsourcing can help really start creating a new future instead of simply collecting information about the present state (Bason 2018, 203-205).

As he adds, design thinking is growing swiftly in the public sector (Bason 2018, 172). At the same time, as he admits, it comes with its implications and is still seen as *"radical"* in majority of countries (Bason 2018, 187). As some of the fears behind it, he addresses the fear of allocating decision-making capacity to citizens included in the process, the fear of citizen involvement being too costly and the fear of citizen participation creating unrealistic expectations for them, however pointing out, that these should not be feared as including citizens in the process means understanding what would and would not work for them, it does not mean decisions are made by them but, it is more costly to make decisions based on not understanding the citizens, and unrealistic expectations can be after all mitigated by the right communication (Bason 2018, 197-198).

As Bason (2018, 201, 216) admits, citizen involvement is a paradigm shift and it is moving at different speed and in different forms across governments and though it can pose a number of challenges for the governments, nevertheless it is a way to go as problems must be examined with the citizens and not defined for them. As he concludes *"It is the power of co-creation, of innovation, that extends the frontier of possibilities"* (Bason 2018, 318).

To sum up, it seems that human-centred design and co-creation in public policy creation is, while being a relatively new paradigm and still in early days in many places, here to stay and it is not a question of if, but rather of how to do it efficiently and effectively that is of key here.

2.5   Legal design

2.5.1   The concept of legal design

One of the helpful keys in designing for policy is also the emergence of a concept of legal design. Though suitable to use in both private and public spheres, it can also play an important piece of a puzzle also in policy design.

Looking into the research about legal design, it seems that as it is with human-centered design and design thinking, also legal design enjoys several definitions (Huovinen, K 2021, 191). Since legal design as a concept is a relatively new one, gaining wider visibility only in

the last decade (Klemola & Kohlmeier 2021, 46-47), it is important to bring out some of them here in this thesis to provide a wider look on the topic. Even though the term "legal design" is despite the several definitions taken root in the English-speaking literature, then to the author's knowledge, there is no equivalent term for the concept yet established and taken root in the Estonian language. Hence, the concept as such deserves a closer look in the context of this thesis.

One of the visionaries in legal design, Margaret Hagan (n.d., chap.1) defines legal design as "*the application of human-centered design to the world of law, to make legal systems and services more human-centered, usable, and satisfying*". She brings out three objectives that legal design has, where in addition to helping the lay person and the legal professional, it is also about creating both a better front-end (interfaces and tools for navigating in the system) and back-end (the system and rules itself) of the system and also to both aim for short-term gradual improvements as well as longer-term more significant changes (Hagan n.d., chap.1).

Hagan (n.d., chap.1) moreover brings out in a visual of a pyramid five types of design where legal design can have a role, these being from bottom to top layer of the pyramid: system, organization, service, product and info design. It is thus clear that legal design is not something that can only be attributed to service design or information design, but several other types of design can integrate legal design in making the either the legal system, practices, experiences, concrete products or documents etc. work better for people (Hagan n.d., chap.1). When it comes to the design process, she proposes a five-step design journey consisting of stages of discover, synthesise, build, test and evolve (Hagan n.d., chap.3), which goes on to show its connectedness with design thinking and models used in human-centred design, design thinking and service design.

Astrid Kohlmeier and Meera Klemola (2021, 6) have also offered their definition and in turn define legal design as "*design deployed in the field of law to transform legal products, services, work, systems, business strategies, ecosystems and user experience*". They have also defined ten principles that one involved in legal design should consider (Klemola & Kohlmeier 2021, 14), which when analysed, manifest that these principles again, have a lot in common with those found in human-centred design and design thinking. In fact, Kohlmeier and Klemola (2021, 91) view design thinking as a "*backbone of legal design*".

Moreover, Kohlmeier and Klemola (2021, 57-67) also, as Hagan, make connections between legal design with other types of design. They bring out experience design as having a central role in legal design, but also service design, as providing services lays in the centre of most legal systems, adding also communication design, organizational design, business design, systems design, product design, user experience design, user interface design, interaction design, information architecture and visual design as having all connections with legal design.

(Klemola & Kohlmeier 2021, 57-67.) As for the process of legal design, Klemola and Kohlmeier (2021, 110) also propose a six-step journey consisting of the phases of team and culture building, research and understand, synthesize and define, idea development, prototyping and testing and implementation with also proposing several methods to use in each of those. This, as with the model offered by Hagan, again falls very much in line with models and methods used in design thinking and service design.

Michael Doherty, Marcelo Corrales Compagnucci, Helena Haapio and Margaret Hagan (2021, 1) have together also defined legal design even in a more policy-centered way as "*a movement to make the legal system work better for people. It has been developed out of work in human-centered and visual design, civic technology, and participatory policymaking*". To add, they bring out as a vision of legal design, "*is to launch new policy reforms, technology interventions, and service and visual designs that can improve the legal system, through a commitment to a wider participatory public involvement, more focus on people's experiences and outcomes, greater experimentation with technology and design and gradual refinement of new solutions that pairs creative innovation theory with evidence-based policymaking*" (Doherty et al. 2021, 2). This indicates that while the user experience is at the core of the definition, so is the reforming and creating a better legal system as a whole.

Additionally, The Legal Design Alliance (n.d.) in their Legal Design Manifesto (version 1) has brought out the attitudes, purposes and approaches of legal design, bringing out that the key words of the attitudes of legal design are human-centered, prevention (of problems), effectiveness to help people understand and do things easily, learning by doing, open-access, awareness to help people to be aware of their rights and responsibilities, inter-disciplinarity and theory-based. As for the approaches of legal design, they bring out problem based, communication, simplification, empirical evaluation, semantic web-oriented, visual-first, prototyping, standards and patterns. (Legal Design Alliance n.d..) As the Legal Design Manifesto is being revised and version two is on the works (Legal Design Alliance n.d.), it is yet to be seen if and how the approach has changed since the initial version of it and if and which new layers of the concept are added to their approach also.

In recent literature, also keywords, such as preventative and proactive law are being brought out in the context of legal design. So have Arianna Rossi, Rossana Ducato, Helena Haapio and Stefania Passera (2019, 87-88) addressed that besides to being human-centric, legal design can also be characterized as both preventative and proactive, where not only risk-minimization, but also success and opportunity creation and promotion are of vital importance in ensuring law to enable stakeholders to achieve their goals and for law to really create value for them.

While the previous definitions on legal design entailed the principle of human-centredness and had several overlaps with design thinking, then Apolline Le Gall (2021, 30-31, 45-63) in turn views legal design in a broader sense than merely design thinking applied to law and argues that limiting legal design with design thinking only limits the potential of legal design as other approaches of design are yet to be explored. She provides examples of legal design projects where in addition to using design thinking in some of them, also other types of design were used, such as meaning design where a book to raise collective debate on a legal topic was created; projective design, where a game to explore and experiment restorative trials was designed; research design, where a web-platform to create knowledge and to help with the understanding of democratic process was created. In the analysis of the projects discussed, she concludes that by the application of various design disciplines, design can reach much further than merely advanced legal communication, service creation or enhancement or innovation culture application and can be used to question the output and the process of law itself. (Le Gall 2021, 30-31, 45-63.) Therefore, it can be concluded, that though often connected with design thinking, legal design can hold much bigger promise to society by also utilising other forms of design and deliverables.

At the same time, while the term "legal design" is somewhat established as a concept already and there are several definitions out there, it is also important to keep in mind to look legal design in the big picture and not only through the lens of legal world. So have Rae Morgan and Emily Allbon (2021, 151-153) argued that while there are special characteristics in designing in the sector of law, it is in fact not that much different from designing in other sectors as all sectors have their own characteristics and it is drawing ideas and models from different fields and sectors instead of one's own that can be of most benefit.

Consequently, while the relevantly new notion of legal design enjoys many definitions and it is likely that these might be added and/or modified in the future with the development of the field, it can nevertheless be summed up briefly that legal design deals with the enhancing the system as well as the parts of it and while design thinking is a major cornerstone of it, it exceeds its borders already holding a great promise in the legal field that in fact actually impacts us all.

2.5.2 The use of visualisations in legal design

In addition to previous, one notion often liked with legal design is also visualisation. So, for instance, Gerlinde Berger-Wallister, Thomas D. Barton and Helena Haapio (2017) in their framework have put special emphasis on it as their framework of legal design consisting of five steps, where first user needs are explored by using observation and empathy, then project goals are set with the help of communication, visualisation and prototyping, then simple language for effective communication should be selected, visual means to adopt to

different target groups are used and finally a balance between language and graphics should be found to make the legal artefact effective in a specific context.

Visualisation has been brought out more and more with the specific use case of contracting, where it has been found that collaboration, simplification and utilisation of visualisation in the process of contracting and in making it more comprehensible can improve understanding of contracts and making them more business friendly (Haapio & Barton 2017). Moreover, as Helena Haapio, Daniela Alina Plewe and Robert de Rooy (2016) argue, contracting is moving from purely legal drafting to designing of the contract. Furthermore, when it comes to visualisation, they bring out that in addition to visualisation in contracts (images to highlight and explain the contract content) and visualisation about contracts (images on how to read a contract), visualisation as contracts (where visualisation, e.g. a comic replaces the traditional text) and visualisation for contracts (where visualisations support parties in creating contracts) can also have its benefits in creating user-friendly contracts that better serve their business purpose. (Haapio, Plewe, Rooy 2016.)

But it is not only contracting, where visualisation has been successfully applied. Stefania Passera (2017) also has for instance researched the use of diagrammic format in the legal field and the use of flowcharts, swimlane tables, and timelines, and has found that not only the use of diagrammic format is considered more appealing and functional by the users, but also, the speed and accuracy of understanding the content is increased compared to textual format. Hence, the use of visualisation in the field of law seems to hold great promise.

In order to simplify the process of visualisation, Arianna Rossi, Rossana Ducato, Helena Haapio and Stefania Passera (2019, 89-120) bring out the value of the use of design patterns, where reusable solutions can be collected, developed and shared that can create value to solve common problems. They name 14 most relevant patterns used in the field data and customer protection, such as illustrative examples, summaries, order and labels, table of contents, layering, frequently asked questions, icons, cartoons, timelines, audio-video, reading time estimation, progress mechanism, gamification and question-answering chatbot as examples used especially in the digital setting. This illustrates how these can be used to enable for better transparency in consumer-facing legal setting. (Rossi, Ducato, Haapio & Passera 2019, 89-120.) Indeed, there are several pattern libraries created for several purposes such as for contract design, privacy design and know your rights design by Stanford Legal Design Lab (Stanford Legal Design Lab, Legal Communication Design, 2023) and contract design pattern library by WorldCC Foundation, Stefania Passera & Helena Haapio (WorldCC Foundation, Passera & Haapio, n.d.).

However, it is important to note that it is not only about simplifying the front-end of the system that is of importance. Petra Hietanen-Kunwald, Helena Haapio, and Nina Toivonen

(2021, 78, 85-86) view legal design in a systematic manner via the lens of a systems theory and bring out the necessity of considering various systems and their elements in the design work, adding that simply simplifying the understanding of a legal document does not lessen the complexity of the legal system itself.

2.5.3 Prototyping in legal design for better policy

The use of legal design in policymaking can hold promise but is not without its difficulties and growing pains. Margaret Hagan (2021b, 12-19) has researched prototyping for policy and as for the merits of prototyping in policymaking, she names making proposals more concrete and testable. She sees its use in various stages of policymaking, such as in idea generation for new policies, in early testing and amendment-creating tool for proposals, and in developing already agreed proposals in an iterative manner, meaning prototyping should help discover blind spots, help to be more critical about one's work, refine ideas, and it should thus result in better and more concrete and thorough ideas, more thought out and realistic planning in the process, and also in bigger civic participation in the process. Moreover, she summarises six types of commonly used prototypes, such as textual prototypes, policy visualization prototypes, value proposition and behavioural engagement prototypes, product mockup prototypes, service flow prototypes and trial run prototypes, suggesting that rather than sticking to one form of prototype, several prototyping methods can be used depending on the task at hand. (Hagan 2021b, 12-19.)

However, as for the difficulties in using prototyping in policymaking, Hagan (2021b, 9-11, 29) brings out the differences in policymaking and design, naming scope (as policy creation often having a broader scope than design), points of view (deep analysis of rules and statistics by policymakers versus individual user-centerdness of a designer) and forms of work (written text by policymakers versus visuals and interactive tools by designers). Moreover, the politics part of policymaking is also where the limitations lay, in addition to lack of access for designers to the initial stages of policymaking, meaning the design enters the picture when too late for profound changes as well as designers' lack of power over the implementation phase of their design work. However, as she notes the latter two may improve as design in policymaking becomes more commonly used approach. (Hagan 2021b, 9-11, 29.)

In order to help the policy be designed in a new way and then to be used as intended, a closer look to behavioural sciences can be beneficial. Indeed, it has been noted that integrating legal design with behavioural science and nudges may be of help in using legal design in prevention of legal problems (Niinikoski & Toivonen 2021, 233-234). Moreover, it can also be beneficial in aiming towards better and more evidence-based policymaking (Hagan 2020,15).

2.6   Nudging and creating behavioural change

In creating change in people's behaviour and habits, awareness of behavioural insights is crucial. After all, while the concepts addressed previously can seem promising in policymaking, they are worth a little if policymakers are not ready to give them a try, take them on board and to use them in the policy creation process.

Behavioural scientists Max A. Bazerman and Don A. Moore (2013, 3-4) beautifully explain in elaborating system 1 and 2 thinking how in the busy and hectic life, people often use automatic system 1 type of thinking instead of slower and more rational system 2 thinking. Hence, as Bazerman and Moore (2013, 14, 191-192) bring out, though we have a need to make rational decisions, we are actually not rational and furthermore, different biases (bringing forth around a dozen of them) can affect our choices even without us realizing it. Thus, it is clear that whatever change one wishes to make, these cognitive biases need to be first acknowledged and addressed. While Bazerman and Moore (2013, 226-228) briefly describe the phenomena of nudging, it becomes clear that nudging indeed is one way how to create change with only minimal, but with extremely clever choice architecture utilizing our system 1 thinking.

As a definition of nudge, Richard H. Thaler and Cass R. Sunstein (2008, 6) in their ground-breaking book "Nudge. Improving Decisions about Health, Wealth, and Happiness" have described a nudge as "*any aspect of the choice architecture that alters people's behavior in a predictable way without forbidding any options or significantly changing their economic incentives*".

According to Mertens, Herberz, Hahnel and Brosch (2021), since the publication of the aforementioned book by Thaler and Sunstein, the concept of nudging has enjoyed a vast increase in popularity, adding that based on their own research, choice architecture is indeed an effective approach for behavioural change that can be widely used across domains and locations. As for the benefits of nudges, the aspect of cost-effectiveness has been mentioned, which might add to their popularity as the number of estimated trials ranges between the number of 300-400 between 2010-2016 in the UK alone (though a lot less in other countries) (Halpern & Sanders 2016, 53, 56, 62).

When it comes to the characteristics of nudges, Adrien Barton and Till Grüne-Yanoff (2015, 341, 352) further explain that while nudges aim at influencing people to make better decisions, they at the same time should leave people their freedom of choice. Furthermore, they argue that as part of libertarian paternalism, the nudge should benefit the nudgee while the nudgee should nevertheless also have an opt out option not to follow nudge, so it should be possible to retain one's autonomy. (Barton & Grüne-Yanoff 2015, 341, 352.)

The examples of nudges are numerous. Cass R. Sunstein (2015, 1-2, 4) names compulsory calorie labels at chain restaurants, compulsory graphic warnings on cigarette packages, a compulsory "traffic lights" system for food, automatic enrolment in savings plans and in "green energy" providers (with opt-out options) as specific examples of popular nudges. To add to this, Service, Hallsworth, Halpern, Algate, Gallagher, Nguyen, Ruda, Sanders with Pelenur, Gyani, Harper, Renhard & Kirkman (2014, 4-7) from the Behavioural Insights Team have added that in order to encourage behaviour, the EAST principles should be used. This means that the desired behaviour should be made Easy by using defaults, by reducing hassle, by simplifying messages. It should be made Attractive by attracting attention, by setting incentives and prizes. Desired behaviour should be made Social by indicating that others already act in a desired way, by fostering networks for support and collective action and by encouraging making commitment to others for lock-in. Lastly, it should be made Timely by cleverly timing interventions, by indicating and adjusting immediate benefits and by helping people to plan their actions. In addition to this, they add that process-wise, at first, one should define the outcome and exactly what behaviour one wishes to impact, secondly, one should create an understanding of the context and people in it, thirdly, by using the EAST principles the intervention should be designed, and lastly, the test-learn-adapt approach should be used where interventions are put into practice and measured, using randomised controlled trials where possible. (Service et al. 2014, 4-7.)

Specifically in the context of Estonian public sector, several studies of nudging have been conducted in relation to tax collection. Vainre, Aaben, Paulus, Koppel, Tammsaar, Telve, Koppel, Beilmann & Uusberg (2020) studied how to use nudging to increase payroll tax compliance in Estonian construction sector, where emails were drafted and sent to the companies with the view of them declaring their taxes, as a result of which there was a recorded increase in declared payroll taxes by the group receiving emails. Ruth Paade (2019, 66-67) has additionally brought out also other nudging interventions in Estonian Tax domain, such as information campaigns, letters with simple language, publication of certain tax-related comparative information, advising in control process, publication of tax data and simplification of procedures for taxpayers as measures used that can all be regarded as nudging in the relevant literature, adding that for instance online tax declarations alongside with already prefilled information in them might become a common practice and thus an expected service from the government by the public. Additionally, most recently Anna Maria Udaltsova (2021) has further investigated the topic by analysing the impact of soft measures by Tax and Customs Board on the declaration of fair wages for work, bringing out the impact of soft methods can have on tax behaviour.

At the same time, nudging can at times be mixed up with other interventions that might not follow the concept of nudging when looked at more closely. Thus, examples of nudging in Estonian traffic control, such as mobile traffic speed cameras and timeout stops have been

analysed by Heiko Leesment (2021, 69-73), who claims that despite as seen and aspired as the use of nudging by some, the elements of punishment however rule out this view and thus nudging in practice might not always be as easy as it can at first seem. At the same time, Mereli Mändmets (2020, 59-65) has in turn, as a conclusion of her research about nudging customer behaviour in providing public services at the Estonian Foundation Innove, has been able to recommend quite a number of several different nudges that can be used in this particular context, such as simplification of info and processes, highlighting relevant information, providing support in planning, creating networking possibilities and the use of experts, highlighting social norms, setting of future orientation and reminders, and the application of default settings. One of the most recent studies on nudging in Estonian public policy is about the effects of nudging in supporting stereotype-free career choices and working conditions conducted by Hämmal, Reinson, Karolin, Kruuse, Roosalu and Rüütsalu from Kantar Emor (2022, 118-123) where three different type of nudges were piloted in the course of this study and it was concluded that although not all the tried nudges were successful, several nudging interventions can nevertheless be used for the benefit of this aim.

As popular as in public policy, the use of nudges can be witnessed in the private sector also. As Todd Haugh (2017, 684-688, 722, 723, 741) brings out that while first nudges were mainly used in public policy making, they are now also being more and more common in the corporate world alike. However, he warns also on the ethical issues it brings forth as, unlike nudges in public policy where people are nudged to move towards self-interest behaviour, in corporate environment people are often nudged to move away from their self-interests which is why nudges may not necessarily work or be counterproductive in corporate set-up while also they might be ethically questionable. Also, when using nudging in public policy, it might not all go well as one also has to bear in mind the potential unplanned harmful side-effects or consequences they might also bring forth. (Haugh 2017, 684-688, 722, 723, 741.) Philip Ebert and Wolfgang Freibichler (2017) on the other hand point out there being several clever and effective ways how nudging has been used in corporate environment, which goes on to prove that also business value of nudges has been seen in private domain alike to public domain.

In addition to being aware of behavioural insights and nudging in creating change, also the wider system and context is important to be kept in mind as interventions should be crafted and therefore designed carefully, yet systemically. This is also, where design again comes in, in creating change. As said in the "Designing for Behavioural Change Toolkit", while behavioural economics deals with a single point in decision making, it is design that looks things more holistically (Bridgeable n.d., 5). As Anna Valtonen and Petra Nikkinen (2022, 162) add, design is indeed nowadays focused on creating change and it can be seen as a set of approaches that is used to tackle the world around us. Tua Björklund (2022, 129-133) brings out four roles of design. She explains that design is seen a way to enhance organisational capabilities in exploration, to discover strategic direction and positioning, to facilitate

collaboration and understanding, and to advance customer-centricity in the organisation. For effective change creation it is suggested that deep expertise in design and its practices, wide skills and understanding of design within the organisation, and support structures to foster efforts and remove blocks within organization are all set at place. (Björklund 2022, 129-133.) Anna Valtonen and Núria Solsona Caba (2022, 154,156) also bring out that design approaches have moved away from being only in product development and are nowadays utilised in organisations on a strategic level. They add however that it does require new organisational culture and adaption of new values such as collaboration, participation and empathy, which is a process and does not change instantly. (Valtonen & Solsona Caba 2022, 154,156.) Josina Vink (2019, 114-132) brings forward the concept of service ecosystem design, viewing design more holistically, where it is the role of visible and invisible social structures as design materials that are seen of significance in value creation in specific contexts. Lara Penin (2018, 142) also notes that in creating change one also needs to be aware of the system around the change, that typical design approaches related to innovation and disruption should be touched upon carefully, and one should use system-thinking approach as well as to be aware of the design legacies already present in the organization.

Therefore, it can be concluded that nudging can be of great help in many situations where hard measures are not working or are not possible to use. However, the creation of nudges requires not only awareness of behavioural sciences but also of design of holistic systems and of the underlying cultural and organisational practices, values and context.

3 Development setting

3.1 Aim of the development process

The aim of the development process i.e. of the practical design activities is resulting directly from the objective of the thesis and from the research questions. Hence, the development process has two aims:

- Find out the scope and limitations that the grant measure design team of SSSC has in grant design;
- Find out what and how can the SSSC grant measure design team do to ensure that grants would be more user-friendly.

3.2 Scope of the development process

While the process of drafting of a grant measure entails several steps and phases, the scope of this thesis and the development process is nevertheless limited to the user-friendliness aspect of grant measure design and grants.

As briefly explained in the first chapter of the thesis, the SSSC's role as a manging authority includes several tasks set out in various European Union and Estonian legislative acts. To simplify the understanding, it can be conclusively said that the role of the SSSC grant measure design team is only one piece of the puzzle. As can be seen from the contact list of the SSSC, in the process of grant measure preparation, the ministries are additionally given support by various thematic experts (such as state aid, simplified costs, eligibility, environment, construction etc) and altogether there are ten experts within the grants management unit in the grants development department of the SSSC each with their own knowledge in their thematic field. That is complimented by the experts of the information system used for application and administration of grants, by the legal expertise, by the coordination of the overall grant system and procedures and by coordination of draft grant measures within the SSSC. (Riigi Tugiteenuste Keskus n.d. a.)

Also, as can be witnessed from the practice of tasks of the SSSC grant measure design team members, then it can be concluded that it is not only limited to grant measure design as the tasks also include in-house process design, grant measure administrative activities and also many other tasks depending on the position. Thus, the specific design activities aimed at grant measure design and user-friendliness of grants are just one part of the team's everyday activities. However, for the scope of the development process examined in this thesis, the latter makes for the scope of the development task. This means that the development task from one hand only involves the part of grant measure design that deals with the SSSC grant measure design team's part in the process, and at the same time it only deals with the part of SSSC grant measure design team's activities that are strictly related to precisely grant measure design and to activities of helping the grants to become more user-friendly. The simplified view of the scope of the development process is provided in the picture below in figure 4 (the roles and activities are described for the purpose of this thesis only and therefore it entails simplifications).
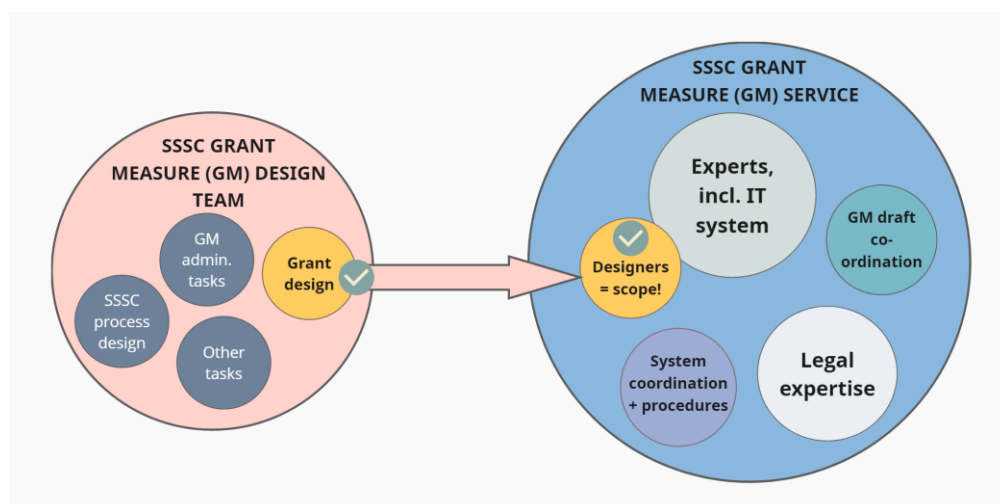

Figure 4: The scope of the thesis

3.3   Methods used in the development process

The selection of methodology is derived from the research questions and from the development task.

One of the research questions of the thesis was finding the theoretical background that can support in reaching the aim of the development project and the objective of the thesis.

As the theoretical background was examined in Chapter 2 of the thesis, then the methodological background is developed from there. So, some of the methods used in design thinking, service design, jobs to be done framework, human-centered design and co-creation in policymaking, legal design and nudging are also used in the development work of this thesis.

The linkage between the theoretical background and the development work is illustrated in the picture below in figure 5. Thus, the concepts of human-centered design and design thinking as a common thread between the concepts of service design, human-centered design and co-creation in policymaking, legal design and jobs to be done together with creating behavioural change with nudging create a theoretical basis for the development work that enable to get closer to the answer the question of how can the grant measure design team of SSSC ensure that grants would be more user-friendly.
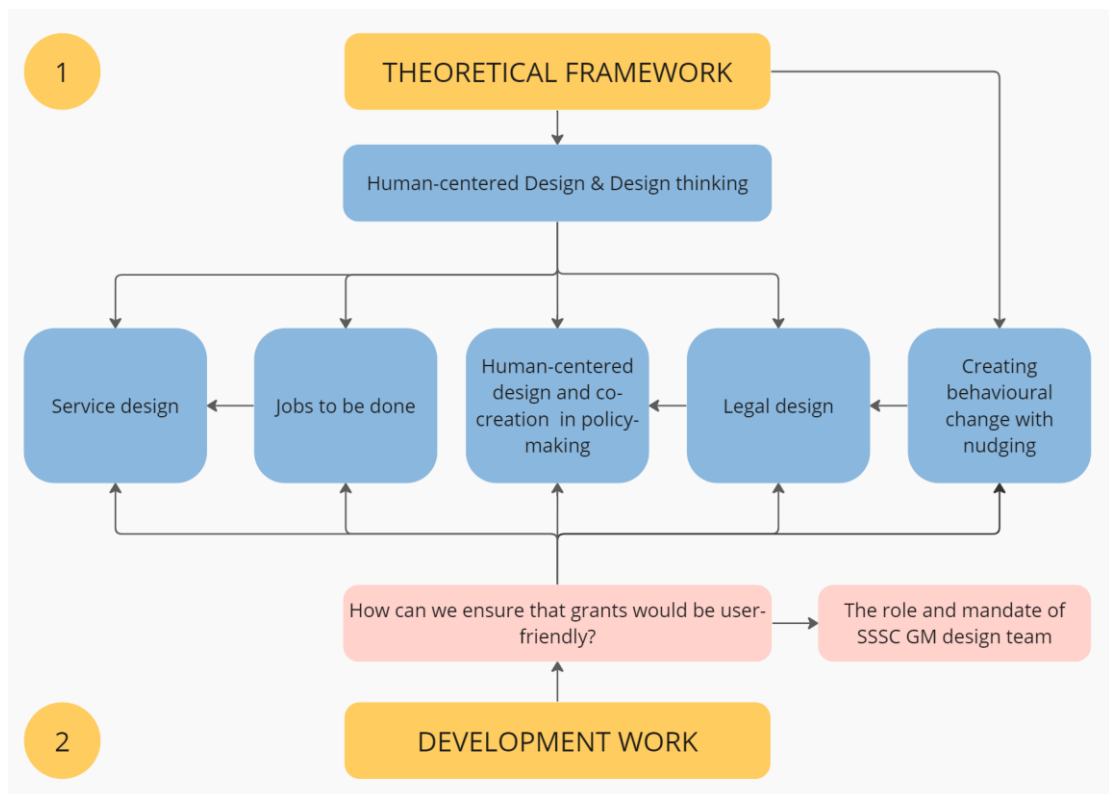

Figure 5: The linkage between the theoretical background and the development work

The theoretical basis used in Chapter 2 added value continuously and therefore the theoretical framework described in the thesis kept adding layers to the process of development work also. Therefore, if the author were to position the use of methods derived from the theory onto a timeline of the development process starting from the ones used in the beginning and ending with the ones used more recently, then in a simplified way it can be illustrated as follows in figure 6.
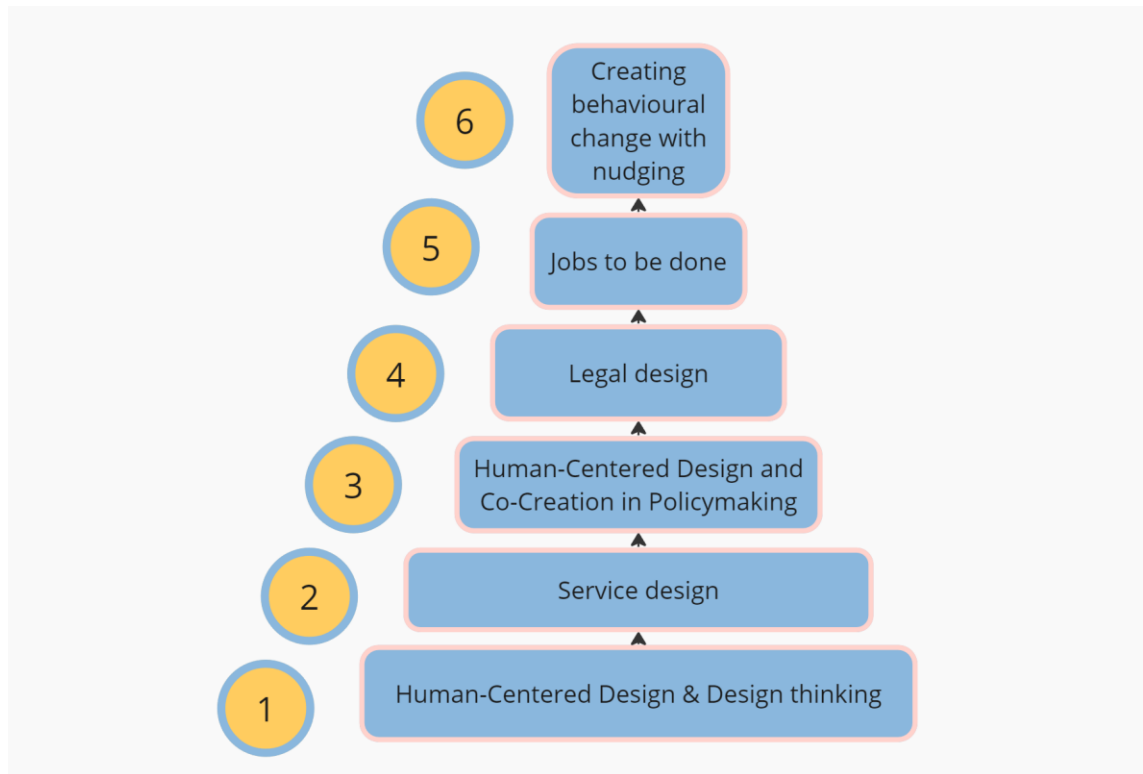

Figure 6: The simplified timeline of the use of theory in development work

As follows from the figure 6 above, the development task first utilised the knowledgebase from design thinking, human-centered design and service design. The initial model to follow for the process of the development work was selected to be the UK Design Council's (2015a, 6) Double Diamond model, not only as it is one of the most popular models out there (Drew 2019), but also because it was the first choice of the author of this thesis due to the fact that it is easily (also visually) comprehensible and also not difficult explain to people outside the design team. As the development work progressed, methods gained from other sources of theoretical basis added value to the development work. Thus, it can be roughly concluded that while the development process itself is inspired by the Design Council's Double Diamond model, the content of the development work has layers and elements, in addition to the Double Diamond, also from co-creation in policymaking, legal design, jobs to be done and nudging. As seen from Chapter 2 of the thesis, there is indeed quite an overlap between several of those concepts and therefore, it can be difficult to determine at times where to

classify a certain method, which is why the methods used in the process are described as they are and not much emphasis is put on to which methodology, framework or model they can be classified into.

As most of the methods used in the aforementioned processes are qualitative, then the methods for data collection and for the analysing of the data will be thus also qualitative derived from the previous.

Monique Hennink, Inge Hutter & Ajay Bailey (2020, 10-12, 17) have explained qualitative research as an approach where by implementing certain methods, such as interviews, focus groups, observations, content analysis, visual methods among others, one can explore people's experiences in depth and understand it from the perspective of participants to comprehend the meaning participants attribute to their behaviour and surroundings. Moreover, they bring out that qualitative research is useful in situations where one is seeking in-depth understanding and exploring complex issues of novel topics. Thus, it is most useful for explaining and understanding issues and phenomena and for describing processes as well as for discovering meanings people attribute to their experiences, recognising and understanding contexts, explaining behaviour and beliefs, voicing issues of certain groups and for exploring complex issues among others. (Hennink, Hutter & Bailey 2020, 10-12, 17.)

Steven J. Taylor, Robert Bogdan, and Marjorie DeVault (2015, 18-21) bring out ten aspects of qualitative research naming that qualitative researchers are interested in the meaning people attach to their lives, qualitative research is about developing concepts, insights and understanding from patterns rather than data collection to evaluate preconceived hypotheses or theories, in qualitative research settings and people are viewed holistically, researchers are interested in how people think and act in their everyday settings, things are looked from different perspectives, meaningfulness of research is highlighted, learning from different groups and settings is important and research is seen as a craft.

In discussing the use of qualitative research methods within design research, Wanda Grimsgaard (2023) names qualitative methods as the most commonly used and suitable for insight collection in all stages of a design project. More precisely in service design, Stickdorn et al. (2018a, 97) bring out research as a crucial factor in service design that enables to move beyond assumptions, and add that research can be used in various stages within a project be it in discovering user needs to testing prototypes, adding that while qualitative research can seem risky for some in business context, the insights gained from qualitative research can in fact be often more actionable as they answer the why questions and help to bring light to novel perspectives. Moreover, in addition to naming a number of qualitative research methods that can be useful in service design research, such as creating personas, journey and system maps among others in addition to the already previously named methods by Hennink,

Hutter and Bailey, Stickdorn et al. (2018a, 97-133) also bring out the principle of method, researcher and data triangulation i.e. the use of several methods for data collection, several researchers and several types of data as a way to improve the accuracy and richness of research, reduce the possible biases in interpretations and conclusions, and gaining a richer and more comprehensive dataset.

Hence, a qualitative research approach supports the development work discussed in this thesis and the specific choice of methods used in the development project will be brought out in the following chapter when the development work will be described more in detail altogether with the choice of methods used for this.

4   Development process and results

4.1   General overview and a model of the development process

The development project and the results of it cover the time period between May 2021 and April 2023.

Even though the development work started before the writing of this thesis, the author considers it important to include this also to this thesis as it is intrinsically linked to the development task, the author has been involved in it personally and it benefits the results achieved by the end of April 2023. It is however important to note that just as the development work started before the thesis work, it will also continue after the thesis work. Therefore, the results presented in this thesis rather illustrate the state of play at the specific time than the end point as the development and implementation work will continue. However, the author hopes that the documented overview of the development process so far will provide an opportunity to take a look back before looking forward again to learn and develop from this.

The general overview of the development process with the timeline is illustrated in the following picture in figure 7. As the process itself followed loosely the Design Council's Double Diamond model, then in the second picture in figure 8, the steps of the process are also placed to model of the Double Diamond (Design Council 2015a, 6) in order to give a better overview of how the process can be seen from the design perspective. It is important however to note that the pictures only include the main and most important steps of the process and not all the brainstorm sessions or meetings that were held throughout this time.
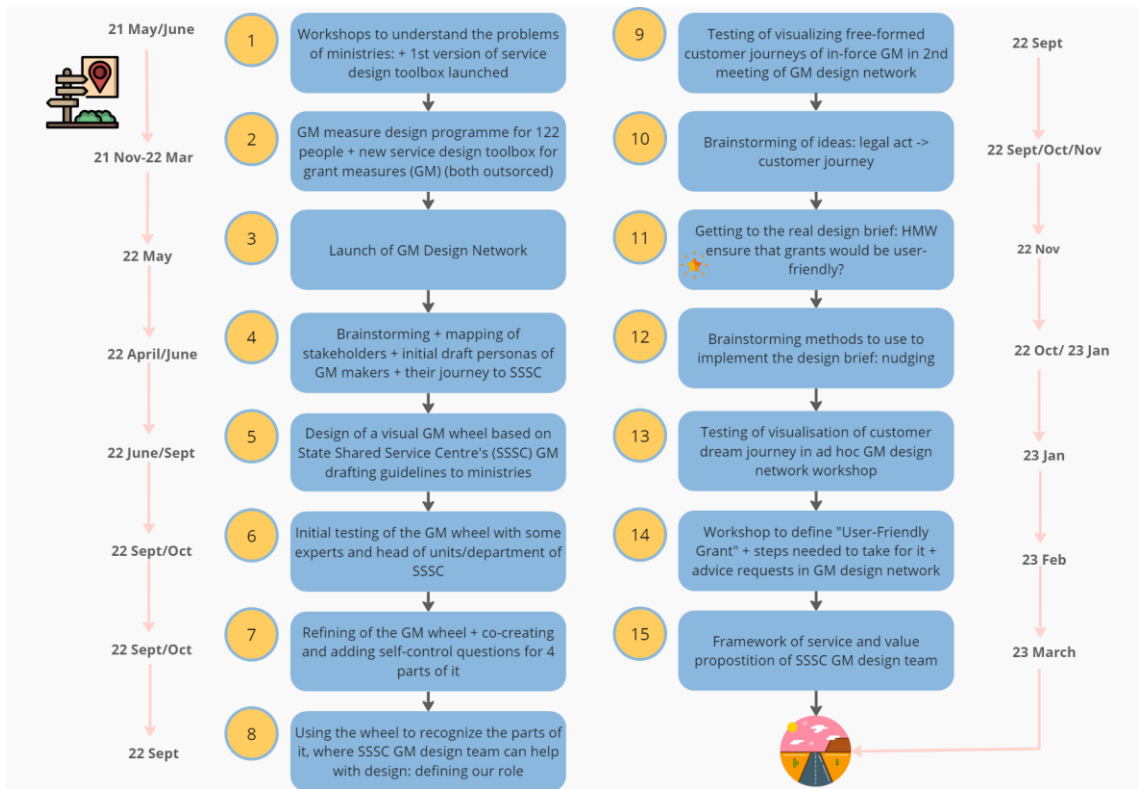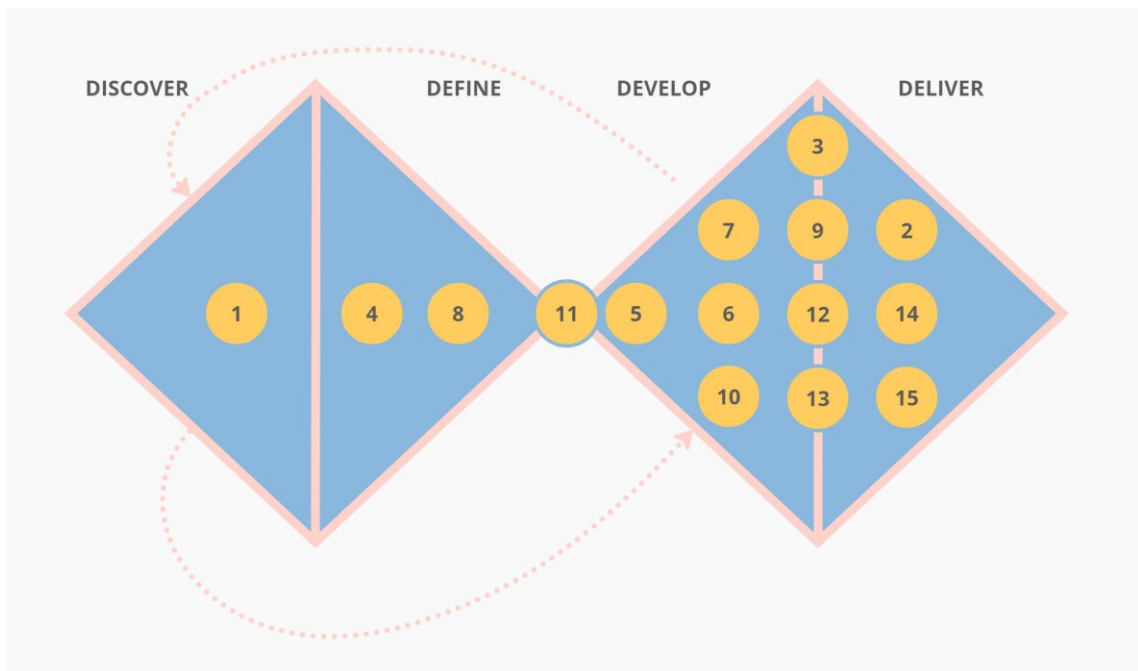
Figure 7: The timeline of a development process

Figure 8: The development process from the design perspective

(Source of the original Double Diamond image: Design Council 2015a, 6)

As can be seen from the image of double diamond above, the design process was dynamic instead of linear and contained several loops back and forth between the four stages of the double diamond model. This non-linearity is not uncommon however in the design process and the fluidity of the process has been also noted by others (Drew 2019).

It is vital to add that the positioning of the steps within the Double Diamond model is a subjective view of the author and therefore should be viewed rather provisional as several steps have elements that be classified into several categories of the model due to their characteristic. Moreover, in the author's view, several steps lie in the borderline between the last two stages of the model as can be seen from the illustration in figure 8. This is so because it is difficult to draw a line between activities related to development and delivery as in this development project they can serve both functions, i.e. the steps are from one side a development activity that is being prototyped and tested, while it at the same time they can offer value already and thus are being delivered to the stakeholders as they are.

The steps undertaken within the development project as seen above in figure 7 and 8, are all considered as results of the thesis regardless of their positioning in the double diamond process. This is so because they are all part of the process where each step creates a next step vital in answering the research questions and hence, the activities should be viewed as a system, not as individual deliverables separate from each other. Therefore, even if an activity is for instance taken in the beginning of a project and is classified by the author as belonging to a discover part of the diamond, it is still nevertheless part of the result of the thesis as the value of the development work lies in a continuous process and not in one specific deliverable as the process has been and will be agile as the team is constantly learning and adjusting the activities according the learning outcomes and insights.

To note on the documentation of the process then most of steps of the process were documented in Confluence and Conceptboard in the initial stages, and from April 2022 onwards in Miro available to all team members, in addition to work emails. All of the data was collected via the daily work tasks of the author and of the other members of SSSC grant measure design team and the management and storage of the data therefore follows the relevant guidelines in place in the SSSC (Riigi Tugiteenuste Keskus 2020).

The author of the thesis worked as part of SSSC grant measure design team the entire period whilst also conducting other tasks in the SSSC. The development process was a co-creational process mainly between the four members of the SSSC grant measure design team: Ms Kadi Raudsepp, Ms Kaja Karlson, Ms Liis Remmelg and the author of this thesis. Hence, whilst the author of the thesis was mainly the one to uphold the design process as such, all of the creative output and results are nevertheless a result of a collective co-creation. Moreover, the contribution of specific tasks and organization of events in the process also varied

between team members according to their job tasks and so in some parts of the process some team members' contribution was higher and vice versa in others. Additionally, other members of the SSSC, of the ministries and of other organisations were included in the development process as collaboration partners, trainers, participants of workshops and events, and testers of the prototypes. Therefore, their input is reflected also in the outputs of the process. However, as the emphasis in this thesis is on the design process of the SSSC grant measure design team and not so much on the actual content of the development tasks, then they are only brought out explicitly when it is important to note their specific contribution.

4.2   Discover phase

The beginning

The development work of the SSSC grant measure design team started already in spring 2021. Even though the use of service design tools in grant measure design was already aspired to earlier, to the author's knowledge, more emphasis was put on it from spring 2021 onwards when the SSSC grant measure design team started to grow in the number of members and more resources were thus to use on the development work as such.

The first development task in the process for the author of this thesis - drafting the first version of the SSSC service design toolkit aimed mostly for ministries drafting the grant measures - was conducted and launched in June 2021 with the author of the thesis being the main author of it. While the toolkit was quite comprehensive in volume consisting of over 70 pages giving coverage of different service design models, tools and their possible application in grant measure design and a clickable one-pager was made to make it easier to use, it became quite clear quite fast from the lack of interest that a toolbox itself does not suffice for policymakers to use it for grant measure design. While it provided a clear deliverable and could be classified to the deliver part of the double diamond model, then as the need for enhancement activities quickly came to question, it will not be examined further in this thesis. However, it did offer several learning opportunities and overall, it was a step towards increasing policymakers' knowledge about service design and its possible usage in grant measure design and a reference to it and the main points of it also were included to the SSSC grant measure drafting guide for the ministries (drawn up in collaboration with the Ministry of Finance).

Researching the problem space

Simultaneously, as it became clear that the needs of the ministries were somewhat unclear to the SSSC design team, the first exercise in the discover phase were seven workshops with the representatives from the ministries (incl. the government office) conducted by the author and a colleague from the SSSC grant measure design team and supported by another colleague

from the SSSC. The workshops were conducted separately ministry by ministry to create a safe space, to be able to gain better understanding of participants of each of the institution and to keep the number of participants optimal.

The workshops were all conducted online using the co-creation tool Conceptboard that enabled participants to write their thoughts on sticky notes on a collaborative board.

The method of workshops over individual interviews was selected due to the number of participants and also in order to also introduce the more playful method of co-creational workshops to the participants that would enable them to try it out themselves more easily in the future. The workshops were most similar to the method of focus groups as a method often used in service design for obtaining insight.

To explain the idea of a focus groups, Moritz (2005, 190) brings out that focus group is a guided discussion on a specific topic between a group of people to get to know people's thoughts, opinions, feelings, attitudes regarding a specific topic. Stickdorn et al. (2018b, 27-29) additionally bring out that the other characteristics of the focus groups are that the setting is rather informal, researchers ask the initial question but from then on let the participants rather to discuss among themselves, though sometimes researchers can rather moderate and ask a series of questions.

While Stickdorn et. al suggest the rather hands off technique from the facilitators and rather the lack of facilitation in focus groups, then in this case, the workshops had pre-set questions and the facilitators guided the participants through them by writing on notes and opening and guiding discussions on them in order to gain a comprehensive input from all the participants. At the same time, there were no boundary objects apart from the prepared seven questions that enabled to gain thorough overview of the topic. Altogether, in this co-creational method, answers to seven questions were sought relating to the positive and difficult aspects of grant measure drafting, cooperation with SSSC, expectations to SSSC in terms of grant measure design, participants' view in regard to a successful grant measure, and the inclusion aspect in the grant measure drafting process.

All in all, the analysis of the results revealed that aspects mainly brought out by participants regardless the group were related to drafting the grant measure as a legal document, i.e. for instance themes related to expertises, legal act drafting etc. Even though there was a specific question related to grant measure design, the participants of the workshops still brought out aspects about drafting a legal act rather than aspects related service design methods and tools, although the need for a clear and comprehensible legal act was also brought out by participants. All in all, the workshops revealed the need for the SSSC grant measure design team to pay more attention to its service and potential. Therefore, it was decided by the team to continue on the design journey (following the Double Diamond model)

to solve the initial design brief worded by the team members *"How can we use service design to help the ministries in development of grant measures and in solving problems in the application of grant measures."*

While the other steps in the discover phase are not examined here further, it also included desk research and continuous observational insight collection by the team members via the everyday job tasks. Moreover, it also included testing of activities which revealed further insights on the topic and paved way to other activities in the other phases of the Double Diamond model.

4.3   Define phase

Understanding and narrowing down the problems, analysing the system and the actors

Throughout the process, a number of sensemaking brainstorming sessions in regard to the problem space of the topic took place among the members of the SSSC grant measure design team.

Named as the most famous method for fast idea generation (Stickdorn et al. 2018b, 86), brainstorming is seen very useful method for group problem solving and ideation as it helps to let go of rooted thinking patterns and to see things from a new angle (Design Council 2015a, 17). Brainstorming is aimed for creating a free creative flow and the feasibility of ideas is not necessarily the key here (Penin 2018, 240) as the perquisite of good ideas is having many ideas to select them from (IDEO 2015, 95). Brainstorming is a cheap, fast and effective way of generation of many ideas, and it is usually built around one topic where ideally ideas will start to build on each other, where wild ideas and not criticism should be encouraged in the group (Moritz 2005, 210).

Altogether four co-creational brainstorming workshops among the members of the SSSC grant measure design team took place between April and June 2022. Due to the fact that the team members work in different locations in Estonia, the workshops were all online in a Miro environment, apart from one half day brainstorming workshop that took place face to face.

In the workshops the design process was specified, and the initial goals and targets were (re)set. Hence, the goal of the brainstorming sessions was not ideation as such, but brainstorming was used as a tool for sensemaking in order to comprehend different perspectives, to gain common understanding of the problem space and to narrow down the issues to be tackled further in the following design process.

For the better and mutual understanding of the system around the problem space, a system map, which was later turned into a value network map indicating the team's in-house and

external partners, their relations and expectations of input and outputs was co-creationally drafted among the team members.

Stickdorn et al. (2018a, 59-62) have brought out that system maps enable to identify the related stakeholders in the system, their relationships, networks and hidden opportunities derived from that. Moreover, they add that if the map also covers the exchange of values between parties, a term value network map is more precise as it enables to see more details about the exchanges between the stakeholders. (Stickdorn et al. 2018a, 59-62.)

The value network map enabled the SSSC grant measure design team to identify the parties and their expectations within the system, which helped the team to gain shared understanding of the team's placement and its role within the system.

The final workshop in this session of workshops with the team members in June 2022 was again regarding the shared understanding of the problem based on the insights gained so far. Additionally, first versions of draft personas of policymakers were loosely drafted concluding in four personas, which were then placed on a persona matrix regarding their awareness of service design tools and willingness to try them out.

According to Moritz (2005, 220), personas are fictional characters (archetypes, not stereotypes) of users based on patterns found in research. Rosmman and Duerden (2019, 92-94) bring out that though it is tempting to use the averages in persona creation or create persona from design team's own experiences, then it is better to draw personas from actual people as the average person does not represent an actual individual and as it is important to understand the individuals representing participant groups, personas should preferably be research based and one should observe and talk to real people for persona creation. Personas can also be reconstructed when more info and insight emerges. (Rossman & Duerden 2019, 92-94.) As Stickdorn et al. (2018b, 51-53) explain, one should aim for around 3-7 personas, they can be constructed using various approaches and co-creation and the main value in creating personas is to build empathy with them. As a warning on the note of empathy, Rosmman and Duerden (2019, 94) bring out that though a useful design tool, personas should not be used as filters to evaluate all users and they should not replace the efforts to continuously emphasise with the users.

Even though the personas drafted by the team were based on team members' observations from their job tasks and on previous research in the discover phase, and did not include additional validation, they nevertheless served their purpose at the time as drafting them and placing them on a matrix enabled the team to better understand the different types of people in regard to the awareness and willingness to use of design tools. This in turn helped the team to understand the need to deliver its activities accordingly having the initial personas in mind as the needs of people can differ due to their awareness and willingness to

use design tools in grant measure compilation process. Moreover, if needed, the initial draft personas can be always refined later in the process when needed. As the last activity of the brainstorming session in June 2022, the first prototype was created, which will be examined in the develop phase of the thesis.

4.4   Develop phase

Developing the first prototype

As noted, the last activity of the brainstorming session in June 2022, the first draft of a first prototype was created.

Lara Penin (2018, 258) brings out that as a crucial element of service design, prototyping can be both a tool in research as well as in design development as it helps with decision making in the process to see what does and does not work and where improvements are needed. Prototyping is seen anything that a user can interact with, and it can take place in many forms and shapes (Hasso Plattner Institute of Design at Stanford. n.d.). Stickdorn et al. (2018a, 65) bring out that the idea behind prototyping is to explore, evaluate and communicate the possible service while they can also be used as a communication tool as well.

The choice of method of prototyping was selected by the team as it enabled to commence a conversation on something tangible rather than abstract and it was foreseen that testing of it would enable the team to discover new insights both in the problem and in the solution space that would otherwise remain hidden. Hence, the author sees that the feedback loop between the discover and develop phase is inevitable as testing of a prototype brings light to new information that can then be used whether for reframing the problem or enhancing the solution.

The content of the prototype was first derived by the stages that policymakers go through when drafting a grant measure. The prototype was improved in co-creational brainstorming sessions within the team in September 2022 and then a linkage in a content of a prototype was made to the SSSC grant measure drafting guide for the ministries (created initially in conjunction with the Ministry of Finance). From that, the prototype became a visual wheel-like representation of the 12 chapters of the drafting guide and hence the working title of it was "the grant measure (GM) wheel". The first version of prototype additionally included the names of all experts of each chapter i.e. of a topic of the drafting guide and also all the relevant categories of stakeholders from the policymakers to the potential grant applicants were placed on the same picture. The prototype was foreseen to serve the ministries in better orientation about the rules of drafting the grant measure, the thematical experts from SSSC and from other institutions, designers and others involved in grant measure drafting

process. The prototype was initially tested on some thematic experts, colleagues, the head of grants management unit and the head of grants development department of SSSC in two testing sessions in September and October 2022. Several enhancements and additions were made to the prototype as a result and additionally, derived from feedback, a set of control questions were also created and added to four parts of the wheel (out of 12) for a pilot. The control questions were drafted in co-creation workshops between the author of this thesis and the thematic experts of the relevant chapters. The aim of the control questions was to help the ministries to understand if all the relevant aspects of a specific topic are covered in their grant measure so that they could serve as self-control checklists with also linkages to the relevant guidance materials, tools and legislation where needed. It was also foreseen that experts and designers could benefit from the control questions when giving advice to policymakers in the process of drafting and when giving opinions to grant measures in draft grant measure co-ordination process. As of April 2023, the wheel and the control questions are being tested on external partners and the testing-feedback-enhancement process is foreseen to continue on potential users before the initial launch of the wheel and the control questions.

The general outline of the prototype – the first version of the grant measure wheel with the four sets of control questions after the first two rounds of tests is shown in figure 9, aiming to give a very general idea of the outline of the prototype.
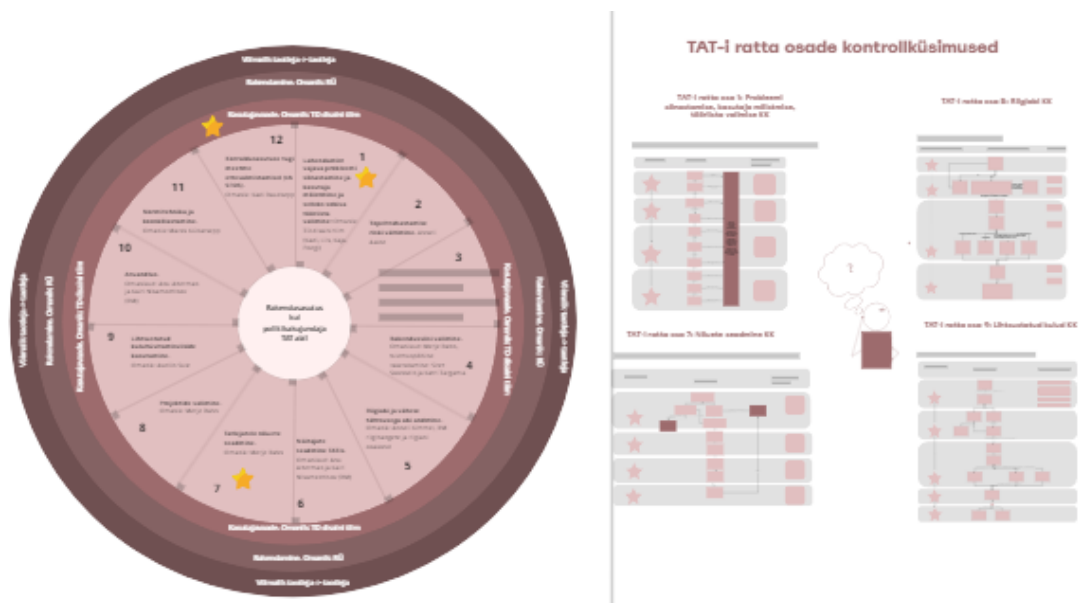

Figure 9: The first version of the grant measure wheel with the four sets of control questions

Using the prototype as a sensemaking tool in the process

While the prototype can serve as a tool for SSSC experts and policymakers in grant measure drafting process, it has also already served a major part in the development process. Namely, as a chapter/ a part of the grant measure wheel deals with the topic of selecting the right problem and understanding the user, then a set of control questions with linkages to relevant service design tools was also compiled for this aim by the grant measure design team.

Moreover, the prototype served as one of the understanding and realization points for the team in undercovering one of the teams' purposes within the grant system. As the "business owners" / experts of the aforementioned chapter in grant measure drafting guide /part of the GM wheel, is the SSSC grant measure design team, it was realized by the team over the course of brainstorming sessions between August and November 2022 that similarly to other experts who can be viewed as the "business owners" of other topics, the SSSC grant measure design team is the expert of this topic and advocates for the user view in the process of grant measure preparation, communication and application. Hence, the prototype has also helped the team in defining its role in the system, which proves the usefulness of creation of tangible artefacts in the design process, but also for reduction of the occasional blurriness that can happen in a design process. As a result, prototyping benefitted not only to the develop part of the process, but also to the discover and define phases of the process.

The role and need for the SSSC grant measure design team became even more visible after the workshop held in grant measure design network in September 2022.

Taking steps in legal design and prototyping and testing the power of visualisation and customer journeys

The grant measure design network, first launched by the SSSC in May 2022, includes policymakers responsible for drafting the grant measures in the ministries, people from implementing bodies as well as others working in the realm of grants interested in the topic and of becoming a potential spokesperson of the topic in the future (Riigi Tugiteenuste Keskus n.d. b).

As seen from Chapter 2 of the thesis, fostering networks is one method used in nudging people to the preferred direction (Service et al. 2014, 5, 32). Hence, the network, in addition to providing knowledge and skills about the design methods and tools to participants, should also act as a nudge that would give a small push to participants (and also their peers) to try these methods out themselves as the network would enable a safe space for trying out new methods and sharing of experiences and to learn from them. Since the network is still relatively new, the author has positioned it on the meeting point of develop and delivery phases of the diamond as from one hand it delivers value to participants but at the same

time, the content of it is in the constant development and thus activities taken within the network meetings can also serve as prototypes and tests for the users and for the SSSC grant measure team alike.

In September 2022, the first physical meeting of network took place. The participants were first given an overview of visualisation techniques and principles by Estonian Public Sector Innovation Team and this was followed by group work of visualizing free-formed customer journeys of an already in-force grant measure.

Journey maps are considered to be among the core design tools as they capture the elements of time, sequential actions, experience and narrative creation in time which are all important to take into account in the design of services (Penin 2018, 216). In a nutshell, customer journey mapping lets to visualise the process and a flow of experience of a service from beginning until the end (IDEO 2015, 90). It helps to understand a customer's journey and interactions throughout the service (Design Council 2015c) and the point of view is always the one of the user's (Penin 2018, 216). As Stickdorn et al. (2018b, 50-56) explain, the focus on customer journey maps is on human experiences and they can be either for representing the current as-is service or a future to-be service. Journey maps can be high level or more detailed and usually they consist of customer steps in the service and various lanes, such as emotions, channels, dramatic arc etc, can be added. As a warning, they bring out that if journey maps are created on assumptions, they should be constantly challenged and be turned into research-based ones adding real data to them to avoid the confirmation bias. (Stickdorn et al. 2018b, 50-56.) The possibility to detect the points in the service which work well for the user, and which do not (pain points) is considered as one of the biggest values of journey mapping (Design Council 2015a, 11-12).

The participants of the network meeting grouped to teams and the teams were given a text of a specific a grant measure i.e. of a legal act in a print-out. Groups were also provided with a set of drawing tools and sticky notes so they could illustrate the applicant's journey within the grant measure based on this legal act. No template was given to the participants and so they were all free to use all their creativity in visualizing the customer journeys. The aim of the exercise was to introduce the power of visualisation to participants as well as to give them an opportunity to view a grant measure from the applicant's perspective in a format of a journey.

The power of visualisations has been emphasised in legal design literature a great deal (see for instance Hagan n.d., chap.1; Legal Design Alliance n.d.; Berger-Walliser, Barton & Haapio 2017; Passera 2017; Haapio & Barton 2017; Haapio, Plewe, Rooy 2016). This is why, it is no wonder that many of the insights gained from the workshop were in align with theory, bringing out the power of visualisation. Additionally, just as mentioned in theory that the

creation of customer journeys can bring out the previously un-noted pain points, it was also confirmed with the results of the exercise undertaken as it also brought out several participants' questions regarding the grant measure and potential hindrances applicants can meet. This goes on to prove that even if the grant measure is in force and applicants apply for it and it seems seemingly functioning well, that does not necessarily mean that it is user-friendly in terms of its content, requirements and conditions on applicants, and in terms of information communication and understandability which should help the applicant navigate through the system.

Getting to the real design brief

Therefore, in addition to gaining validation about the importance and the vital role of legal design in grant measure design, the insights gathered from the design network workshop and from prototyping the grant measure wheel, where again visualisation brought clarity, guided the team to the "real design brief".

The UK Design Council (2015a, 18) has brought out that a design brief clearly defines the fundamental problem that is going to be tackled in the design process and provides a point for reference for all the involved parties. Wyn M Jones and Hedda Haugen Askland (2012) address that though there is no one definition to design brief and ambiguity can be found within definitions, nevertheless, design brief – be it a sentence or pages with information - is a crucial component of a design project as it helps to understand the problem and set clear objectives among other merits it can entail. Juan Felipe Ruiz (2020, 29) names among its advantages the fact that it brings out what is known about the problem and sets an agreement among the stakeholders involved. However, as Thoelen, Cleeren, Denis, Peters, Van Ael & Willems (2015, 31) emphasise, the design brief is not a fixated document, it can thus be revised several times and it can therefore change greatly over time, for instance when new underlying challenges emerge in the middle of the design process that are not covered with the initial problem statement.

As said, the changing of the design brief was also the case in this project. When the initial design brief was about helping the ministries in grant measure design, then through the design activities, the team came to the conclusion that the underlying issue is the need for user-friendly grants. As the grant measure wheel had exposed, it became clear that within the existing system, the only possible experts of user-centredness of grants can be the SSSC grant measure design team. Thus, it became clear that the design brief must tackle and cover this underlying challenge, which is why the new design brief became "How can the SSSC grant measure design team ensure that grants are user-friendly?". Thus, the emphasis of the brief had moved from the policymakers to the real addressees i.e. to the potential applicants of

the grant measures. That being said, the new brief also entails the old brief, which is helping the policymakers, as this is part of the process towards user-friendly grant measures.

Getting to the method of value delivery: nudging

Alongside with the new design brief and the realization that the team is indeed the expert of the user-centredness in grant measures, a question of possible legal basis and tools arose. This in turn strongly relates to the scope and limitations for the team in relation to grant measure design. More specifically the question of the mandate and the basis of requiring the grant measures to be designed with the user in mind with the use of potential service design/legal design tools arose. While most other experts in SSSC have a set of rules and a legal basis in the European Union or Estonian legislation for their expertise, then the grant measure design team, as the experts of user-centredness, have a different case as it can be difficult to find a comprehensive legal basis for stating that a grant measure is or is not user-friendly or that certain tools should or must be used for achieving that. Even though there is the principle of good governance stated in the § 5 (2) of Estonian Administrative Procedure Act stating that "*Administrative procedure shall be purposeful, efficient and straightforward and conducted without undue delay, avoiding superfluous costs and inconveniences to persons*" (Estonia 2023), it is nevertheless quite unambiguous. Hence, it became clear that as the legal basis of demanding the user-centredness of grant measures might be scarce, other means for achieving this aim should be used.

Derived from the previous, the concept of nudging was selected to pursue the aim and fulfil the design brief. Nudging enables to take soft measures to help people move to the desired direction using the pull rather than push strategy, yet it leaves room for experimentations and trying out novel tools and approaches in achieving that. Hence, the nudges available to use and used are as mentioned, for instance the organisation of design network and *ad hoc* events and experiments among the grant measure design network members, provision and promotion of guidelines, toolboxes, first-hand experiences with design tools (such as the customer journey) and visualisations that can help achieving more user-centricity in grant measures. Moreover, in addition to the previous, the use of nudging techniques can be and has also been already used in design team's communication to maximise the impact (using for instance nudging techniques from the set of playcards for idea generation by Laura Aaben (Aaben 2020).

With the help of jobs to be done framework to promote empathy and customer (dream) journeys

As the pull-effect of nudging is something aspired by the team, then derived from the experience and participants' positive feedback from use of customer journeys in the grant measure design network meeting in September 2022, another tool to be experimented came

to mind for the team, which also had a theoretical push for the team from jobs to be done framework.

Namely, as seen in jobs to be done framework, people, instead of having a goal to interact with a specific organisation or service, have jobs they are trying to get done with the use of service. So, the service is not the end goal for people, but the job they are trying to get done, is. (Kalbach 2020, 8.)

With that in mind, another tool the team experimented with was the visualisation of applicant's dream journey. According to Stickdorn et al. (2018a, 44, 50) journey maps can be used to discover gaps in customer experience and investigate possible solutions and can be used, in addition to present time experiences, also for possible future experiences, where the latter can be used to imagine, understand and experiment someone's potential experience. Hence, it is clear that the usage range of journey maps is quite wide and while previously it was used to understand the existing journeys, now the goal was to use journey mapping to envisage dream journeys.

The experimentation of a dream journey mapping took place in the form of a workshop with the author of this thesis being the main facilitator. The workshop took place as an *ad hoc* online meeting of the design network aimed mainly for those members who have their own grant measure to compile as they could use this experimentative workshop for their own grant measure drafting process (the ones who did not have a grant measure were given an example grant measure to work with). While in the previous network meeting the participants had had a free choice of visualisation tools to use, then this time around the SSSC grant measure design team wished to experiment with the use of a prepared canvas as the exercise was not so much about trying out different visualisation techniques anymore and to show the power of visualization so much, but rather to give the feeling of trying to put oneself into the applicant's shoes and trying to walk in it. The canvas used was a modified canvas by Estonian Public Sector Innovation Team (with permission), where the modifications were done by the author of this thesis according to the task at hand, which can be seen at the canvas of an applicant's dream journey in figure 10.

Figure 10: Canvas of an applicant's dream journey

The participants were all working individually in separate Miro boards prepared for them. On the top side of the canvas they had to write the steps the applicant of their grant measure would take in the applicant's dream world. The starting point would be the need for grant for the job that the applicant needs to get done and the process would include applicant steps that happen between gaining first information about the grant measure and getting their job done with the help of the grant. Therefore, the emphasis was not on the grant measure text anymore and a person's journey in the existing grant measure, but the emphasis was put on the potential applicant and their needs regardless on the conditions envisioned in the grant measure or the feasibility of fulfilling the dream journey in real life.

The bottom side of the canvas was for stepping back into the shoes of a grant measure drafter and for marking down the insights or things to do as a grant measure drafter in order to help the applicant in their dream journey. After when both parts of the canvas were filled, participants' reflection was collected in Miro and discussed with the participants regarding their feelings, the positive and negative aspects of the exercise, room for improvement, their own plans to use the tool and on how they would involve the potential applicants into the process of envisioning a dream journey.

One of the aims of this exercise was the creation of empathy and to give the participants a feeling what it is like to feel as an applicant who has their own goals and aspirations and who simply needs the grant to be in line with it for them to get their job done. As Merlijn Kouprie and Froukje Sleeswijk Visser (2009, 440) bring out that even though the concept of empathy can be somewhat hazy, "*It is related to a deep understanding of the user's circumstances and experiences, which involves relating to, more than just knowing about the user*". In their own framework, they suggest there to be four phases, where first the designer entering the user's world, then being in the user's world and absorbing the user experience without judgement, then connecting to the user and understanding the user's feelings which is

followed by detachment where designer leaves the user's world with a new perspective. Moreover, they suggest that by being aware on the fundamentals of empathy, one can select specific techniques and tools and the right order for them to use. (Kouprie & Sleeswijk Visser 2009, 445.)

Hence, it can be seen that even though in the dream journey experiment described above, the user was not involved in this experiment and the policymakers had to think of themselves as the applicants, it was nevertheless a starting point to take the applicant's view on the situation which is different from their own position when writing the grant measure as a legal act.

Moreover, the participants were nudged in two ways to continue on with the exercise afterwards by involving the target group aka real potential applicant(s). Firstly, as mentioned earlier, the participants were first asked in the reflection part how they would involve the user to this exercise, which had the aim of prompting participants to think and reflect on possible methods on user involvement as well as giving a suggestion that user involvement could and should be the next step. Moreover, secondly, an email was drafted using some of the nudging techniques from Laura Aaben's (Aaben 2020) play cards and EAST principles (Service et al. 2014, 4-7) and was sent to the members of design network after the workshop in prompting the participants in conducting a similar co-creational workshop with a group of potential users with the help of the SSSC grant measure design team if required.

Moreover, afterwards, the dream journey canvas was modified based on the participants' feedback and emailed to the members of the design network with the summary of the reflections of the workshop together with the invitation to turn to grant measure design team when needed for help. As a result of the modification, the dream journey canvas was made more universal and additional possible usages of it for the grant measure design process were added to it. Thus, in addition to dream journeys that can be used in the beginning of grant measure drafting process, it is also possible to use using customer journey mapping and this canvas now in later stages of the grant measure design process, for instance, when the first draft of a grant measure is completed, so that the applicant's journey visualised based on a draft grant measure can be used as an artefact for conversation with the members of the target groups of a grant measure to discover the possible difficulties, hindrances and bottlenecks in it. Moreover, the use of customer journey mapping can and has also been a tool for the SSSC grant measure design team when the draft grant measure is coordinated with the SSSC and the expertise of user-view has to be provided by the SSSC design team along with other experts. This can from one side provide the basis for customer-view expertise offered by the team as well as from the other side a practical example and a nudge for the ministries to use the tool themselves in a process of drafting a grant measure.

Additionally, a customer journey map based on a finalised grant measure can be used as a basis for information design including possible visualisations aimed at explaining the terms and conditions clearly and coherently to the potential grant applicants and for taking their journey into account.

Hence, to sum up, the tool and the canvas of a customer journey map can be used in the whole life cycle of a grant measure design process as can be seen in the image below in figure 11 and the use of the representatives of the target group is recommended via workshops, interviews or focus groups.

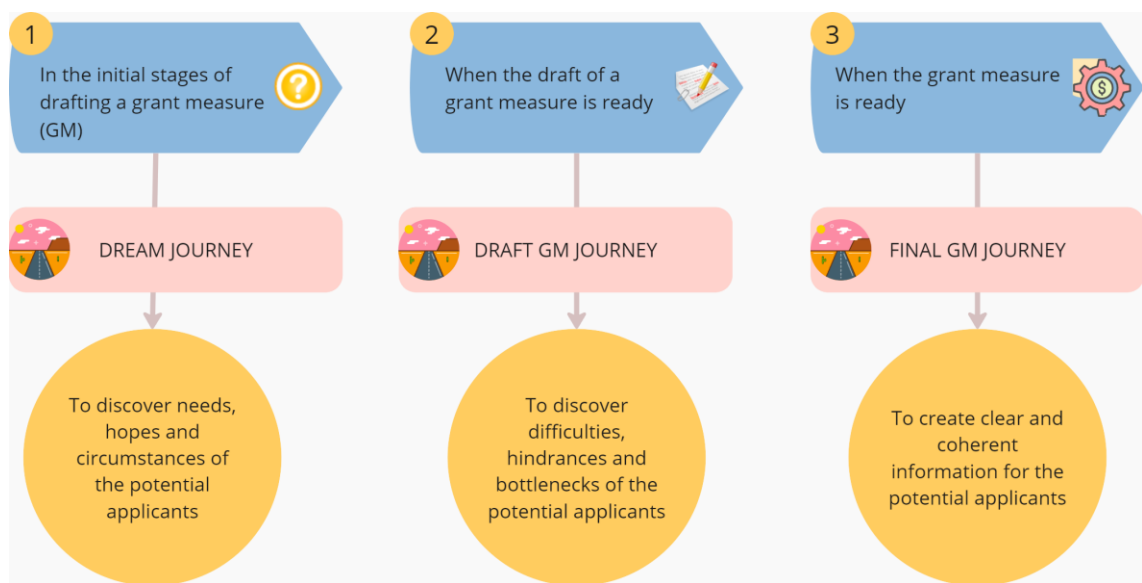| 1	2	3
In the initial stages of drafting a grant measure (GM)	When the draft of a grant measure is ready	When the grant measure is ready
DREAM JOURNEY	DRAFT GM JOURNEY	FINAL GM JOURNEY
To discover needs, hopes and circumstances of the potential applicants	To discover difficulties, hindrances and bottlenecks of the potential applicants	To create clear and coherent information for the potential applicants

Figure 11: Potential use of customer journeys in grant measure design process

The goal of promoting user involvement in the exercise of drafting the customer journeys is to obtain a real and not assumed insight from the users. Also to increase participatory and co-creational policymaking as suggested by many authors covered in the theoretical part of the thesis (see for instance Siodmok 2014; Blomkamp 2018; Sanders 2014; Berger-Walliser, Barton & Haapio 2017; Ramaswamy & Ozcan 2014; Bason 2018), especially Junginger who pointed out not to start with a problem, but with an inquiry (Junginger 2014b, 62) which can be helped with the usage dream journeys. As set out by Lockwood and Papke (2017, 26) and as being foreseen by the SSSC grant measure design team, participation, the quest for knowledge, and free expression should motivate people to try give it a try to new solutions. Hopefully this will also the case with ministries in trying out the co-creational dream journeys with the potential applicants of the grant measures they are working on.

To sum up the process, while the canvas and promotion of the use in journey maps is based in the develop part of the results as it is something that can be developed further for instance when prototyping the visualisation of a journey map together with the representatives of a

target group or nudging the use of it further, it can nevertheless already also been seen as a deliverable in a deliver part as the canvas of a journey map has been made available and can be used with or without the assistance of the SSSC grant measure design team as has been promoted among the members of the design network and elsewhere by the team, such as also in the monthly newsletter and the website of the SSSC (Riigi Tugiteenuste Keskus 2023e).

4.5   Deliver phase

Grant measure design programme

Even though several activities and steps taken by the SSSC grant measure design team are on the borderline between the develop and deliver phase as they can be seen as serving both purposes, one of the activities not addressed at all previously, being mostly on the delivery part of the diamond, is the grant measure design programme that took place between November 2021 and March 2022. The design programme was procured by the SSSC but was developed and implemented fully by the external partner – the Social Innovation Lab (Sotsiaalse Innovatsiooni Labor n.d.) (with support by the Public Sector Innovation Team). Through this programme, fourteen teams of six to seven members with their own unique grant measure to be designed participated in the programme of seven (not consecutive) days. Altogether the total number of people participating was 122 people. There was a competitive application round for participating and in the end grant measures designed within the programme made up for 21,7% i.e. more than 730 million euros worth of grant measures. (RTK n.d e.) As a result of this training programme also a completely new version of a grant measure design toolkit was prepared by the Social Innovation Lab consisting of 19 design thinking tools with examples that can be used in different stages of grant measure design (Riigi Tugiteenuste Keskus n.d. b).

Although this activity was outsourced and the members of the SSSC design team were involved as partners and also as team facilitators alongside other team facilitators, the toolkit with the set of tools can still nevertheless be used forward either fully or even if only tool by tool or by modifying tools as going through the whole set of tools and phases might not be needed nor feasible for all policymakers compiling grant measures at this time. Even though feedback from participants was collected after the programme, it is however being planned at the time, that a more thorough impact assessment might be needed to undertake to measure the impact of the program and of the use of design tools.

A common definition of a "user-friendly grant"

Another activity that can be seen more in the delivery part is finding the common definition to user-friendliness in the realm of grants. While on one hand, the user-friendliness of grants can be self-explaining, then on the other hand, derived from the long life cycle of the grant

measure process from initial drafting to the end of application of it, different people can have different aspects in mind when talking about user-friendliness or user-centricity of grants. Hence, to reach a common understanding of it, this was selected to be the theme of the grant measure design network meeting in February 2023.

The aim was to commonly define the user-friendliness in grants, to pinpoint the possible activities that can be taken to achieve more user-friendliness and to also pinpoint specific activities out of them where help is aspired by the network members. Since the members of the design network range from policymakers aka persons drafting the grant measures in ministries to the people administrating grants in the implementing bodies (among others), then the representatives belonging to the network provided a suitable range of people to view the life cycle of a grant holistically. Hence, after giving a brief overview of user-friendliness in general to participants, a co-creative workshop took place where key words/specific goals describing user-friendly grants were explored by participants working in teams. The keywords were placed in a lifecycle of a grant consisting of four parts, starting from drafting a grant measure and ending with the time when the grant is used and a job with the help of a grant is done by the applicant. The keywords/goals were then clustered, and teams then brought out activities that they or someone else needs to undertake so that these goals can be achieved. Finally, participants were able to individually vote, which were the activities where they felt that help of the SSSC grant measure design team was needed the most.

All in all, the result of the workshop provided a clear deliverable of what is commonly agreed as a user-friendly grant, what needs to be done to achieve it and where help of the SSSC design team is needed, which in turn, the SSSC design team can also use as an input to better plan future activities.

The framework of the service and the value proposition of SSSC grant measure design team in grant measure design

Even though the steps of nudging towards user-friendly grants is a continuous process that continues on after the conclusion of this thesis, then the final deliverable within the context of this thesis is the framework of the service and the value proposition of the SSSC grant measure design team in the context of grant measure design.

The design process described above has all inter alia led towards the conduction of the framework of the service and the wording of the value proposition. Since the conscious focus on user-friendliness and the intentional use of design tools in the process of drafting and communicating a grant measure is still a relatively new one in the SSSC (Riigi Tugiteenuste Keskus 2022a), then the formulation of the framework and the value proposition and communication about the latter is of vital importance in achieving this.

The very basis for the formation of the framework of the service was the design process described above in this chapter as the insights from the different design activities described above have provided invaluable input for the framework and for the value proposition, which is a part of it. Hence, on the basis of this, the thesis author first created the structure for the framework of the SSSC grant measure design team's service which also served as a roadmap for the formation of the value proposition that is the final part of the framework. Some of the content in the framework was also prefilled and predefined by the thesis author based on the results of previous design activities and brainstorming sessions for sensemaking within the team. Then, in the course of a five-hour co-creative sensemaking online workshop among the four team members facilitated by the author of this thesis, the framework and all the prefilled contents were thoroughly discussed and modified where deemed appropriate and needed as a result of the team's co-creational input. Also new content was added, most importantly to the formulation part of the value proposition and its communication part as this was the aspect not at all predefined by the author since the co-creation of it was one of the substantial purposes of the workshop.

Since the framework and the value proposition of the team have to fit in with the overall approach of the SSSC, then the need for testing the framework and value proposition before the launch of the value proposition to the public was agreed by the team. Therefore, the framework and the value proposition were first introduced to and tested on the head of the grants development department of SSSC in March 2023. As a result, both were slightly refined based on the feedback and another introduction and testing round on the higher institutional level on the management body of grants of the SSSC took place in April 2023. As a result, a few refinements, mainly in wordings, were again made and further introduction and testing on some target group members before the launch was suggested and agreed to be undertaken by the team. This is also in line with the testing principle prevalent in design thinking and service design. Even though some refinements were made and further alterations might take place resulting on further testing, then the overall feedback was a positive one both from the management body of grants in the SSSC and head of grants development department seeing the usefulness and the value of the systematic approach, the framework and the value proposition in the organisation, indicating the relevance of the work within the broader context of the SSSC as well, while also raising a question of possibilities of scaling it further within the organisation outside the realm of grants also (Merila 2023. Pers. com.). The author of the thesis considers the approval gained from the management to be of major importance as it is crucial for the successful implementation of the framework and the value proposition. As also emphasised by Marc Stickdorn (2023), the management buy-in is of vital importance in service design.

While at the time of conduction of this thesis as of the end of April 2023, further introduction and testing of framework and value proposition on the target group are foreseen and possible

refinements as a result of this can take place, then the framework and the value proposition introduced in this thesis are presented as they are after the refinements from the first two rounds of testing described above with the head of grants development department and with the management body of grants of the SSSC.

Therefore, the framework and the value proposition described in this thesis should be treated as the first version and as a prototype which is yet to be tested further and refined as needed before finalising and launch of the finalised value proposition to the public. However, even though the final version of the framework and the value proposition might change as a result of further testing and in the course of time in general also, the thesis author nevertheless considers it to be a deliverable already as it reflects the vital aspects of service commonly agreed by the SSSC grant measure design team and validated by the head of department and the management body of grants.

The reasons for creating a self-made framework for the conduction of value proposition over using a ready-made value proposition canvas suggested for instance by Alex Osterwalder, Yves Pigneur, Greg Bernarda, Trish Papadakos and Alan Smith (2014, 8-9) were related to the specifics of the task at hand. One reason was that while value is created by the team for the target group of the grant measures, then however, the customers whom the team can directly affect and who are foreseen to create this value, are actually the ministries drafting the grant measures, the implementing bodies implementing the grant measures and the managing authority responsible for the system of grant measures. Hence, the value is not offered directly from the design team to the benefiters i.e. to the target groups of grants, but value is rather delivered to them by other instances to whom the team's service can and should affect. Therefore, a separate framework was used for the conduction of value proposition as it was deemed more fit for the purpose by the thesis author, and it enabled to go more into detail with the several aspects of the service. The other reason for creating a separate framework was that the framework of the service is foreseen to benefit not only to the formation of the value proposition of the team, but to serve a larger purpose. Namely, it is also foreseen to serve as a tool to improve the processes within the team, such as project/task planning within the team as well as to offer a system for prioritizing the tasks so that the team would have the information and could focus on tasks that are deemed to offer more value according to the jointly agreed principles. Thirdly, the framework, including the value proposition offers a defined scope for operation for the design team, which can help the team to concretize its activities and help in fulfilling the team's mission.

The filled framework is illustrated in figure 12 below giving a very general visual outline of it. The framework contains two parts – on the right-hand side the designers' service in grant measure design is presented, and on the left-hand side, the designers' service in the SSSC outside the scope of grant measure design is presented. As the latter falls outside the scope

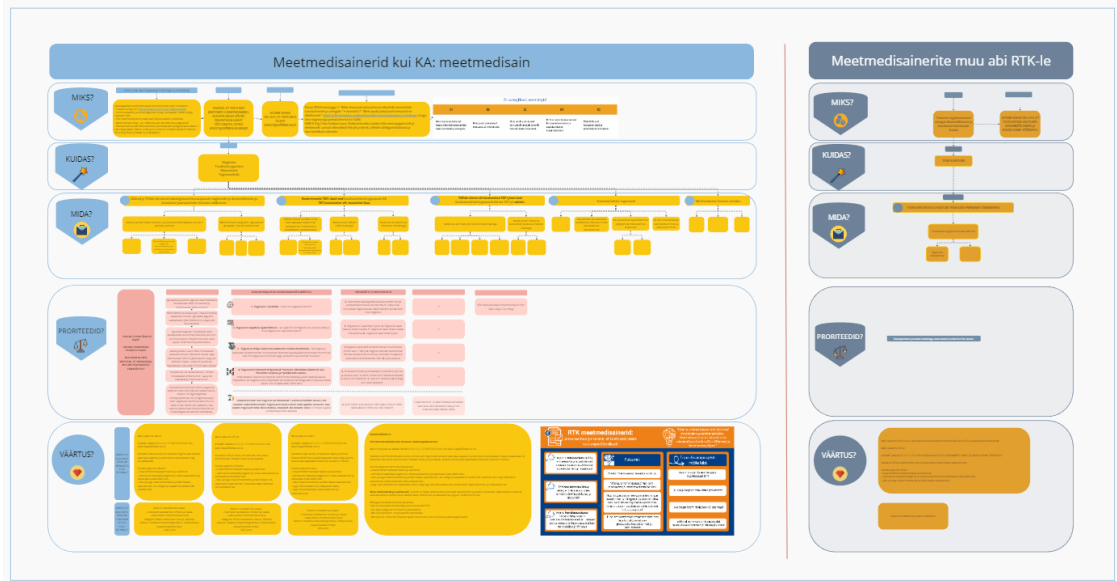of this thesis, it will not be examined further here.

Figure 12: The framework of the service of the SSSC grant measure design team

For providing a better understanding of the framework, the categories of the framework relating to grant measure design are illustrated in figure 13 and are explained further below.
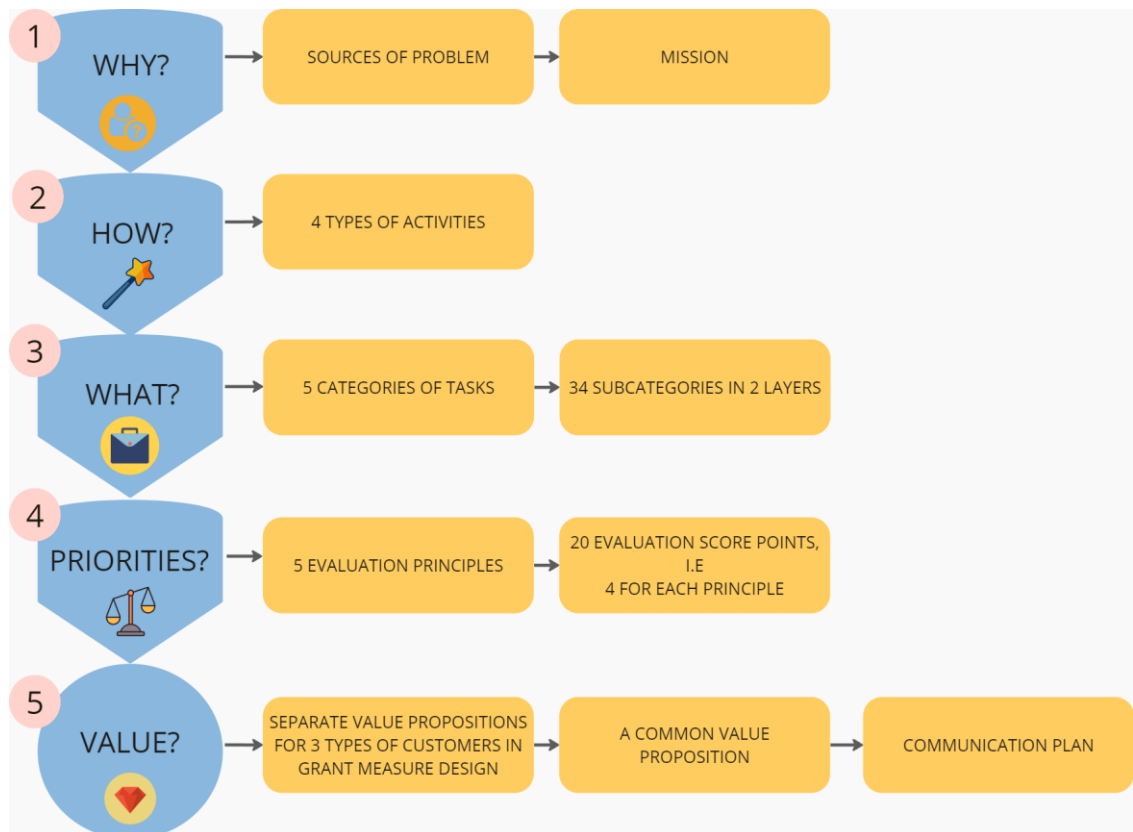

Figure 13: The categories of the framework of the service of the SSSC grant measure design team

To give a better overview of the framework and thus explain the figure 12 and 13 above, the framework consists of five parts each answering to a different question. The questions are all related to the service the SSSC grant measure design team offers. First, the question of "why" and the purpose and mission of the team was defined. The sources where the problem - the untapped potential of user-friendliness in grants - manifests were demonstrated and the team's mission was worded, which in translation into English can be worded as the mission of the SSSC design team is to contribute towards user-friendly grants. Additionally, the connection of the team's mission with the strategic goals of the SSSC (Riigi Tugiteenuste Keskus 2023d) were jointly defined and brought out.

Secondly, the question of "how" and methods of operation of the team were defined, consisting of nudging, sharing of knowledge, advice and activities and help. Thirdly, the categories and the sub-categories of all the team's work tasks within the scope of grant measure design were defined and as a result of this, five categories with 14 sub-categories with in turn 20 sub-categories were jointly defined and agreed upon. The categories are also foreseen to serve as a basis for the project management of the tasks within the team as the real job tasks are foreseen to be placed under the categories. This would enable the team and the management of SSSC also to gain a comprehensive view of the tasks, to understand easily where the team's focus is placed and to identify possible areas where additional focus is needed and to monitor the progress.

Fourthly, the question of "priorities" i.e. "are we doing the right things?" was brought to attention in the framework. For this, the principles for evaluating the tasks and setting priorities were jointly defined. The basis for the prioritization system and for the creation of principles was taken from the SSSC system of prioritizing tasks for the development of the grants' information system SFOS/e-toetus (Riigi Tugiteenuste Keskus n.d d), as this has proved its value in practice also to some of the team members who are also involved in this process. However, the principles and the priorities set by the design team were nevertheless targeted specifically to evaluate tasks within the service of the SSSC grant measure design team. As a result, altogether five categories of principles were set and a scale from three to zero in each of them was also set with the clause that some testing rounds were needed to test them to see their fit for the purpose or the need for further modification, also the specifics, for instance the moment, the frequency and comprehensiveness of prioritization of tasks is yet to be tested and agreed upon. The purpose of creating a system for evaluation of tasks was to enable the team to more objectively compare different tasks that the team has on the table and to understand which tasks offer more value to achieve the mission of the team and are hence of more importance and need to be taken on more swiftly than others.

Lastly, derived from the content of the previous four steps, finally the value proposition that the team offers to the ministries, to the implementing bodies and to the management

authority was commonly defined and worded as well as the communication plan in relation to this was set. (Additionally, the same process was done for the value proposition within the SSSC outside the scope of the grant measure design service, but since this falls outside of the scope of this thesis, it will not be discussed further here). Last, but not least, common key words and values were defined by the team that the team adheres to and promotes.

The English translation of the value proposition of the SSSC grant measure design team is illustrated in figure 14. The value proposition contains five elements. First, it states the mission of the team. Secondly, it brings out the values of the team. Thirdly, it contains the value proposition to three of the main stakeholders – to the ministries, to the implementing bodies and to the managing authority with stating the areas in which the team can help them with. Fourthly, a concrete offering of services that the team offers for fulfilling the value proposition is brought out. Lastly, the most important aspects to think through before approaching a team with a design project are given, to inform the stakeholders on the expectations on them, which was an element added as after the testing with the head of the grants development department of SSSC.

SSSC GRANT MEASURE DESIGN TEAM
Our goal is to encourage and contribute towards user-friendly grants!

"We believe that great solutions emerge in co-creation and in open communication. We value creativity, solution-orientation and the courage to think outside the box and experiment."

1 We support the **ministries** so that grant measures would take into account the needs and capabilities of target groups and that grant measures would be easy to understand.

2 We support the **implementing bodies** so that the information about grants would be easy to find and comprehensible for the target groups.

3 We help the **managing authority** to sustain the user-centric view across the system of grants, so that grants could be implemented in user-friendly, effective and efficient manner.

The design team offers:

- Information and training on design thinking
- An opportunity to share experiences, co-create and try out design thinking tools
- Advice and support in using design thinking methods and tools, incl. for including target groups in the creation of grant measures and for using information design in communication about grants
- Support in information exchange and in mapping and simplifying processes in the Managing Authority

Before a design project, think through:

- Who leads the project contentwise and belongs to the team?
- How much time the team is willing to put in?
- What is the problem you wish to solve?
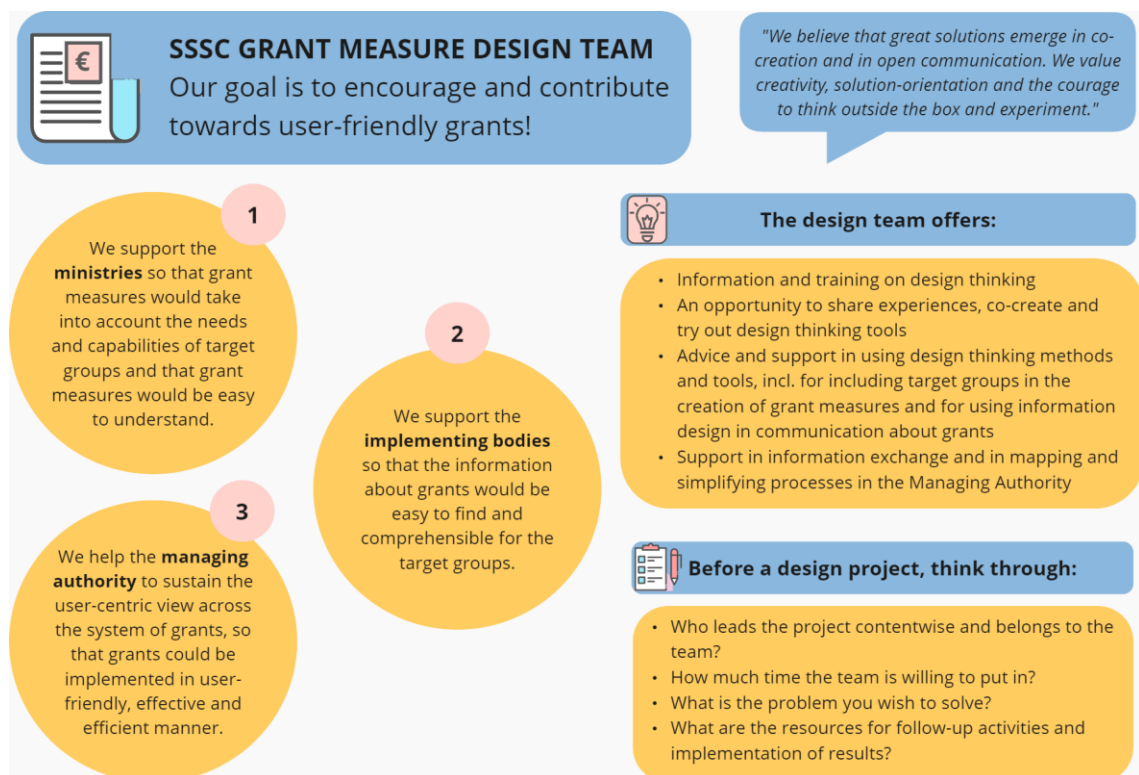- What are the resources for follow-up activities and implementation of results?

Figure 14: The value proposition of the SSSC grant measure design team

5   Summary, conclusions, and further research

The purpose of the development project and the thesis was to find ways for the SSSC grant measure design team to ensure greater user-friendliness in grants due to untapped potential for it. In order to fulfil this aim, three research questions were set consisting of finding out the theoretical background that can support in reaching the aim, defining the scope and limitations for the grant measure design team of SSSC in grant measure design, and finally exploring what and how can the grant measure design team of SSSC do to ensure that grants (including the grant measures) would be more user-friendly.

Therefore, first the theoretical basis was consulted. It was found that theory regarding design thinking, human-centered design, service design, jobs to be done, human-centered design and co-creation in policymaking, legal design and nudging and creating behavioural change can all contribute to reaching the aim of the thesis. For this reason, all of these concepts were explored, and an overview of the aforementioned topics was given to serve as a basis for the development project. Then the scope and limitations of the grant measure design team of SSSC in grant measure design were explored and a development project was accomplished and described in the thesis. The development project used the theoretical foundation as the bases for knowledge creation, but also for content creation within the activities undertaken in the development project. The process of the development project was based roughly on the Double Diamond model (Design Council 2015a, 6) with several loops back and forth between the four stages of the model. Since most of the methods used in the aforementioned design processes are qualitative, then qualitative methods were used for data collection and for the analysing of the data.

The activities of the development project described in the thesis create a continuum and results in combination, hence, the activities should be all seen as results of the thesis as learning experiences and also as steps vital for next activities. Nevertheless, three distinctive deliverables of the development work can additionally be brought out. First, several new initiatives for bringing forth the user view, for instance such as nudging towards the use of customer journeys in grant measure design, were tested and introduced as a result of the development project. Secondly, a framework for the service of the SSSC grant measure design team in grant measure design was developed that summarises and maps out the scope and the main aspects of the service, such as the mission of the team, the type of activities, the categories of tasks, principles for setting priorities and value offered. The framework is foreseen to serve as a tool to improve the processes within the team and to set and keep the focus. Lastly, as part of the framework, the value proposition of the team was formed which can serve as a reference point for the team as well as offer clear communication to partners in the ministries, in the implementing bodies and in the managing authority, and can thus help the team in its mission towards user-friendly grants.

Reflecting on the process and the results of the thesis, the author considers the aim of the thesis fulfilled as the relevant theoretical background was identified, explained and used as support in development work. The scope and limitations for the grant measure design team were found and a development process to ensure that grant measures would be more user-friendly was undertaken with a great learning experience of the process and clear deliverables.

The author considers the results of the thesis credible and usable. The results are usable in the SSSC as the activities in the development project were undertaken jointly in co-creation with three other members of the SSSC grant measure design team and as the development project expands the timeline of this thesis. This means that the development work is intrinsically linked to the activities of the SSSC and has been already used and can be used further. Moreover, the overall approval and support from the management to the framework and to the value proposition (Merila 2023. Pers. com.) further supports the validity of the work and the usability of the results. Since much of the development work was done in co-creation with other team members, researcher triangulation was used, in addition to method and data triangulation which should all improve the accuracy and, richness of results and reduce subjectivity and biases (Stickdorn et al. 2018a, 106-110), also improving credibility of results. Moreover, since the draft of the thesis was also shared among the author's other three team members and also with the head of grants development department of the SSSC for validation, and both the head of grants development department as well as the head of service design unit have acknowledged the usefulness and the value of the work (Raudsepp 2023. Pers. com.; Merila 2023. Pers. com.), it further demonstrates the trustworthiness and credibility of results.

The author also sees that the results of thesis could offer interest outside the SSSC also, mainly in three categories. Firstly, as the content of several design activities dealing with grant measures as legal acts was related to legal design and legal design being a relatively new notion, especially in Estonia, it can serve as a practical example in this field both in Estonia and elsewhere to demonstrate how the customer's view and their journey can be envisioned in the process of creating a legal act and in the process of communication about it. Secondly, as the system of allocation of grants is not unique to Estonia, but is rather universal, then the development project dealing with making grants more user-friendly can offer insight and learning experience also for public administrations in other countries dealing with grant design. Thirdly, as the thesis dealt with public policy creation, the results could offer interest to people and organisations interested in enhancing user-centricity in the policy creation process.

In addition to the results of the thesis being usable, credible and transferable, several avenues for further development and research can also be brought out. As a development

area for the future within the SSSC and more widely also, further testing, developing, enhancing, and promoting of various design methods and tools can be suggested to help in the creation of user-friendly grants. This could also include testing out different types of target group participation and co-creation methods in grant measure design process that did not fit into the scope of this thesis but is of prominence in policy co-creation as well as playing an important part in the successful utilisation of several design tools. Another development area and an avenue for research within and outside the SSSC, could be the development of the measurement system to measure the impact of the use of design methods and tools in the design of grants. While the end point of user-friendliness in grants as perfection is probably never possible due to variations in target group needs and resources available, then the conscious path towards enhancement of user-friendliness can nevertheless benefit not only the target groups of grants, but also the policymakers aspiring their grant measures to be implemented successfully for achieving policy goals.

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