

PRECONDITIONS FOR SERVICE DESIGN IN COLOMBIA: GOVERNANCE AND COMMUNITY  
CHALLENGES

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## **ABSTRACT**

Owing to the conditions of poverty in which 28% of its inhabitants live, the national government of Colombia provides services through its local administration in order to care for the needs of its vulnerable communities. However, providing services into deprived areas and to care for the needs of a complex group of users poses challenges for local administration. By comparing local public service experiences with documented public service design (SD) experiences worldwide, this project identified the obstacles that SD applications could have in contexts such as the one in the Atlantic Department of Colombia. Co-creation is one of the main principles within service design, as it is desirable for actors within the service system to engage in co-creation activities in order to determine their expectations and requirements in the early stages of the process. The aim of this research was to identify the ways in which the complexity of the relationship between the three key actors (government agents, providers and users) impacts on the co-creation of public services in the Atlantic Department and thus the development of service design projects. A case study was developed and data was gathered through a series of in-depth interviews with groups that represented the three key actors of a public service established by the Atlantic Department's Government<sup>1</sup>, aimed at enhancing the homes of vulnerable families.

Due to the complexity of the relationship found among the three key actors of the public service within the Atlantic Department, this research concluded that there are two preconditions that should exist in a context, in order to enable co-creation between the three key actors and thus implement service design projects effectively. The first is a balanced relationship between government agents, providers and users, defined by equal levels of trust, empowerment and entitlement among them. The second is a design-led approach enabled by a senior leader from government, which motivates all of the actors involved to actively participate in co-creation activities.

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<sup>1</sup> The Atlantic Department is one of the regions in which Colombia is divided. It is similar to the concept of County in the UK.

These results demonstrated the need to add a previous stage to the service design process, in which there needs to be an assessment of the context in order to appraise the relationship between the three key actors of the public service system. This research proposed the addition of a new Assessment stage and identifies the three possible outcomes that could arise from it, which would have a direct impact on the project's budget, the resources needed to complete it or even its feasibility. This would have consequences for service designers, as it is necessary to assess the context in which they will work, before proposing budgets or schedules for service design's commissioned projects.

**Keywords:** service design; public sector; challenges; complex social systems.

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## **1.0 Introduction**

Colombia is located on the north coast of South America and is considered a developing country. Among its inhabitants there are still a considerable number of people living under poverty and extreme poverty conditions. The Colombian government has determined two official ways in which poverty is measured in Colombia, in order to establish the needs of its population: The Multidimensional Poverty Index (IPM) and the Monetary Income. (Departamento Administrativo Nacional de Estadística - DANE, 2018a). The monetary income evaluates the acquisition capacity of homes related to a basic shopping basket. On the other hand, the IPM evaluates five different dimensions in which Colombian homes may be in a state of deprivation (education, childhood and youth conditions, health conditions, employment and housing or living conditions). The IPM evaluates 15 indexes within those five dimensions, and families are considered poor if they are deprived of at least 33% of those elements. According to the National Statistics Department, in 2017, the monetary income indicated that 26.9% of Colombians were monetary poor with 7.4% of them living under extreme poverty conditions. Additionally the IPM showed that 17% of the population of Colombia was poor (DANE, 2018a, p.3). Even though both indexes have seen reductions over the last ten years, the figures still show that many Colombians require assistance both from government and non-government organizations in order to cope with their situation.

The Colombian National government through its local administration provides services in order to care for its inhabitants' necessities, and a special effort has been made into those aimed at people living under disadvantaged conditions. Through the Social Prosperity Department, the Colombian government has established a National strategy to reduce the levels of poverty in the country based on the implementation of programmes aimed at making improvements on the five dimensions evaluated by the IPM (education, childhood and youth conditions health conditions, employment and housing or living conditions). However, providing such services into deprived

areas and to care for the needs of a vulnerable group of users poses a challenge for national and local administration.

As a researcher living in the Caribbean region of Colombia and due to my role as a lecturer at Universidad del Norte in Barranquilla, it was relevant to focus this project within the Atlantic Department<sup>2</sup>, where the university is located. The Caribbean region of Colombia is a geographic area comprising seven departments, all of which are adjacent to the Caribbean Sea. The annual study on poverty (Monetary Income) shows the figures for each of Colombia's departments and their relation to the National index. In 2017, 24.3% of the inhabitants of the Atlantic Department were living in conditions of poverty (DANE, 2018b). Figure 1 shows the evolution of the poverty index in Colombia (light blue line) as compared to the evolution of the same index in the Atlantic department (dark blue line).

**Figure 1 Evolution of Poverty in the Atlantic Department and in Colombia**

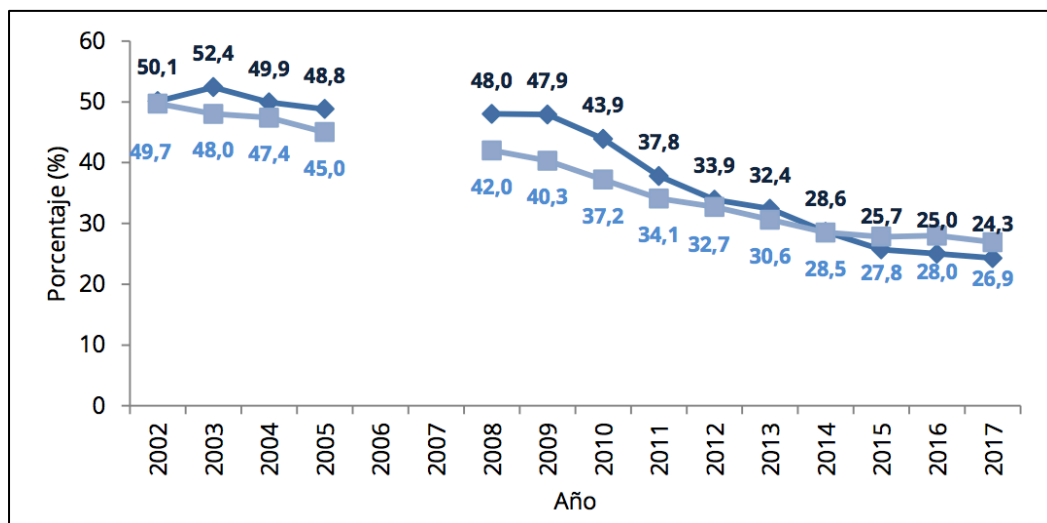


Figure 1 The dark blue line represents the evolution of poverty in the Atlantic Department, which has improved as compared to the National index (light blue line), marginally since 2015. Source: Atlántico DANE, 2018b).

<sup>2</sup> The Atlantic Department is one of the 32 areas in which Colombia is administrative and politically divided. It is similar to the concept of county in the UK.

Even though the indexes of poverty within the Atlantic Department show a marginally better performance in the last four years in relation to the National Index, it is important to note that the Atlantic Department only accounts for 0,29% of the area of the country, and it is the fifth more populated department of Colombia and the fourth excluding the nation's capital Bogotá (Datos Abiertos, 2017). The data gathered by the National Statistics Department (DANE) allow the government to make decisions on where and how to allocate resources to help families overcome poverty. However, it is necessary to understand the different elements that surround these conditions and why this research was particularly interested in them.

First it is important to explain that the conditions of poverty within the Caribbean region of Colombia are more extreme than those of other parts of the country (only exceeded by the Pacific region) as it is mainly comprised of rural areas, in which the conditions of poverty exceed those of urban areas. Since housing and living conditions is one of the dimensions measured by the Multidimensional Poverty Index, the National Statistics Department has established a means to determine the qualitative deficit of Colombian homes. This measure refers to families' houses that are inadequate in regards to: flooring structures and materials, space in regards to the number of family members within the home, quality of kitchen spaces where food is appropriately handled and prepared, adequacy and resistance of external walls and roofs, and access to domiciliary services (electricity, clean water, sewage and garbage disposal) (DANE, 2009). Figures 2, and 3 show the situation of two neighbourhoods in two different rural towns within the Atlantic Department called Candelaria and Luruaco respectively, which help illustrate the conditions in which many of its inhabitants live. As it can be seen in Figures 2 and 3, poverty is evident in the housing conditions of many of the Department's inhabitants, and as it can be seen from the figures below, it is evident the need to address this particular dimension in the Atlantic Department.

**Figure 2 Houses in Candelaria, Atlántico**



*Figure 2 Neighbourhood in Candelaria, Atlántico. The image shows the living conditions within the rural areas, defined by zinc or tin roofs, rudimentary enclosures and unpaved street (Google Maps, 2013a).*

**Figure 3 Corners in Luruaco, Atlántico**



*Figure 3 Corner in Luruaco, Atlántico. The image illustrates the living conditions of another rural town within the Atlantic Department, in which some areas still have unpaved streets that get flooded and muddy during rain seasons (Google Maps, 2013b).*

As a researcher being familiar with the effect that service design had had in contexts like the UK and Italy, I was interested in contributing to the enhancement of the lives of the people within the Atlantic Department, and thus, this research project initiated. Because of this, I became interested in assessing the effect that service design could have in the development of public services aimed at vulnerable communities comprised of people living under inadequate conditions. Due to the precarious situation in which many of the Atlantic Department's inhabitants live, I believed it would be interesting to introduce new and more effective ways to design public services aimed at vulnerable communities, in order to have a more effective and efficient use of public funds, but most importantly, more appropriate services for these communities.

It is necessary to state that in Colombia, and specifically in the Atlantic Department, the complexity of the context is enhanced by other elements, aside from the levels of poverty and the living and housing conditions in which an important part of its population lives. The depth of complexity within the Atlantic Department is the result of decades of unresolved issues that make it a difficult context to develop public services. For example, as recent as 2002, the levels of poverty were up to 50% and had been like this for at least three decades (DANE, 2018). This condition has made a large part of its population highly dependent on government initiatives or programmes to solve their basic needs.

Moreover, the Caribbean region of Colombia, where the Atlantic Department is located, has long been recognised for its high levels of corruption. Local governments are accustomed to the use of rhetoric and overpromising during campaign times, especially in regards to solving urgent problems for vulnerable communities. Golden & Picci (2005) as cited by Gamarra Vergara (2006), developed an index to quantify the levels of corruption within government (GyP) based on the provision of public services as compared to the cumulative payments made to provide them in relation to the



number of inhabitants they serve. In Gamarra Vergara's (2006) calculations made for each of Colombia's Departments, the results showed that the Caribbean Region faced a higher risk of corruption among local governments in Colombia. Specifically, for the Atlantic Department, the GyP index of 0.65 evidences that with the same amount of expenditure per capita, the Atlantic Department was only able to reach 65% of National average results. According to this study, the fact that the index is below 1.0, implies higher risks for inefficiencies, inefficacy and corruption within public services (Gamarra Vergara, 2006).

Additionally, Gamarra Vergara (2006, p.21) also evidenced a direct relation between the levels of poverty and the levels of corruption 'not because people don't care about good administrations, on the contrary their lives depend on them, but because they don't have the means to keep governments under scrutiny and abided to National laws'. Gamarra Vergara (2006) clarifies that this corruption index is only a proxy, although it is considered a valuable one as it is based on verifiable information and not on citizen's opinions like it is usually measured. For the Atlantic Department's case, it helps illustrate the added complexity that this particular region of Colombia has faced over the years. High levels of corruption within local governments alone present challenges for the adequate development of public initiatives and programmes. But, in the Atlantic Department, high levels of corruption has in turn other effects that add to its complexity: low levels of trust in government agents and low levels of citizen participation and engagement.

As it was mentioned above, common used measures of corruption are based on government trust surveys. More recently, the OECD (2020) reported on the latest measure available for trust in government, which is the Gallup World Poll. According to the OECD (2020) in 2018, Colombia saw the third largest reduction in trust in government among the rest of Latin American countries, with a reduction of 24 percental points. Even though the OECD (2020, p.166) acknowledges the fact that

trust in government is influenced by many factors including approval of government leadership, public sector integrity, government openness, perceived fairness and the quality of services, it still evidences the effect that years of corruption has had over citizen's trust in public initiatives in Colombia. Issues like perceived fairness and approval of leadership were evidenced during the interviewing process for this particular research, as it will be further discussed in section 4.0 of this thesis.

A more detailed survey conducted in 2019 by the National Statistics Department of Colombia (DANE, 2019) also aimed to measure aspects like political culture, social capital and citizen trust and participation among Colombia's different regions. The results showed that 25.4% and 35% of respondents consider local governments to be corrupt and very corrupt respectively (DANE, 2019). The fact that more than 60% of respondents consider local governments to be corrupt, illustrates the lack of trust of citizens on public institutions in Colombia, and thus presents an obstacle for the development and delivery of public services in this country.

Trust in government and citizen participation in countries like Colombia, are strictly related as the lack of trust in politicians and public initiatives make citizens reluctant to actively participate and engage with local governments. For example, in the Atlantic Department, 53.31% of abled voters did not exercise their right to vote in the Presidential elections of 2018. This high level of abstinence illustrates the lack of citizen participation and engagement present in this Department of Colombia. According to the National Political Survey (DANE 2019), when participants were asked about why they did not vote for President in 2018, respondents from the Caribbean answered:

- Not interested (30.4%)
- Did not register to vote (31.4%)
- Politicians promise, but don't deliver (19.7%)

- Politicians are corrupt (18.4%)
- Do not trust the election process (14,5%)
- Political parties do not represent them (10,2%)
- Other issues like insecurity, difficulty of access to voting places (less than 5%)

In the context of the Atlantic Department, the high levels of poverty, added to decades of corruption have affected the levels of trust and citizen participation and engagement. This is not only evident in election results, but also in other forms of citizen participation and engagement, which are considered essential to design public initiatives and programmes. For example, Koch & Sanchez Steiner (2017) analysed citizen participation in Barranquilla, the capital of the Atlantic Department. Through the following analysis of all the activities and reports of a public initiative highly communicated through local media by the government as being compliant with citizen participation, Koch & Sanchez Steiner concluded that citizen participation in this region was a failure as it was only used as a political strategy and its results did not effectively represent the voice and will of participants.

Different issues were evidenced by Koch & Sanchez Steiner (2017) as the causes of failure of participation activities. First these authors refer to the inadequacy of the methods used for citizen participation as these were mainly events in which a large group of actors was invited to participate, but were only asked to present their ideas, without any discussion that in turn did not result in concrete proposals. The ideas generated by these events were then filtered by local government agents privately, and not surprisingly, the ideas that were prioritised were the ones that represented the Mayor's office's interests. Moreover, citizens and other actors within the public service system were not involved during the next stages of the development of the public initiative, making them unable to actively participate during the rest of the process.

Ultimately, Koch and Steiner (2017) consider that all of the above is the effect of the region's lack of countervailing political powers, as the local government has been ruled by a strong political house for decades leaving citizens with no capacity to defy these powerful actors within the local administration. The authors also state that this region does not have a strong civic society which could pressure local governments to truly comply with citizen participation beyond their own economic or political benefits. This particularity is explained by Koch and Steiner (2017) as a result of the violent Colombian context and the low confidence of citizens in public institutions.

Thus far, the particularities of the context of the Atlantic Department have been discussed, illustrating its complexity in relation to the development and delivery of public services. In this sense, it can be summarized that the complexity of the context of the Atlantic Department is defined by the combination of the following elements:

- High levels of poverty.
- High levels of dependency of vulnerable communities on government initiatives.
- High levels of corruption.
- Low levels of trust in government and of citizen participation and engagement.

As the analysis of public service design cases will show in sections 2.0 and 3.0 of this thesis, Service Design (SD) in countries like the UK, Australia and Scotland<sup>3</sup>, to name a few, has provided governments with an approach that allows the engagement of users, collaboration among government employees and providers and the development of relevant and cost-efficient solutions for citizens. However, the field has also had to deal with complexity within these contexts. Complexity within Service Design has been addressed particularly in relation to the need for service designers to

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<sup>3</sup> Examples of this include the Love Lewisham Programme in the UK, The Australian Taxation Office's Transformation in Australia and the Rural Healthcare Game in Scotland, among others.

engage a large number of stakeholders or actors within the service system (Junginger & Sangiorgi, 2009) or the need to tackle difficult or ‘wicked’ problems (Cipriani & Rossi, 2018). Moreover, complexity within SD has also been referred to, as designers’ need to involve in areas that require higher levels of expertise and skills like healthcare or migration, which ‘differ from the traditional challenges that have characterized design’ (Cipriani & Rossi, 2018, p.105). Specifically, within the public sector, service designers have dealt with complexity in regards to high bureaucracy, top down procedures and highly-siloed structures which inhibit flexibility and innovation (Cipriani & Rossi, 2018). Even though all of the above mentioned is similar to the situation found within the Atlantic Department, it would be necessary to encompass all of the other elements that have been previously discussed, which add to the level of complexity found in this particular context.

Considering the circumstances of the Atlantic Department, which include high levels of poverty, dependency on government initiatives and corruption, and low levels of citizen participation, engagement and trust; added to the lack of awareness of the term and its applicability within the public sector; this research started to question whether it was possible to implement a service design approach in an environment as complex as the one in the Atlantic Department of Colombia and the project started with the aim to identify those challenges and to determine whether service design’s methods and tools needed to be adapted in these types of environments.

Taking the circumstances of the Caribbean region of Colombia into account, particularly I became interested in how public services aimed at people living under deprived conditions in the Atlantic Department, could be enhanced in order to meet their requirements and be efficient and effective from the provider’s perspective, and to understand whether the conditions of this particular context would be adequate for the introduction of service design. In section 1.1, I will explain how the research scope was shaped and adjusted to the context in which it was developed.

### **1.1 Overview of the Research Process**

Service design as an emerging field has provided governments in countries like the UK and Italy with tools that have helped them enhance the experiences of their users and the engagement of providers and employees, as it will be later discussed in sections 2.0 and 3.0 of this thesis. As economies drifted from industrial to service economies, 'the digital revolution changed the way knowledge is generated, used and shared' (Stickdorn & Schneider, 2011, p.48). Moreover, the focus of all kinds of organizations (including private and public sectors), also evolved from 'industrial design, which was defined by aesthetic and technical skill applied to mass production' (Lovlie, 2009, p.38); to service design, in which the end user becomes the centre from which solutions are generated (Zwiers, 2009, p.17).

These changes made it necessary for local governments to think of new approaches to conceptualize, develop and measure public services. In Colombia, particularly in the Atlantic Department and due to the complexity of the context which was explained in section 1.0, the term is still not widely known and its tools and methods have not been applied to the design of public services. Consequently, the project was interested in analysing if factors like high levels of poverty, dependency on government and corruption, and low levels of citizen participation, engagement and trust could affect the development of public services in the Atlantic Department and how or if successful service design cases found in other parts of the world might provide guidance on how to address the issue of the complexity of the environment.

The first part of the research process focused on the literature review, in order to have a better understanding of service design as a discipline, its evolution and process. In this part of the literature review, which is discussed in sections 2.1, 2.2 and 2.3 I found differences in the way authors define the service design process and questioned whether these differences had any relationship with the contexts in which they were developed. Then, the literature focused on the relationship between design and the

public sector, as discussed by academics and practitioners alike. In particular, the literature review revealed researchers interested in how designers have helped to facilitate processes within the public sector. For instance, Åkesson & Edvardsson, (2008) analysed how employees perceived the effect of design on an e-government service. Bradwell and Marr (2008) and Hyde & Davies (2004) suggested that co-design and co-production respectively have a high impact on how public services are designed and produced. However, regarding this issue Parker & Heapy (2006, p.80) stated that, ‘...only if they are applied systematically will service design principles have the potential to transform public services as we know them.’ The latter suggests that the service design process still needs enhancement to be successfully implemented within the public sector.

The above mentioned supposes that governments should have a commitment with a design culture, but also a system that will encompass all of design’s principles from the start of any project until the final stage with an appropriate evaluation of outcomes. The relationship between design and the public sector in countries like the UK, Italy and Australia, allowed me to evidence the differences with the situation in the Atlantic Department, as it will be further discussed in section 3.0 of this thesis.

To analyse the issues strictly related to service design within the public sector, I focused on mapping public services experiences in countries different than Colombia to identify cases of success reported by the literature and to recognise the similarities and differences with the Colombian context. The identification of these cases was made based on the particularities of the programme and the context in which it was developed (i.e. aimed at vulnerable communities) and the amount of information available on the case beyond academic papers like government official websites and reports. The mapping of cases provided guidance on how to address this issue in Colombia, where it was presumed that there was a particular challenge caused by the complexity of the context, as discussed in section 1.0. In particular, I became interested

in evaluating the effect that specific contexts had on the results of service design projects, and continually looked for signs to answer questions such as, is every context ready for service design? And, what to look for in a context to know if it is ready for service design?

The experiences reported by government agencies, directly or through intermediaries, such as the one reported by the Kent County Council, as it will be further discussed in section 3.0 of this thesis, demonstrated the utility of involving users in the conceptualization process of the service, in order to acknowledge their attitudes and expectations towards the service itself. In addition, as the concept of service design evolved to a systems approach, particularly the UK government has also been able to better understand the implications of conceptualizing, implementing and evaluating public services. Regarding this, Mager & Sung (2011, p.1) included in their service design definition that ‘...services are systems that involve many different influential factors, so service design takes a holistic approach in order to get an understanding of the system and the different actors within it.’ When Mager & Sung included influential factors in their Service Design definition, they referred to all of the elements that surround a particular service context and designer’s needs to encompass all of them during the development process.

In relation to the Atlantic Department’s case, the identification of successful public service design cases, allowed this research to understand how the involvement of all actors in the service system is relevant to re-conceive public services. With the participation of users, government and providers and, through a series of iterative processes, a continuous improvement is obtained which is not only reflected in the satisfaction of users’ expectations, but also in the perception of efficiency and efficacy from the providers and government’s perspectives. Then again, as compared with the situation in the Atlantic Department, where there are high levels of poverty and vulnerability, high levels of dependency on government initiatives and corruption,



and low levels of citizen engagement and participation, I kept questioning whether these conditions would affect the implementation of a service design approach in this particular context.

From the identification of successful public service design cases, four common issues were identified. The first element was a clear design-led focus assumed by senior members of government that enabled the development of public services, 'which are desirable for users and efficient for providers' (Tischner & Verkuijl, 2006, p.200). A design-led approach to public services allowed a shared vision between the three key actors of the public service system (government, providers and users) of what such service intends to do (Di Russo, 2015). This first element helped shape the research methodology, as it was necessary to assess whether the actors shared an understanding of what the service intended to do.

The second element present in successful cases worldwide was the implementation of projects over periods of time that in many cases exceeded government terms (Body, 2008; Di Russo, 2015). This long-term approach, helped designers to fully understand the problem and context in which they worked and also allowed them to continuously iterate solutions, which consequently ended in better results for public problems. This element was looked for when comparing cases from countries like the UK or Brazil with the situation in the Atlantic Department, as it will be further discussed in section 3.0 of this thesis.

The third element was the important role that co-creation activities played in the adequate integration of different and/or large numbers of actors within public service systems in the UK. By actively giving a voice to the different actors embedded in the public service system, designers were able to develop more appropriate solutions than ended with more efficient use of public resources (Mc Manus & Barrett, 2013).

The fourth common element found in successful reported public service design cases, was the need to also integrate different actors during the evaluation of service outcomes. In this sense, authors as Russo (2015) stress the need to further research this issue within service design. In summary, the mapping of successful public service design cases from countries different than Colombia, allowed this research to identify four common issues that existed in those contexts and accounted for the successful implementation of a service design approach:

1. A design strategic approach supported by high levels of government or public policy to develop public services.
2. A long-term approach for the development of projects, which allows enough time to understand the problem and iterate solutions for it.
3. The importance of co-creation in order to integrate the views of a large and complex group of actors.
4. The evaluation of outcomes that need to integrate the different actors. Although this is addressed as recommendations for further research.

After this, I focused on the identification of local public service experiences and how they related to those countries different than Colombia, based on what was already concluded from the previous analysis. To do this, I examined public access documents reported by the local government and compared them with successful public service design cases reported in the literature from countries different than Colombia. This comparison led to six different conclusions which helped shape the research objectives and methodology.

The first conclusion relates to the evident need to involve users in projects' development and to integrate their views with those of the other two key actors within the public service system: government agents and providers. Even though some of the programmes in the Atlantic Department account for users' opinions when deciding

which projects need to be developed, they are not included in the actual definition of programme's characteristics which means users receive a service that not necessarily encompasses all of or their most relevant needs.

The second conclusion is that it is necessary to have a shared understanding of what the service intends to do, between all of the actors in the service system. This leads to more flexible and participating co-creation activities throughout the service development process, as it was evidenced in cases from Australia (Di Russo, 2015) or the UK (McManuss & Barrett, 2013). However, when comparing this situation with the reality of vulnerable communities within the Atlantic Department, it was expected that co-creation would be more difficult to achieve between the three main actors (users, government agents and providers) due to the complexity of the context, which is defined by high levels of poverty, corruption, and low levels of citizen engagement, participation and trust.

The third conclusion from the comparison of international and local reported public service cases, relates to the transferability of service design methods and tools that have proved to be successful in contexts different to the Atlantic Department of Colombia, specifically the comparison helped me to further question if the methods and tools that were reported as effective in contexts very different to that of Colombia, would still be applicable to the local environment and the complexity which has previously been described. The transferability of tools represented the third element of concern for this research project, as it was evident the need to explore how the service design implementations used by designers in other contexts could be transferable to the Colombian setting, and if/how should the service design process change in order to be more appropriate for this specific context.

The fourth conclusion from the comparison between successful cases and the reality of the Atlantic Department, it the importance of having a strategic design-led

approach to public initiatives. Service Design and Design as a strategic approach is unknown and therefore not used among public agents when developing new public service initiatives or programmes. From this comparison it was evident the need to start creating awareness among government agents about this issue, as it will be further discussed in section 3.0 of this thesis.

The fifth conclusion relates to the need to have a long-term approach to service design projects within the public sector. Since local government within the Atlantic Department only lasts four years a term, the majority of projects are implemented for this maximum period of time. This results in a constant change of programmes and procedures that do not allow the iteration necessary in every design project. Although this is not a condition exclusive to the Atlantic Department of Colombia, it was identified as another obstacle that service designers in Colombia would need to overcome in order to impact on the development of public services aimed at vulnerable communities. As a result, from this research project it is suggested the need to start with pinpoint interventions to embed a service design approach among government agents, which later would allow the implementation of a long-term approach to solve public issues within complex contexts.

Finally, the comparison between successful cases from countries different than Colombia with local experiences showed that even though the local government is obliged to publish the results of the projects that are implemented and the amounts of resources allocated to each; these reports do not evaluate long-term results as it was evident in public access documents on different public programmes. The review suggested that the evaluation of public services in the Atlantic Department is only made during government terms, which constrains the implementation and evaluation of projects over longer periods of time. This, as opposed to successful cases from countries like the UK found in the literature, was identified as one of the challenges that the public service system in Colombia needs to overcome, thus it also helped

shape the methodology for data collection, which will be discussed in section 4.0 of this thesis.

It can then be summarized that the comparison between successful public service design cases as reported in the literature and local public service experiences from the Atlantic Department, led to the following six conclusions which will be further discussed in section 3.0 of this thesis:

1. The need to involve users in projects' development and to integrate their views with those of other actors within the public service system.
2. The need to have a shared meaning of what the service intends to achieve between the actors of the service system, which would lead to more flexible and participating co-creation activities throughout the whole service design process.
3. The need to address whether it is necessary to adapt tools and methods that have proved to be successful in different contexts than Colombia in order to transfer and implement them in the Atlantic Department.
4. The importance of having a strategic design-led approach to public initiatives.
5. The need to have a long-term approach to service design projects.
6. The need to have more adequate evaluation of projects, which in the Atlantic Department is only made during government terms. This situation could affect programmes' ability to iterate and improve over longer periods of time.

The results of the problem analysis derived in the refinement of research objectives, which will be presented in section 3.0 of this thesis and focused on:

- Establishing whether there was a shared meaning of intent between the three key actors of the public service system.

- Understanding the relationship between the three key actors within the public service system.
- Developing a guide for service design practitioners, useful for working in complex or unknown contexts.

Having analysed cases reported in the literature, the project focused on a specific case study, in order to further understand and assess three out of the six elements that have been discussed in this section:

- The existence of a design-led approach and its effect on the shared meaning of intent by the three key actors of the public service system.
- The need to have long-term implementation and evaluation of service design projects.
- The transferability of service design methods and tools that have proved to be successful in international contexts to the Atlantic Department's setting.

## **1.2 Research Development**

In section 1.0 of this thesis I have already described the precarious situation in which an important portion of the Atlantic Department's population lives, determined by high levels of poverty and inadequate housing and living conditions, and how these conditions also affect their levels of engagement and participation in public initiatives thus promoting higher levels of corruption among public servants; and how as a researcher I became interested in addressing this issue through service design. I have also already mentioned my role as a lecturer and practitioner within Universidad del Norte, which is located in Barranquilla in the Atlantic Department, and is considered a province institution. Because of this, our institution's mission is to impact and to address the issues of our regional context, as it is usually farther from National initiatives, which are managed from the country's capital Bogotá. Our institution has

identified and committed to the needs of the Caribbean region, and firmly encourages researchers to investigate on problems that affect the living conditions of the region's inhabitants.

It is for this reason that I chose to work within the Atlantic Department and particularly with the Home Improvement Programme that the local government had been implementing for over three years. Due to the nature of this research it was also relevant to take advantage of the close relationship and the access to key players that Universidad del Norte has with the local government, as it was required to develop the case study, achieving the depth needed to analyse the situation.

Despite this, it is also important to state that as a practitioner within this region of the country, I also faced many constraints to get decision makers interested in service design and its benefits for user and employee engagement and participation and for employee capacity building. 'Instant experts never work out', was stated by Papanek (1985, p.58); yet this is the case in the Atlantic Department, where governments tend to bring foreign experts to solve problems, without a thorough analysis of the similarities and differences between them and our own local context. In this sense, this research study, surfaced as a means to contribute to this discussion and to demonstrate the need to understand the particularities of our own environment, before applying foreign solutions to its problems.

Since the beginning of this research project I kept asking myself whether the implementation of a service design approach could be feasible in the context of the Atlantic Department, and how to evaluate a particular context's conditions in order to make the decision to apply a service design approach to develop public services. These initial questioning was kept in mind during the literature review and throughout the comparison of international cases with local initiatives which in turn, allowed me to identify four common elements that were found as key in the success

of international service design cases: a design strategic approach led by a government agent, a long-term approach to public initiatives, the importance of co-creation in the development of public services and the need to involve all of the actors during evaluation procedures of public services, as it was explained in section 1.1. The results from the first part of this research project, which will be further discussed in sections 2.0 and 3.0 helped shape the research question: In what way do the differences in the shared understanding of intent between the three key actors (users, government employees, providers) affect value co-creation in the development of public services in the Atlantic Department of Colombia?

For this purpose, I decided to develop a case study, in order to understand and analyse the relationship between the three key actors of a public service within the Atlantic Department. A Home Improvement Programme served as the main case study for the development of this project. This local government service seeks to enhance the homes of families living under poverty conditions in order to help them overcome their situation. Thus, to address the research question a series of interviews were undertaken with members of the government, providers and a group of users, which helped me to identify and understand the particularities of the complex system in which this specific public service is embedded.

During the data collection and analysis for the case study, it was evident that without a design-led approach, public initiatives in the Atlantic Department of Colombia, do not aim to bring closer the perspectives of the three key actors (users, government agents and providers) of the public service system. The complexity of the context of the Atlantic Department, which is defined by high levels of poverty and corruption and low levels of citizen participation, engagement and trust, affects the relationship between users government agents and providers, and the data collection process also evidenced that they did not share the same meaning of intent of the public service and that this issue consequently has an effect on value co-creation among them. This



situation added to the lack of a design-led approach, allowed me to establish the need to assess the preconditions of a context before implementing projects with a service design perspective within the public sector.

Moreover, the results of the data collection and analysis showed that it is not necessary to think about new tools or to thoroughly change those that have proved to be successful in other contexts, but to assess the preconditions in a particular setting, before applying such tools or methods. Thus, this research project led me to have a better understanding of the constraints that service design's practitioners could face when dealing with different kinds of complex environments, particularly within the public sector. The description and analysis of the case study in section 4.0, will further illustrate the results that were obtained with this methodology.

This research has allowed me to demonstrate the importance of identifying the preconditions that should exist within a context in order to be able to implement a service design approach to a public service system. Previously, academics and practitioners have focused on the methods, tools and on the way service design projects have been implemented, without reflecting on how or if this approach needs to change in particular settings. It is important to assess these preconditions as they are necessary to enable co-creation between the three key actors of the public service system, which is one of the main principles required for implementing SD projects effectively.

This thesis will present the development of this research project. Section 2.0 will present an analysis of the existing literature regarding the meaning of service design and its effectiveness for designing public services. Then, section 3.0 will present an analysis of the current way in which services are conceived in the Caribbean region of Colombia, specifically in the Atlantic Department, and a comparison with successful

cases from contexts different than Colombia that led to understand how services are conceived and developed currently within the region.

Finally, sections 4.0 and 5.0 will present the results of the case study and the outcomes and contributions to service design academics and practitioners that arose from it. Specifically, the current research proposes a new stage to the service design process in order to assess the existing preconditions in a context, before deciding to apply a service design approach to public initiatives. This new stage would lead service design practitioners to have a better understanding of the constraints and feasibility of projects within specific contexts, thus allowing them to make better informed decisions on projects' time scales and budgets or recommending new approaches to commissioners.

## **2.0 Literature Review**

Design as a field has slowly but steadily found its way into organizational activities. At first it was mainly related to new product development and associated with visualization processes. However, as a result of the economic drift from industrial to service economies, designers have incorporated more to other processes to provide a different perspective to all types of organizations.

Due to this transformation, designers have steadily been considered in processes that go beyond the mere production stage of artefacts and visual communication pieces. Ten years ago Samalionis & Moed (2009, p.30) suggested, ‘...the truth is that creating solutions for any environment requires frequent collaboration between designers and strategists’, implying the benefit of having designers work at higher levels within organizations. However, Samalionis & Moed (2009, p.31) also reflected that bringing the perspectives of designers and strategists together represents a challenge because of the differences between each of their mind-sets. Despite this, public and private service sectors have benefit from design thinking by taking advantage of both vantage points (designers and strategists), in order to understand and manage change in a constantly evolving context.

This literature review will present the concept of service design, its principles, process and more importantly its relationship with the public sector. In the next sections the discussion will be centred on each of these topics and their connection with the context in which they were developed, as a means to find answers to the initial questions posed in section 1.0 of this thesis: does service design work in the same way in every context? If not, what are the similarities and differences with the Colombian context? Is it necessary to develop new tools to address service design projects in complex contexts?

## **2.1 Service Design Concept**

Service Design as a field is still relatively young. Even though it is no longer considered a new discipline, it is still evolving both from the perspectives of academics and practitioners in different parts of the world. The first group of researchers who initiated projects and reflections regarding it emerged in the early 80's and had a diverse set of backgrounds not necessarily related to design in the first place (Nisula, 2012). The evolution of the concept and the theories that support it have derived from management, operations, information and communications technology and of course design as well.

Researchers like Zeithaml & Bitner and Vargo & Lusch first focussed on issues that initially emerged from marketing, which in its own right had drifted from a goods or product perspective to a service perspective. This included a discussion on what a service initially meant, on to what were the characteristics of a service, and how quality within services needed to be assessed (Zeithaml & Bitner, 2012; Vargo & Lusch, 2004; Zeithaml, Parasuraman, & Berry, 1985). However, these authors not necessarily referred to services as being the result of a design process. The term service design was first used as we know it by Shostack (1982), who manifested the need to organise and visualize the procedures within a service environment, in order to produce better results for the people involved in it. Then in 1991, the evolution of the concept was followed by Michael Erlhoff who started to talk about service design as a discipline that deserved its place within academics, researchers and universities.

Despite the fact that service design now has a history of more than 35 years, among practitioners and academics, the term has been defined in different ways that coincide with the different perspectives that it has had over the years. Nisula, (2012) presented in the third Service Design and Service Innovation conference, a paper with an analysis of the variety of meanings the term had at the time. In this section of the literature

those definitions will be presented to demonstrate the lack of consensus that existed regarding what service design was.

Ghosh, Surjadjaja, & Antony (2004, p.619) defined service design as follows:

*Service design refers to the design of facilities, servers, equipment, and other resources needed to produce services. It includes blueprint of service system, specifications, procedures and policies.*

According to this definition for these authors service design was strictly related to the resources needed for the production process. They included other words such as system, procedures and policies, but did not specify to which extent service design was concerned with them. This definition also included the blueprinting concept, which was initially how the term began to be used, and that was more related to the description of the steps necessary to deliver the service and to a particular tool used to visualize those steps, but not necessarily to the holistic approach and strategic vision that was later introduced by design practitioners and academics. Moreover, in their definition Ghosh, Surjadjaja & Antony did not discuss or included in any respect, the need to involve the different actors embedded in a service environment. This definition by Ghosh, Surjadjaja & Antony relates to how public services are currently developed in the context of the Atlantic Department. To understand how the concept of service design has evolved in contexts different than Colombia, and how it has remained the same in this region, evidences the need to work on this issue in the Caribbean region of Colombia.

A few years later, Åkesson & Edvardsson (2008, p.459) included in the definition of service design the concept of planning and also the value-in use, as follows:

*Planning of the service concept, service process, and service system in a manner that enables the value-in-use of the intended service to be realized.*

This definition presented the term service design with a different perspective from the one by Ghosh, Surdjadjaja & Antony, as it encompassed the planning of the process and again the service as a system. It incorporated the concept of value represented as the positive outcome, benefit or solution perceived by the customer and also the enabling of value-in-use, which the authors refer to as the assessment of the customers' experience during service delivery in the customer's own particular context (Åkesson & Edvardsson, 2008, p.459). With this definition Åkesson & Edvardsson linked the concept to others present in marketing and business literature and connected it with a more holistic perspective of the process. However, Åkesson & Edvardsson only referred to value as something that the customers perceive during the delivery of the service, and not to the notion that such value must be created between the service provider and the user or that value may be an outcome perceived by customers after they have received the service. Once again, and related to the context of the Atlantic Department, in which service design is an unexplored field it is believed that the concept of value-in-use is not applied by public servants when developing public services, let alone thought of as the result of a process in which users should play an important role.

The definitions by Ghosh, Surdjadjaja & Antony (2004) and Åkesson & Edvardsson (2008) presented before came from academics in the business management and operations fields, which is where service design emerged. From an operations and management perspective, the term was used to refer to the need to organise and visualise the way in which a service should be delivered in order to achieve more efficient and cost-effective results. It is relevant to mention that, as other disciplines like marketing and design also started to involve service design activities, the definition shifted to a user's perspective focus. It was Vargo & Lusch (2004, p.5), who

presented a new emphasis in organizations' marketing activities. Instead of aiming to sell goods as demanded by customers, Vargo & Lusch stated that it was necessary to create relationships with those customers, which are now more interested in exchanging services in the form of knowledge, skills and products. Albeit Vargo & Lusch did not present a definition of service design as a discipline, their new dominant logic for marketing did represent the need to think about services from a customer's perspective. Such perspective was also relevant within the public sector as citizens' voices and inputs became more relevant for the appropriate development of public services in European countries. In the Colombian case, since the establishment of the 1991 Constitution citizen participation became an important part of political processes, including the development of public programmes and initiatives. However, the declaration of the law, does not necessarily transfer to practical outcomes in which citizens are actively considered when developing public initiatives (Koch & Sanchez Steiner, 2017).

Even though the concept of service design grew within the business, marketing and operations disciplines, it was authors Mager & Sung (2011) who included in their definition the principles that are usually considered within different kinds of design processes. The definition by Mager & Sung (2011, p.1) was presented as follows:

*Service design aims at designing services that are useful, usable and desirable from the user perspective, and efficient, effective and different from the provider perspective. It is a strategic approach that helps providers to develop clear strategic positioning for their service offerings. Services are systems that involve many different influential factors, so service design takes a holistic approach in order to get an understanding of the system and the different actors within the system.*

With this definition, Mager & Sung (2011), added the perspective of the field of design by involving the necessity to make products/services useful and usable, but also efficient and effective from the provider's perspective. This required service designers to think not only about what customers needed or wanted, but also about how employees, providers and any other stakeholder within the service needed in order to fulfil such service. It also clearly stated that service design is a strategic approach, which is thus translated to a system that needs to encompass the visions of all the actors embedded in it. In this definition, Mager & Sung implicitly suggested that the involvement of the different actors embedded in the service system was always feasible. In the context of the Atlantic Department, considering its complexity as the result of high levels of poverty, corruption and low levels of citizen participation, engagement and trust, exists the doubt of whether that level of involvement is always achievable and thus if service design projects are viable in this particular setting.

From the analysis of the different definitions that the term service design had had over the years, Nisula (2012, p.174) came to the conclusion in the Service Design and Innovation Conference that there was an 'urgent need to have a more accurate definition and model of what service design is', in order for academics, practitioners and future students to have a better understanding of it and a common ground to work on. The differences in the definitions presented before and the other ones explored by Nisula (2012) related to the variety of disciplines that have approached the concept and how are they putting it into practice both within the private and public sectors.

Since 2012, academics and practitioners in the field have contributed to the refinement of the concept. The concept presented by authors as Patricio & Fisk (2013) and Stickdorn et al (2018), share an emphasis on people's interactions, and differ in the focus they put on either the process of applying, conceptualizing or delivering the service, in many cases related to the nature of the authors and their relationship with



the field. For example, Patrício & Fisk (2013, p.189) discuss designing services in regards to three different levels within the service environment: 'the service concept, the service system and the service encounter.' This represents service design's ability to impact on organizations depending either on the moment and/or the scope in which it is applied:

- At the initial stage to create a service concept.
- At the development stage to coordinate all the processes and actors that would be embedded in the service system to produce the service.
- At the development stage to detail how the service will be provided in every specific moment in which the user will interact with the service.

When developing public services, it is necessary to consider service design as a means to impact on how public services are conceptualized, what and how processes and actors need to be coordinated in order to provide the services, and what resources are needed to do so. In a context such as the one in the Atlantic Department where there are high levels of poverty and corruption and low levels of citizen participation, engagement and trust, it is expected that such a perspective might be more difficult to apply.

More recently, Stickdorn et al (2018, p.19), have summarized and acknowledged the differences between the most popular definitions of service design as are currently being used in the field. For example, Birgit Mager, whose definition from 2011 was shown above; when asked about service SD's definition six years later said:

*Service design choreographs processes, technologies and interactions within complex systems in order to co-create value for relevant stakeholders.*

Mager's experience and recognition as one of the main contributors to the growth of the field, enables this author to define service design in a more succinct way, by still giving importance to the complexity of the systems, the processes and the need to co-create value for every actor embedded in them. In this definition, it is evident the shift from value-in use that referred to the user's conception of value while receiving the service; to the co-creation of value that refers to the need to collaborate not only with users to create such value, but also with all the different stakeholders embedded in the service. Again, in her definition Mager implies the level of involvement and participation that must exist within the different actors embedded in the service system that represents a challenge for contexts in which such level of participation may not be achievable. In addition, Mager acknowledges the fact that service systems are always complex, although it does not specify how this complexity is defined or whether it is the same in every context.

However, even if all designers have a common definition of service design and a common use for it, the term can still have different meanings depending on the context or environment in which it intends to be applied. Specifically in the Colombian case, in 2012 service design was still in an even more initial state and we were debating how to change the mind-set of practitioners of fields different from design for them to recognize the need for an interdisciplinary approach to conceptualizing and developing services (Agudelo, Flechas, & Antolínez, 2012). The experience of undertaking this research project has made evident that even though from the academic perspective there are now more researchers interested in service design in Colombia, this academic interest has not been able to fully transfer to private and public institutions where there is still a lack of awareness of the service design concept. What this research has evidenced is that, aside from commissioners' within both the private and public sectors' unfamiliarity with the term, in practice service design's principles are not applied within the public sector of Colombia. Moreover, this research has evidenced that the discussion about service design's definition and

applicability needs to account for the challenges that practitioners could find in the field, when dealing with complex environments such as the one in the Atlantic Department of Colombia.

## **2.2 Service Design Principles**

In addition to the evolution of the concept of service design, the literature is also filled with the inclusion of the principles that rule any SD project in order to be considered as such. The application of these principles defines a good service design process and eventually better results. These have derived from design as a discipline and, as with the concept itself, have been approached by authors in different ways. During the literature review, this research focused on identifying authors who discussed and applied service design principles and who reflected on how these principles affected the process and its results. Not surprisingly, the discussion of principles mainly came from more developed countries than Colombia, where service design has more prominently impacted on the development of public and private services. In this sense, the literature review served as a means to understand how the application of service design's principles affect its process and how could these situations compare to the context of the Atlantic Department.

In the context of service design, the user is considered the person for whom the service is intended. The first and most important principle of service design is that the user should be at the centre of any design project, as it was evident in the definitions presented in section 2.1. However it does not only entail to research and think about what users will need, but also to design with those users. The essence of the relationship between designers and users, has shifted among design practice. As Sanders & Stappers (2008, p.10) suggested, a 'user-centred design approach cannot address the scale or the complexity of the challenges we face today. We are no longer simply designing products for users'. This premise becomes even more important when designing services, due to one of service's main characteristic: interactivity,

which means that consumption and production generally coincide in the service supply (Maffei, Mager & Sangiorgi, 2005, p.3). What Sanders & Stappers (2008) and Mafferi, Mager & Sangiorgi (20025) mean is that it is no longer acceptable to 'think about' what your users may want or need, but to engage with them early during the design process and throughout the development of services in order to have a thorough understanding of users' expectations.

In the service sector the user experience and their engagement used to be frequently disregarded or not considered when prototyping a new proposal. For example, a study conducted by Chase (2004) established the need to establish principles based on behavioural sciences research to the service encounter. In his article he refers to an example of how segmenting the waiting at a clinic (by making the patient wait in different rooms as they go through the service), makes it more uncomfortable for them, as their perception of how long they have waited is affected by the constant change of rooms. What Chase (2004) argues is that in this example, by not considering users 'expectations, the overall evaluation of the experience is affected by the different steps they had to go through and not as a whole. Chase (2004) argues that it is best to break up pleasant experiences to make them seem longer and put unpleasant ones in one single chunk to make it seem shorter than they really are.

Examples like this show the need to put the user at the centre of the design process. According to Chase (2004, p.127), 'customers are far less likely to complain about a service when they themselves have control over some part of it. In another example cited by Chase (2004), a study of patients' reactions to blood tests showed that perceived pain was reduced when they were allowed to choose the arm from which the blood was to be drawn.' What this example evidences is that when service providers do not account for users' perspectives by making decisions on their behalf, especially in complex contexts, service users frequently feel disappointed and may have a negative perception of the service. In the public sector context, and particularly

in a complex one such as the Atlantic Department, defined by high levels of poverty and corruption and low levels of citizen engagement, participation and trust, user involvement may not always be feasible due to government constraints and due to users' own vulnerability. The importance of putting users at the centre of the design process, as discussed by Chase (2004) demonstrates the need to avoid making decisions on behalf of users and making them feel in control of the service process. Moreover, it is fundamental not only to base the design process on users' needs, but also to align them with those of the service provider. Hence, co-creation and the engagement of every actor embedded in the service system is necessary to produce a service valuable from all of their perspectives.

The value perceived by users within a service system greatly depends on the interactions between all the actors embedded in such system. Regarding this issue Andreu, Sánchez & Mele (2010) referred to a case within the furniture retail sector in Spain. They analysed the customer-provider's interactions within the store and concluded that in some cases, only a limited number of users who had specific doubts about a product or its installation process sought for that interaction. In their analysis, Andreu, Sánchez & Mele discussed the importance of having the ability to understand how value is perceived and then co-created by all the actors involved in the service system (Andreu et al, 2010, p.9). Specifically, their argument relates to giving users the opportunity and space to interact if the need to. The engagement of users motivated by the provider itself is believed to make a difference in how those users perceive the value of the service. In relation to the context of the Atlantic Department examples like this, represent the concern to find ways to engage actors in co-creation activities, which is even more important when designing for vulnerable users. However, what Andreu, Sanchez & Mele did not assess, was whether those actors feel entitled or motivated to do so.

Value co-creation in itself represents a vast research topic, because of the great number of authors who have referred to it, who come from different fields and perspectives. For the purpose of this research, the literature review focused on value co-creation as related to service design projects exclusively. Earlier in this thesis in section 2.1, Vargo & Lusch (2004) were mentioned as contributing authors to the foundations of service design by stressing the need for organisations to shift from a goods perspective to a service dominant logic that focuses on the human exchanges and interactions that occur during the service experience. Moreover, Vargo & Lusch (2004, 2017) have contributed to the understanding of how value is perceived and created among users through service encounters and interactions, which is one of the main principles of service design.

Research in co-creation and value co-creation has evolved over recent years, and its focus has shifted towards the understanding of the role customers play not only on the co-creation of value, but also on the co-design and co-construction process of the value offer (Morelli, 2009; Ramirez & Mannervik, 2008). Nimegeer et al (2011, p.1005) analysed a case within a rural community while developing a healthcare service in Scotland. What is particularly interesting about the project of Nimegeer et al is that they addressed the problem of engagement in service design to allow value co-creation among users and providers, specifically when working in rural areas where there is usually a resistance to change. To solve this problem, Nimegeer et al developed a game to engage community members with service managers to define the priorities of the healthcare service. The research of Nimegeer et al is directly relevant to this particular thesis, as the context may be understood as similar to that of the Atlantic Department because both projects are focused on rural areas where the involvement of users may be more difficult to achieve. However, Nimegeer et al's case was the result of a Scottish government's policy that encouraged public services to be developed with civic involvement, as opposed to the reality of Colombia where civic engagement and involvement is not a policy.

Another example of the principle of co-creation and the need to facilitate it in service design is described by Santana et al (2018, p.148). Their case analysed the development of a transport service in Germany, with the inclusion of wheel-chair users with an aim to design the service for the widest range of users possible. Co-creation was used as a means to achieve better results for users who in the end clearly understood the purpose of the service. Relevantly, the case developed by Santana et al, demonstrated the effect of involving users in the design process and its impact in their overall perception of the services. Moreover, Santana et al, worked with a group of users that may be considered vulnerable due to their physical limitations. However, the context of Germany in which Santana et al worked, is very dissimilar to that of the Atlantic Department, mainly because of the differences in terms of economic growth and development, and on the social conditions that result from such levels of development. In this sense, the development of a transport service by Santana et al, still left unanswered the question of whether the complexity of the relationship between the service's actors impedes the implementation of service design in complex contexts.

Regarding the complexity of actors, and its relationship with co-creation in service design, Pinho et al (2014, p.471) referred to the difficulty of dealing with a large amount of stakeholders embedded in one service system. They analysed a case from Portugal's Health Data Platform and concluded that the relationship between the actors, is not only dyadic between users and providers, but that it entails more actors, which in turn affects value co-creation among them. In this case, they concluded the need to add more actors to the co-creation process, going beyond the relationship between users and providers to achieve appropriate value co-creation. However, Pinho et al (2014) do not discuss the environment which may difficult this goal. For them, complexity is defined in terms of the number of actors that need to have interdependence, but not on the kind of relationship that exists between them. In the context of the Atlantic Department, complexity is defined by high levels of poverty and corruption and low

levels of citizen engagement, participation and trust, which could definitely affect the way the actors embedded in the service system interact during co-creation activities. For the current research, it was essential to understand how, or even whether, value co-creation would be feasible in the Caribbean region of Colombia, due to the complexity of the environment and the differences in understanding between the key actors embedded in the public service system. As it has been discussed in this section, the literature is mostly filled with cases where co-creation was achieved and the methods or tools used to do it, but not with the preconditions that each particular context had before engaging in this type of activities.

For service design, value co-creation and understanding the importance of putting users at the centre of the design process represent two of its main principles. However, it is also relevant to understand services as a sequence of interrelated actions (Stickdorn & Schneider, 2011, p.36). It is desirable for the service system to be designed as a series of moments in a certain order, which must feel intuitive to the user. Zomerdijs & Voss (2010, p.18) refer to different examples of organisations that design their customer experiences, based on the steps they have to go through from the first time they *touch* the company (via website, commercial, social media), to the rest of the steps needed to receive and evaluate the service. Often, users might perceive that they are repeating steps within the service system, which causes frustration at the service provider, and evidences the need to apply a sequencing principle when developing services.

The latter is significant when analysing the reality of the Caribbean region of Colombia. Specially, within the public sector and when developing services aimed at vulnerable communities, users' understanding of what a service intends to offer is not necessarily the same as that of government's employees or providers. Thus, it is assumed that this could affect the way those users conceive a service and the 'order' in which it should be provided. For the purpose of this research, the examples



presented by Stickdorn & Schneider (2011) and by Zomerdijk & Voss (2010), delivered guidance on the need to address whether users, government agents and providers understood the sequence of a public service in the Atlantic Department in the same way and if this is an issue that affects their own perceptions on the service.

In addition to sequencing principle, it is also relevant to understand that, as in every design project, the evidencing of services is crucial. Services have normally been thought of as intangible products. However, service design acknowledges the importance of evidences within the service system, which are represented by all the physical artefacts than can be found within it (Saco & Goncalves, 2008). This is of great importance, as service providers for example, may disregard the significance of well-presented information or cues where the service is provided. For example, Rincón Quijano & Tapias Valest (2017) have recently summarized a series of design interventions within vulnerable communities in the Atlantic Department. In their summary of interventions, they focused on small-scale projects developed by design students within short periods of time. By working in a government-academia coalition, the interventions aimed to alleviate the poverty conditions of vulnerable inhabitants in the Caribbean region of Colombia, focused on addressing one of the factors that define poverty according to the Multidimensional Poverty Index. In the description of these cases, the authors acknowledged that, because they were working within deprived areas with such a specific aim, designers prioritised sustainability and scalability while developing their designs (Rincón Quijano & Tapias Valest, 2017, p.2). From these experiences, it was evident that designers working with vulnerable users within complex contexts, may need to prioritise function over form, due to time or budget constraints. It is then necessary to address whether this situation may affect the way the users feel about the service provider or even their understanding of how they should act within the service system.

It is argued that service providers frequently disregard the way in which public services aimed at vulnerable communities are presented and the relevance of physical evidences within them, as in some cases it is not accounted as an important element at all and in others the design may not be appropriate for their intended users. In turn these services may not meet user's social contexts and knowledge. In the setting of the Caribbean region of Colombia, evidencing such as the one that should facilitate access to the service's information, lacks the importance it deserves and it is usually not within vulnerable users' reach.

To achieve the proper integration of service design's principles of user-centred, co-creation, sequencing and evidencing, which have been discussed previously in this section, it is necessary for the service to be thought of as an entire environment. Holism aims to consider the service not as a series of isolated factors that should act together, but as a system of interrelated elements. This means that, from the beginning of the design process, the service could benefit from a holistic perspective, in order to account for all the possible elements that need to be integrated within it (Kimbell, 2009, 2011). This is the reason why this research regards the service as a system, considering the complexity of the social system of the users, providers and government agents that participated in it, which has already been defined by high levels of poverty and corruption and low levels of citizen engagement, participation and trust.

Systems' thinking has broadened the role and scope of design as a discipline. According to Darzentas & Darzentas (2014, p.2) 'the design of products should look beyond the use of those products, to the users and their context of use, and also to wider socio-economic and even environmental impacts'. In the context of service design, systems' thinking allows service designers to consider the service beyond the service encounter, to include every other element in the user's context that may affect their experience. By analysing a case of self-services and their relationship with

vulnerable users in Greece, Darzentas & Darzentas (2014) demonstrated the benefits of systems thinking for designers to develop more inclusive and appropriate solutions in these types of services. Darzentas & Darzentas also claim that systems thinking may avoid the adoption of reductionist solutions that only solve one part of a problem, as it was the case in the design interventions described by Rincón Quijano & Tapias Valest (2017) that were mentioned earlier in this section. However, even though Darzentas & Darzentas (2014) discuss the complexity of the environment and demonstrate how systems thinking in service design helps to reduce that complexity, their claim does not allow the possibility that such complexity may be too difficult for service design and service designers to deal with in contexts such as the one in the Atlantic Department.

Thus far, it has been established that every service design project should be developed with the application of five principles: user-centred, co-creation and collaboration, sequencing, evidencing and holism. Moreover, this section has discussed how the application of those principles, as described by authors from contexts different than Colombia, relate to the situation in the Atlantic Department and its complexity.

From the cases of Chase (2004), it has been established the importance of putting users at the centre of the design process, as one of service design's main principles. However, this case and the discussion on its applicability in complex environments also left unanswered questions about its relevance in contexts such as the one in the Atlantic Department of Colombia. As discussed by Chase (2004), there is a need to avoid making decisions on behalf of users, however it is argued that user involvement may not always be feasible due to government constraints and users' own vulnerability.

The case of Nimegeer et al (2011) evidenced the usefulness of involving users in co-creation activities during the design process, specifically in a rural context where their

project was developed. Even though the research of Nimegeer et al is directly relevant to this particular thesis, as the context may be understood as similar to that of the Atlantic Department because both projects are focused on rural areas where the involvement of users may be more difficult, their project was the result of a Scottish government's policy that encouraged public services to be developed with civic involvement, as opposed to the reality of Colombia where civic engagement and involvement is not a policy.

On the principle of co-creation, it was also presented a discussion on the complexity of environments in which service design intends to be applied. From the case of Pinho et al (2014) it was relevant to find an example of complexity while dealing with a large number of actors that need to have interdependence for the service to be designed thoroughly and successfully. However, this case does not account for the kind of relationship existent between those actors, and the effect that such relationships, or the lack of them, could have on the co-creation process. Moreover, while discussing the importance of the principle of co-creation it was also established that the literature is mostly filled with cases where co-creation was achieved and the tools used to do it, but not with the preconditions that each particular context had before engaging in those activities.

On the principle of sequencing examples from Stickdron & Schneider (2011) and from Zomerdijs & Voss (2000) illustrated the need to have a series of interrelated actions to produce the service. These authors' cases delivered guidance on the need to assess whether users, government agents and providers within the Atlantic Department understood the sequence of a public service in the same way and if this issue affects their own perceptions on the service.

The principle of visualization presented an interesting argument about whether the presentation and aesthetics of a service are unattended for when developing services

for vulnerable communities. In the description of cases from the Caribbean region of Colombia made by Rincón Quijano & Tapias Valest (2017), it was acknowledged that because they were working within deprived areas with a specific aim in mind, designers prioritized sustainability and scalability over presentation and evidencing of physical artefacts when developing their designs. In this sense, it is necessary to assess the effect that this has on users and their understanding of how they should act within the service system.

Finally, regarding the principle of holism it was established through a case from Darzentans & Darzentas (2014) that taking a holistic perspective on complex environments aids in developing better and more relevant services. However, it also raised the question of whether such complexity may be in some environment too difficult to approach from a service design perspective.

The cases in which service design has been implemented usually stress the ways in which these five principles were applied or how or if the lack of them affects the design process. However, the reported cases within the public sector, as it will be discussed in section 3.0, are mainly focused on the implementation of service design principles within developed economies. It is for this reason that this research project intended to understand the challenges that practitioners could encounter when applying a service design perspective in developing economies.

Examples have been documented and reported in countries such as Sweden, England, Australia and the United States. Glushko (2010) and Pinho et al (2014) suggest that a context is either related to the way or environment in which the service is provided, or the specific channels used for it. However, even though this assumption of what a context is might be applicable to services provided in any part of the world; for the purpose of this research it is assumed that the context refers to the conditions of the environment in which users and providers need to interact. Section 2.3 of the

literature review will discuss how the application of these principles results in the service design process and how this process has also different meanings for researchers and academics.

### **2.3 Service Design Process**

It has been previously discussed in sections 2.1 and 2.2, how the conditions of vulnerability in which many people in Colombia live raise questions about the feasibility of implementing service design projects within the public sector and thus applying this approach thoroughly and effectively. In order to develop a better framework for the problem analysis that will be presented in section 3.0, it is necessary to comprehend how the concept and principles of service design should be put into practice in the service design process.

Regarding service design as a process, there are differences in how academics and practitioners define its steps and or procedures. Initially it is relevant to state that the service design process refers to the different stages in which SD projects are developed, as opposed to the tools that are used while going through those different stages (Stickdorn et al, 2018, p.25). Due to the fact that service design, as it is being practised and researched today has its mind-set rooted in the discipline of design, the SD process is also strictly related to that of any design process. In this sense, since the design process has different definitions or forms, the service design process also has been defined in various ways. In this section, the literature review will focus on how the different definitions of the design process have affected the way in which the service design process is structured.

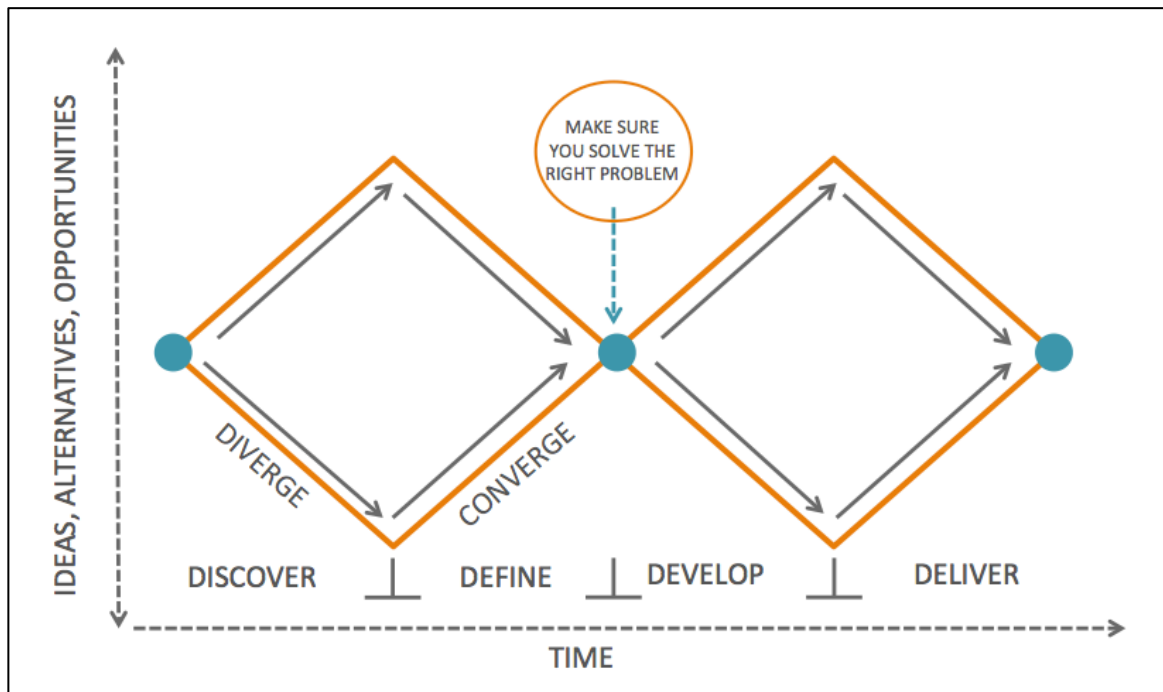
The design process is thought of as the basis for every design project, no matter the nature, its application, or context. It is defined as how designers in every field (graphic, industrial, fashion, etc.) undertake any new project. According to Ralph & Wand (2009, p.105 ) every design task follows guidelines that will result in either a physical

artefact, process, symbol or system. This notion of the design task is coherent with the service design process, as its steps and outcomes will vary depending on the project's scope and on the user's and designer's contexts, which ultimately means that even though practitioners may follow the same guidelines for conducting a design process, every project will differ in the specific way in which each of the steps are implemented.

The design process has been summarized as having between three (Ideo, 2018) and seven (Engine Group, 2017) steps, stages or phases, which normally starts with a situation that needs to be solved. The designer begins with a problem that needs to be thoroughly understood and defined, followed by an ideation stage, the testing of those ideas and the final implementation (Stickdorn et al, 2018, p.87). These stages have been described as inspiration, ideation and implementation (Ideo, 2018); as insight, idea, prototyping and delivery (Reason 2009 as cited by Stickdorn et al, 2018); as exploration, creation, reflection and implementation (Stickdorn & Schneider, 2011); or as identify, generate, synthesize, specify, measure, produce and transfer (Engine Group, 2017). Even though they might be called differently, the underlying assumption in each of these steps is that every designer first needs to understand the task, then generate ideas to solve it, try some of those ideas to find one that will work best and then put it into practice.

One of the most common definitions of the design process is the one by the UK Design Council (2007, p.6), which has been popular among designers due to simple way in which each of the stages are represented. The double diamond model, shown in Figure 4, is considered a clear representation of the design process, particularly because it represents the iterative nature of design, which constantly moves from the generation to the reduction of ideas to accomplish a specific purpose.

**Figure 4 The Double Diamond Representation of the Design Process**



*Figure 4 The double diamond representation of the design process by the UK Design Council, in which designers go from expanding ideas, alternatives and opportunities, to refining and filtering them to get to a final solution. Source: Adapted from Stickdorn et al, 2018.*

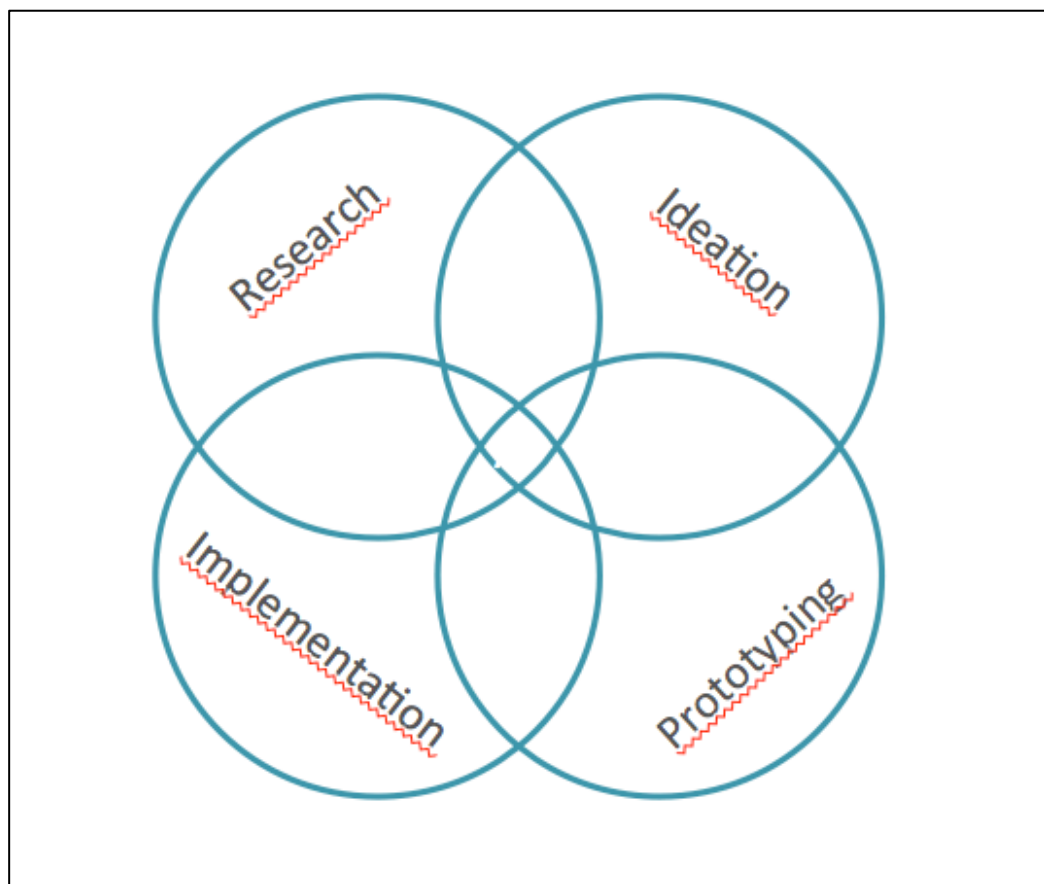
The double diamond model proposes four stages within the design process: discover, define, develop and deliver and is shown within the axes of time and ideas, to represent the relationship between these two elements in regards to any design project and the stages needed to undertake it. In the core of this model, is the point in which the designer goes from discovering and defining the problem accurately, to developing and delivering the solution for it. It also shows the point in which designers need to move from the initial stages of the process in which the task is understood and ideas are generated, to the refinement and delivery of final solutions.

The double diamond model has also been used to describe the service design process. Stickdorn et al (2018, p.82) have used it as the basis for their own definition of the design process, which they also explain in four stages: research, ideation, prototyping



and implementation. The four stages relate to service designers' need to understand the problem, ideate and prototype solutions for it and implement them. However, Stickdorn et al (2018, p.84), suggest that the service design process and more importantly, its four different stages, could overlap within each other, in a constant iteration of ideas, but also of the phases. Figure 5 shows an adaption of their service design process as conceived by these authors.

**Figure 5 Representation of the Service Design Process**



*Figure 5 Representation of the SD Process, in which practitioners iterate between the stages of research, ideation, prototyping and implementation. It illustrates the possible overlap of stages during the process. Source: Adapted from Stickdorn et al, 2018.*

This model is particularly useful to understand the complexity of service design projects and the interconnectivity of the entire process that may push designers to move constantly between one stage and the other. However, in Stickdorn et al's

representation of the service design process, it is argued that by not including the time component, they do not consider a very important element that it is always present in every design project. The omission of time in this representation could confuse designers and does not actually represent a process, which although iterative, always needs to move forward in order to get to a final solution. This representation may confuse young designers and lead them to not be able to identify a starting point, or to conduct activities in each of the phases simultaneously. If designers continuously iterate between these stages, without acknowledging the limited resource of time needed to accomplish an outcome, the project's effectiveness is compromised and this could lead to getting to a poor solution or worse, to not getting to a solution at all. This representation of the service design process falls short by not including a vital element that particularly in complex contexts, such as the one in the Atlantic Department, may pose an important challenge for practitioners to overcome. This thesis will also analyse how the limited amount of resources, such as time, may affect service design's applicability when developing relevant solutions for vulnerable communities in complex contexts defined by high levels of poverty and corruption, and low levels of citizen engagement, participation and trust.

When service designers need to work within complex contexts and with vulnerable users, Stickdorn et al's (2018) understanding and representation of the service design process could have an even more dangerous effect. The stages could constantly overlap as designers would spend longer periods of time on the research and ideation stages, leaving less time to dedicate to prototyping and implementation phases, or vice versa. The design interventions with vulnerable communities reported by Rincón Quijano & Tapias Valest (2017) within the Caribbean region of Colombia, evidenced that when dealing with complex environments, designers needed to dedicate longer periods of time to the research stage and that inevitably impacted their engagement with the other stages of the design process and the final results. Moreover, when analysing the documentation of public services within the Atlantic Department, this

limitation was also evident in the amount of time devoted to understanding communities' needs and the development of such projects, as it will be further discussed in section 3.0. Section 2.4 of this literature review will present how designers have interacted and intervened in complex and vulnerable environments in order to provide social innovative solutions to the needs of the people who live in them, and how complex contexts represent additional challenges for designers worldwide.

## **2.4 Social Innovation and Service Design**

The European Commission has defined social innovation as all 'new ideas (products, services and models) that simultaneously meet social needs and create new social relationships of collaborations' (European Commission, 2013). Designers, by definition, are always aware of their role in developing new ideas, but now more than ever, the role of the designer in terms of their capacity to develop social initiatives, has evolved to a more central position.

Design for social innovation has been put into action from different perspectives. For example, due to the current environmental situation of the Earth, designers have tried to develop solutions that tend to be friendlier with our environment in terms of materials, length of use and disposal of products, among others (Manzini & Vezzoli, 2003, 2007). The emphasis on environmental issues is now considered a must within any design school, although there is still room for improvement in how products are designed, produced, distributed, consumed and disposed of.

In this sense, designers are using their skills to promote more sustainable ways of consuming, a concern which is shared by different practitioners in other disciplines (Manzini & Vezzoli, 2003). These initiatives account for the strength of the designer's role which is now 'crossing the traditional boundaries between public, for-profit and non-profit sectors' (Brown and Wyatt, 2010, p.32). Despite this, it could be argued that the difference between developed and developing economies is also evident in the

focus that these types of initiatives have in each one these contexts. Again, the evidence of design interventions in the context of the Atlantic Department suggests that the work of designers within developing economies still focuses on people's more pressing needs, while still trying to do so in an environmentally conscious manner (Rincón Quijano & Tapias Valest, 2017, p.18). As discussed in section 2.3, design interventions aimed at promoting social innovation in the Caribbean region of Colombia, are still trying to solve basic needs that are very different from those in developed economies. In small towns within the Atlantic Department designers working on social innovation projects are solving issues like access to clean water or developing non-harmful ways of cooking food with wood (Rincón Quijano & Tapias Valest, 2017). In these cases, because basic needs are still not secured, the work of designers and social innovation is to create a baseline assessment of the context that would then become a guideline for future projects.

The concern about how design as a discipline needs to be very close to people's environment and context was thoroughly stressed by Papanek (1985). This author is widely acknowledged for his contribution to social change. Papanek (1985, p.54) emphasized the need for designers to be more conscious about the intention of their projects, the people around them, about the design decisions designers make and how those decisions may affect the context in which the designer works. Even though Papanek's notion of the designer's role has been acknowledged for over 30 years, the reality of contexts such as the one in the Caribbean region of Colombia, still needs this design approach to enhance the living conditions of an important part of its populations. Papanek's stance on the designer's role, strengthens the relevance of this project, since the poverty and housing and living conditions of part of the Atlantic Department's population described in section 1.0 of this thesis, establish the need to address public projects with a thorough understanding of all other elements present in the context. However, this issue and the conditions of the Atlantic Department also

raise the question of whether the complexity of the context limits the effect that design interventions could have on such a setting.

The designer's role in social innovation is to act as a facilitator in the creation of systems where products and services are co-produced and co-designed (Tischner & Verkuijl, 2006, p.200). It has been suggested by practitioners like Brown & Wyatt (2010, p.32) that as designers 'work closer with the users, design thinking allows high impact solutions to bubble up from below rather than being imposed from the top'. This notion, very close to that of Papanek's, considers that designers, and ultimately decision makers, are not necessarily more capable of proposing relevant solutions than their users. In turn, it is expected of designers to work with and for those users, understand and grasp the knowledge they already have and from there, propose relevant solutions to their problems. Despite this, a problem arises when designers are not considered or invited to work on this type of initiatives within the public sector. In the context of the Atlantic Department, the understanding of designer's work is limited to the development of physical outcomes of different forms, but not as facilitators of processes. This in turn, represents one of the challenges practitioners could face when dealing with complex contexts such as the one in the Atlantic Department.

In regards to service design and social innovation, the former has started to prove its efficiency when rethinking services within developing economies. The literature presents different cases in which designers have enabled solutions for communities to raise from the bottom up, some of which will be summarized in section 2.4, which focuses on design within the public sector. The complexity of the contexts within developing economies represents a challenge for designers, researchers and governments alike as it is necessary to not only focus on solving a specific task, but also consider other elements present in the context, such as high levels of corruption from providers and low levels of user engagement, participation and trust.

Due to the conditions of poverty and corruption in the Atlantic Department, and the low levels of citizen participation and trust among its inhabitants, local communities are considered complex social systems, which poses a challenge for designers aiming to intervene in them. Service design has started building upon the development of interdisciplinary approaches to create value for users and service providers (Patrício & Fisk, 2011, p.15), and this, added to designers' sensibility and methods, have become useful tools to power innovation by a thorough understanding of what people need, want and like, in order to transform this into viable service solutions (Brown, 2008). Nonetheless, according to Sangiorgi (2009, 2011) research in service design requires a more detailed look at the complexity of the dynamics of service systems, which is exactly what the current research project aims to do.

From this perspective, the complexity of the environment in which service designers need to work has increased and evolved with the concept and growth of the discipline. As it was mentioned earlier in this section, the first notions of service design were more concerned with the service encounter and the service experience, which means that designers had to work with fewer actors within the service system, thus making the task less complex (Ghosh, Surjadaja & Antony, 2004; Åkesson & Edvardsson, 2008). However, as service design evolved to a more strategic approach and started combining backstage and front stage elements of the service, gradually the difficulty started to grow (Maffei, Mager & Sangiorgi, 2005, p7). This difficulty becomes more problematic to deal with, when dealing with conditions such as the ones in the Atlantic Department, in which service designers would need to consider not only the elements of the service system, but also other factors that affect it like the relationship among actors defined by high levels of corruption and low levels of user engagement, participation and trust.

However, even notorious authors within service design such as Sangiorgi, Patricio & Fisk (2017, p.51), still refer to complexity in terms of the higher amount of activities and actors, designers need to control in order to thoroughly design a service. According to Sangiorgi, Patricio & Fisk (2017) the evolution of the discipline now leads to situations in which many actors are involved, but are less controlled, which makes it more difficult to manage for practitioners. This increased level of complexity could also be reflected in the environment in which SD intends to be implemented. For example, working with users with different levels of vulnerability, adds to the number of tasks the designer needs to address for a project, and also to the time and resources needed to do this, which in turn could make them unfeasible.

Furthermore, Sangiorgi, Patricio & Fisk (2017, p.59) also discuss the challenges involved in getting actors to achieve consensus or agreements. A bigger and more difficult group of actors embedded in the service system, means a more problematic task to get them to agreements or consensus about what a service needs to do and how it should do it. In the case of the Caribbean region of Colombia, in order to break the status quo, service design should aim not necessarily to get to agreements or consensus among actors, but for it to open paths of collaboration and participation, which are currently underdeveloped. By allowing this, service design could let new opportunities within the public sector to arise from it.

This section of the literature review has focused on social innovation and design and the challenges designers need to overcome to impact and become facilitators in the development of new ideas and ways of collaboration among communities. Even though authors like Sangiorgi, Patricio & Fisk, Maffei, Mager & Sangiorgi and Patricio & Fisk, have addressed the issues and challenges that arise from social innovation projects, for the purpose of the current research the literature focuses on the challenges that could affect the development of social innovation projects within the context of the Atlantic Department, either because of the vulnerability of users due to

their levels of poverty and housing and living conditions, or the added complexity of the context due to the relationship between users and other agents within the service system. In this sense, another important challenge is the danger of representation. Regarding this issue, Collins, Cook & Choukeir (2017, p.108) claim that, since practitioners within service design need to work within project's schedules and resources, getting users to engage and participate in co-creation activities normally presents an obstacle due to the fact that user participation is time-consuming. This leads to practitioners needing to make decisions with less time or participation than desired, which could negatively impact the end result of the process. The risk of representation is also embodied in the difficulty to choose the right group of people to participate in co-creation activities, while being sufficiently or validly representative of the wider group a service intends to serve. This danger is also present in the lack of trust on behalf of users in government initiatives and the difficulty of getting them to actively participate in them, which is the situation in the Atlantic Department and which will be further explored during the data collection and analysis presented in section 4.0.

In addition to the challenges already mentioned, there is also the task of the applicability or transferability of service models in different contexts. This is particularly important in the current research, due to the vast differences within the economies and cultural elements that have enabled service design research and practice in developed economies, as opposed to those of the Latin American context. Service design could be considered a Eurocentric discipline, and as such research within it has mainly been informed by the development, successes and failures of projects within developed economies. As suggested by Cipolla & Reynoso (2017, p.148), the interaction with low-income users needs to be further analysed to explain social innovation within their context. It is expected then of practitioners, to understand the relationships that arise from trust within members of users within vulnerable communities and the loyalty among them that consequently derives from trust



(Luhmann, 2000, p.97). Service design still needs more research into the applicability and transferability of models and in the development of new models for social innovation within developing economies. Cipolla & Reynoso's analysis provided the current research with reasons to analyse the relationship among actors and its effect on co-creation activities.

This section of the literature review has focused on analysing designer's role within social innovation projects, as a means to understand the challenges that practitioners could face while developing public services aimed at vulnerable communities with high levels of poverty and low levels of engagement, participation and trust, as it is the case in the context of the Atlantic Department. Thus far, the literature provided guidance on how to address this issue for the current research in regards to:

- The demand to address basic needs in vulnerable contexts and to create a baseline assessment of such contexts, as inferred from Rincón Quijano & Tapias Valest (2017).
- The importance of designers' role as facilitators within contexts to provide relevant solutions to its needs as proposed by Papanek (1985), and the question of whether the vulnerability of a specific group of users as well as the lack of understanding of designers' role as process facilitators, could limit the effect that designers' interventions have on such a setting.
- The higher level of complexity given by the social dynamics of a service system, the large number of actors and the relationship among them, as discussed by Sangiorgi (2009, 2011), Cipolla & Reynoso (2017) and Sangiorgi, Patricio & Fisk (2017).
- The dangers of representation due to the difficulty to choose the right group of people to participate in co-creation activities, while being sufficiently or validly representative of the wider group, as well as the amount of time needed to complete this task, as discussed by Collins, Crook & Choukeir (2017).

The final section of the literature review will focus on design within the public sector and the challenges that this type of interventions represents for designers aiming to work within public programmes and organizations.

## **2.5 Design within the Public Sector**

Even though the concept of service design was initially put into practice in private organizations, it quickly found its way in the public sector. It has proved to be an effective tool when rethinking different kinds of services, such as health care, education, etc. (Harris & Mauldin, 2011, p.31). The cases reported in the literature within the public sector (some of which are discussed in section 3.0), represent the discipline's evolution from pinpoint interventions or programmes to permanent services provided by governments worldwide. Moreover, more recently the concept and tools that service design has brought have started to be applied in developing contexts, where it has also found some important challenges for designers (Brown & Wyatt, 2010, p.7), some of which have been discussed in section 2.4 of this literature review.

The literature regarding service design within the public sector comes from academics and practitioners who have been interested in studying the relationship between design and its applicability and effectiveness in government projects. Particularly, there are some researchers interested in how designers can facilitate processes within the public sector. Again, as service design has been more prominent among public services within developed economies, this section of the literature focused on understanding the relationship between service design and the public sector and how the challenges found by practitioners in different contexts, relate to the context of the Atlantic Department of Colombia.

For example, Hyde & Davies (2004, p.1410) suggested that co-production has a high impact on how public services are designed and produced. In their study of two cases from mental health institutions, they were able to understand the relationship between organisational culture and service design, as inhibitors or enablers of co-production between users and staff. In the context of mental health institutions, it was concluded that organisational culture, including cultural assumptions of staff, could have an effect on service provision. Hyde & Davies (2004) recognized the complexity of a context such as the one within mental health care, as aspects within service design that needed further analysis and research. However, such complexity was related to the difficulty in dealing with different actors within the service system such as mental health care patients, their families and the service providers. Even though mental health care patients are also considered a vulnerable group of users, the vulnerability among users within the Atlantic Department relates to their levels of poverty and housing and living conditions and the complexity of the context is defined by the relationship among this vulnerable group of users and government agents and providers who are considered corrupt and which inhibit citizen participation and engagement.

In another example related to organisational elements of service design, Åkesson & Edvardsson (2008, p.459) were interested in how employees perceived design's effects on a Swedish e-government service. To do this, they used semi-structured interviews with middle managers and front-line staff, to identify their perception of the changes that a new approach to a government service (in this case the implementation of a digital service), had had on government employees. From the interviews the authors demonstrated that there was a difference in the perception of front-line staff to those of middle managers. Middle managers considered that the introduction of a digital environment to the service gave front-line staff more time to deal with customers who really needed face-to-face interactions. However, front-line staff considered that even though there had been a reduction in face-to-face interactions, they now did not have

enough time to deal with customers who were not able to deal with the digital interface on their own. As a result, Åkesson & Edvardsson (2008, p.466) concluded that it was necessary to involve employees and customers in the service design process with a particular emphasis on the need to inform and communicate effectively the changes introduced in an already existing service. This case demonstrates the differences of perception that different levels of staff could have when introducing changes to an existing service, without involving all of its actors.

In 2008, service design had already started to be implemented within the public sector in Sweden, however, as it is shown in this particular case, the involvement of the three key actors embedded in the service system was not thoroughly accounted for while designing the service. In regards to the context of the Atlantic Department, the case of Åkesson & Edvardsson is particularly relevant because providers become involved in public services later than government employees, thus this could affect their perception of how the service should be provided. This issue will be explored within the light of the data collection process since government initiatives in the Atlantic Department of Colombia lack the levels of participation and involvement from all the actors embedded in the service system, especially those of vulnerable users.

Similarly to the case of Åkesson & Edvardsson above, Karwan & Markland (2006, p.348) were interested in how to enhance a public service, with the combination of service design principles enabled by an IT approach. In their research, these authors were more concerned about operational effectiveness and efficiency, and how service design principles could aid in achieving these within government services that need to minimize expenditures while providing satisfactory results for users. By developing a case study within the South Carolina Department of Motor Vehicles (DMV), they were able to conclude that for this type of government service, an IT-enabled approach could be the key to achieve better performance with an emphasis on efficiency and effectiveness. However, not all government services need the same type of approach

and in cases of designers working with vulnerable communities an IT approach might not be at all relevant.

Even though there are more public service design cases reported from developed economies, there are researchers like Adongo et al (2014) who have addressed the need to design relevant public services for vulnerable communities, as they did in a study from Ghana. The research by Adongo et al (2014, p.3) within the health sector in Ghana looked into the challenges associated with rapid urban population growth. Specifically, Adongo et al (2014) looked into the impact that the lack of formal public health facilities had in vulnerable communities living under deprived conditions within informal settlements. Adongo et al reflected upon the adaption and implementation of a health care programme that had already proved to be successful within rural areas, and how that model could be transferred to urban areas. The authors argued for the need to rapidly adapt initiatives, due to the urban population growth, and the pressure to address the issues of vulnerable communities living within urban areas under poor conditions within informal settlements. In their study, Adongo et al also dealt with vulnerable conditions related to poverty and informal settlements and government's need to develop and provide rapid solutions to people living in these communities, specifically in the provision of health care in these areas. However, as it was expected by Adongo et al (2014), even when the two groups of users shared the same characteristics (the ones living in rural areas and those who live in informal settlements in urban contexts), the differences between the rural and urban settlements in terms of organizational structures and infrastructure, impeded the transferability of the service design model. This issue is similar to that of the Caribbean region of Colombia, as groups with the apparent same characteristics require different types of interventions, depending on their places of work, home, etc. The characteristics of the Atlantic Department and, the vast differences that exist between the rural and urban areas within the region, demand solutions to be developed with the integration of users, employees and providers' perspectives.

More recently, Legeby et al (2018, p.612) described the case of a design driven lab in Sweden that instead of working on a particular initiative or programme has focused on driving the cultural change within government needed within the public sector in order to design better services for its citizens. What started as a single programme aimed at improving health care for children and youths, as a response to a rapid growth of this part of the population, allowed the development of the lab, which is now focused on facilitating the same tools and methods and more importantly, cultural change within different public service providers. In this case, service design, thrived through co-creation processes, proved its efficiency in one scenario, that ultimately led government decision makers to take it a step further and help build capacity in other public service contexts.

Similarly, Kang & Prendiville (2018, p.598), discuss the different journeys to embedded service design that designers have gone through within three English councils. Kang & Prendiville recognise that in some cases, public services aimed to be transformed not necessarily with the intervention of a service designer, but through design. However, in the case study developed by these researchers, they described the differences between a design and a not design-led approach to transform public services, without stating that one was better than the other. These differences are determined by the level of involvement of designers in the approach which can go from a non-designer model, to an embedded designer model. In their research Kang and Prendiville (2018) described the application of design within local governments as a means to establish a design strategic approach to solving public problems. The ongoing research of Kang & Prendiville will still need to determine the specific roles designers and non-designers play while trying to embed design in organisational culture. Related to the case of the Caribbean region of Colombia, the examples provided by Legeby et al (2108) and Kang & Prendiville (2018), illustrate the need to embed service design or a design-led approach to public initiatives, through co-

creation activities and through the change of organisational culture within the public sector. Notably, if authors coming from developed economies where service design is more known and accepted among organizations are still discussing the need to embed a design-led approach to the public sector, it is expected that this challenge would be in a more initial state in the context of the Atlantic Department, where that discussion has not even been initiated by government leaders. The current research will assess the need to work on pinpoint or small-scale interventions to address this issue.

It has been discussed some of the approaches that researchers and practitioners have had over the years in their analysis of public service initiatives and their relationship with service design. However, there have also been studies that have looked beyond the implementation of specific service design projects, to analyse government initiatives that include some of the principles associated with it, which have already been discussed previously in section 2.2. In 2008, Bradwell & Marr from DEMOS think tank and Price Waterhouse Coopers Public Sector Research Centre, conducted an international survey to measure the levels of co-design among public initiatives. At the time, results showed a high level of influence of co-design initiatives within government projects, although it also evidenced a need to reinforce organisational culture within government to create a better sense of commitment with co-design activities as a means to create and deliver better government services.

Moreover, the study also concluded that there were other questions that needed to be further researched, such as: ‘what kind of co-design works, and where? How is co-design best implemented within its specific context?’ (Bradwell & Marr, 2008, p.6). These questions are very close to the questions the current research intended to answer, as the complexity of the context of the Caribbean region of Colombia, defined by high levels of poverty and corruption and low levels of citizen engagement, participation and trust, was presumed to be an inhibitor to the implementation of co-creation activities within the public sector. Cipolla & Reynoso (2017, p.149) have

discussed service design's implications of dealing with the social complexity of Latin American countries. The social networks within vulnerable communities consist of relationships that 'support the formation of solidarity networks' (Cipolla & Reynoso, 2017, p.150), as it was previously discussed in section 2.4. This means that new ideas created by the users arise within the communities, which sometimes believe that truly satisfy not only their functional needs, but also their social needs. These relationships create new means of collaboration among members of the community and frequently become permanent solutions for users' needs. The challenge for local government arises owing to the lack of knowledge of these types of initiatives, its inability to identify them, and the repeated efforts made to provide solutions from its own perspective (De Castro, 2017). This particular issue as inferred from Bradwell & Marr (2008) and Cipolla & Reynoso (2017) was further explored through the data collection of the current research as it was necessary to assess whether co-creation activities are affected by the relationship among the actors embedded in the public service system, more specifically by the lack of trust of users in government agents and providers.

Regarding the study conducted by Bradwell & Marr (2008, p.7) to measure the levels of co-design among public initiatives, it is important to mention that only 30 out of the 466 respondents of the survey were from Latin American countries. This low level of participation in 2008 evidenced the lack of involvement users have with government initiatives within the Latin American context. Even though the situation has evolved, Latin American countries are still behind their European counterparts regarding this matter.

More recently, the Service Design Network (2016, p.16) produced a report on the impact of service design within the public sector. By conducting an international survey and 17 interviews with leaders within the discipline, this report shows an improvement of service design's impact within the public sector, but also the challenges that keep arising as research and practice continue to grow. The survey



reached over 200 respondents in different countries, and one of the main results from it is that now, the public sector constitutes the largest client for service design and SD agencies.

Nonetheless, it is also relevant to stress that Latin American countries still represent a small part in the distribution of survey respondents as compared to their European counterparts. Although the mapping of respondents includes the countries of Argentina, Colombia, Uruguay, Chile and Brazil; in the overall analysis Brazil is the only Latin American country that stands out among the other important number of answers from the UK, United States, Finland, the Netherlands, Canada, Australia and Norway. What these results show, is the difference in the impact that service design has had within the public sector between developed and developing economies, either by lack of political will, organizational culture or unfamiliarity with the discipline.

The Service Design Network's (2016) public sector report, also stresses the need to work on capacity building and capability training. Since service designers are looking to impact on the way public services are developed and delivered, it is necessary to understand the role practitioners should play in building service design knowledge amongst government agents and staff. Service design as a discipline should aim to enable this cultural change within organisations, without them constantly relying on the intervention of service designers. Despite this, in contexts like the one in the Atlantic Department, the work of designers needs to start by creating awareness of the discipline and its tools to start embedding a design culture among government agents and providers.

Even though Latin American countries are still behind in their academic and practice contributions to service design; there are now more cases being reported by researchers within this region. Tello et al (2018, p.), describe the case of how service design has transformed policy making through the RedActiva case. RedActiva is a

public-private Chilean initiative that promotes independence of older adults through the reduction of mobility barriers within the urban context. In their report, the authors recognise the important role that service design played to get together the insights of all of the different organisations that needed to work as a team to obtain the desired results. The principle of holism that is at the core of service design projects as discussed in section 2.2, allowed the interdependence and collaboration between a large group of stakeholders comprised of elderly citizens, public transport providers and managers, urban planners, and members of the Municipality, thus enabling the proposal of a programme that would enhance elderly mobility within the Municipality of Puente Alto in Chile. Also, in this case, the authors acknowledged the importance of small-scale interventions to not only pilot or test the public service, but also to get the attention of other stakeholders that were not initially interested in collaborating with the project. Despite all of this, this case, although coming from a Latin American context, did not address an issue within a poor community living under deprived conditions and the context in which it was developed did not pose the complexity of the social environment which has been described for the Atlantic Department of Colombia.

It is relevant to mention the role that the private sector, in this case from a private university in Chile, played to successfully develop the programme described by Tello et al (2018) from RedActiva. This is also the case for Colombia, where different private universities are aiming to embed service design in the public domain, through specific interventions and student work with communities. Universidad de los Andes, a private university in Colombia, published in 2014 a series of 10 mini cases or service design interventions developed by design students in order to raise awareness on the discipline's strengths and possibilities (Agudelo, 2014). This realization leads to believe that, to raise awareness about service design and its benefits within developing economies, private sector organisations will play a significant role, by adopting SD projects and showing the results from those implementations. In this sense, the

projects reported by Tello et al (2018) and Agudelo (2014) give relevance to the current research that is also promoted by a private university in the Atlantic Department.

Even though service design within the public sector is still predominantly more embedded in developed economies, as it has been evident from this literature review, service designers from countries as the UK, Italy or Colombia and Chile, still need to overcome some of the challenges that the current research will need to deal with within the Atlantic Department of Colombia. The first of these challenges is the short-term approach that projects within the government sector have (Nisbett et al, 2016). This represents a significant constraint for the proper application of service design principles and of the service design process. Without long-term commitments on behalf of governments, the iteration that is embedded in any type of design project, cannot be achieved, thus pushing service designers to make fast decisions that could be ill informed, affecting end results. In the context of the Atlantic Department, this particular issue could affect the feasibility of adopting a service design approach to public services, as programmes are usually limited to government terms.

The second challenge that designers face while developing public services in developed and developing economies is the high levels of bureaucracy naturally embedded in the sector (Nisbett et al, 2016). According to the Service Design Network's impact report on the public sector (Nisbett et al, 2016), practitioners acknowledge that working with government agents is usually difficult because they are not always able to make decisions and need to consult every step of the process with higher level agents within government. This high level of bureaucracy and consultation takes more time within the public sector as opposed to the private sector, and it does not always go as planned. In the context of the Atlantic Department, working with government initiatives is conceived as a difficult task due to the high levels of poverty of communities, the high levels of corruption among government agents, and the low levels of citizen engagement, participation and trust. In Colombia

service design does not play a part in the policy-making agenda, which makes it more difficult to 'sell' to government decision makers. This, added to high levels of bureaucracy existent within the Atlantic Department, could pose a challenge to embed a service design approach to public initiatives.

In summary, the literature review suggests there are mostly benefits from the provider's and user's perspective when applying a design approach to develop public services, such as achieving higher levels of understanding between stakeholders, developing more efficient co-creation activities, or reaching a larger number of beneficiaries for public services. However, the literature is still missing a corpus of studies that have actually proved the efficiency of the outcomes of those design interventions, especially results that go beyond users' participation and satisfaction. The measurement element of service design in all kinds of organisations, but more so in the public sector, still needs to be further analysed and developed. For service design to be truly embedded in organisational culture and for it to be acknowledged as useful for government agents and decision and policy makers, the discipline should strive for better defining the ways in which projects are evaluated and how success or failure is measured.

Thus far, this section of the literature review has discussed the challenges related to design and its role within the public sector. From the work of different authors, the current research was provided with reflections on how to address this issue in regards to:

- The need to involve different actors and different levels of staff within co-creation activities and the possible effects that the lack of involvement could have on the overall perception of the service's performance as discussed by Åkesson & Edvardsson (2008) and Karwan & Markland (2006). In the context of the Atlantic Department the current research will explore how the late

involvement of providers and the relationship among actors within the public service system affect value co-creation among them, as inferred from Bradwell & Marr (2008) and Cipolla & Reynoso (2017).

- The importance of understanding the context of users in the development of public services, and the difficulty in transferring models from urban to rural areas, even if the groups of users share the same characteristics, as discussed by Adongo et al (2014).
- The need to embed service design and design-led approaches within the public sector either through small-scale projects or capacity building and training as discussed by Legeby et al (2018), Kang & Prendiville (2018), Bradwell & Marr (2008) and the Service Design Network (2016).
- The demand for long-term commitments on behalf of government for the development of public services added to the high levels of bureaucracy existent within government offices, as inferred from Nisbell et al (2016). For the current research is necessary to assess the effect that government-term projects could have on the feasibility of implementing a service design approach.

It is evident that service design has been able to impact on public services' development and implementation, especially within developed economies in countries like the UK, Canada and Norway, although, as it has been discussed in this section there is still room for further research in this area, especially regarding evaluation of projects' outcomes. Regarding this issue, Parker & Heapy (2006, p.80) stated, 'only if they are applied systematically will service design principles have the potential to transform public services as we know them.' This supposes a commitment with a design culture, but also a system that will encompass all of design's principles including a proper evaluation of outcomes. In section 3.0 of this document a series of

cases from different countries and from Colombia will be analysed to demonstrate this particular issue and how it informed and redefined the purposes of this research project.

### **3.0 Problem Analysis**

Section 2.0 of this thesis focused on discussing the literature review that allowed for the development of a theoretical and practical framework for the current research. The literature review focused on understanding the evolution of the concept of service design, its principles and process, as well as the relationship between design, service design with social innovation and the public sector. To further develop and to establish the project's aim and objectives, a review of documented public service design cases from contexts different than Colombia will be presented in order to identify the differences and similarities that these cases have with the reality of the Atlantic Department, and the current way in which public services are developed in the Caribbean region of country. This section will present a review of selected service design cases within the public sector and a comparison with the documentation of public services provided by Gobernación del Atlántico, the local government of the Atlantic Department.

#### **3.1 Documented International Service Design Cases**

Due to the fact that service design as a discipline is still evolving, the literature available is mostly filled with questions in which theory needs to be further developed over the next years, as it has been established in section 2.0 of this thesis. Some of these questions, as the cases below will show, are concerned with the challenges service design needs to overcome in specific contexts, the need to develop more tools to engage the different actors embedded in the service system, and the need to properly evaluate service design's outcomes, to mention a few. However, there is an increasing number of successful cases within the public sector that have been reported in the literature and that have acknowledged the relevance of service design to address complex issues such as the ones present in an environment similar to Colombia and the Atlantic Department.

To allow the comparison between what has worked in contexts different than Colombia and the situation in the Atlantic Department, this research project focused on identifying public service design cases that had been reported in the literature at the time of analysis. This review was made through academic journals and the Service Design Network, which has led the report of service design cases worldwide over the last sixteen years. Even though it was possible to find many sources that related to service design within the public sector, not all of the cases detailed the experiences and instead focused on either the methods used to do it or the reasons and the research done to identify the problem. Because of this, the selection criteria were based on the amount of information available, not only reported on academic or professional journals, but also on other sources of information such as official government websites and agents' blogs, which enhanced the level of detail of each of the cases thus, allowed their analysis.

The identification of successful public service design cases from the UK, the United States, Australia and Norway, that had been reported in the literature constituted the first step to pinpoint the way in which the current research could help enhance the knowledge of service design as a field for both academics and practitioners alike. What was needed in this part of the research development was to understand the context of the experience, the motivations behind the development of the service, the methods or tools used within it, and the evaluation of results. When looking for cases within the literature, this research focused on cases that aimed to tackle similar problems to the ones described in local public initiatives from the Atlantic Department, as it will be shown in section 3.2. Additionally, the mapping of successful public service design cases from countries different than Colombia, also made emphasis on those that aimed to solve what are considered 'wicked' problems within public policy, which are defined as cases that have higher levels of complexity and that create 'higher levels of uncertainty or ambiguity for decision makers' (Tello et al, 2018, p.632).



Each of the cases that were analysed provided guidance to the current research as they were all depicted as successful cases of a service design approach to develop public services and were developed either to work on similar issues present in the Atlantic Department of Colombia, or were developed within what authors described as complex contexts. For the purpose of this research it was relevant to understand how researchers and practitioners from contexts different than Colombia, described and addressed complexity with a service design approach, and how these experiences could be transferable to the Colombian setting.

The first case from the UK, the Love Lewisham programme, is a government funded project aimed to implement a service through a web site that encourages neighbours to report activities that affected their community environment and infrastructure, such as graffiti painting on walls, in order for the Council to have quick access to these reports and rapidly solve the problem (Prendiville, 2009). In this case, service designers focused on the need to involve the different actors within the service system, in order to allow continuous co-creation while receiving the service. The website implementation that enabled citizens to report problems in their streets, did not only focused on the way in which community members could alert of a problem, but also enabled them to be informed of the resolution of the situation by providing updates on its state. This implementation also allowed employees to have more accurate information on the problem, which helped them to make better decisions on the course of action and make a more efficient and effective use of public resources.

In this case, Prendiville reports on the prominent role that the local authorities played in order to empower and engage communities, and its importance to shift the focus from public service providers to public service users (Prendiville, 2009). Moreover, this case evidenced the effect that having a design-led approach driven by public policy can have on the enhancement of public services, not only in regards to user satisfaction, but also on the better use of public resources and on the engagement of

public employees. The design-led approach in the Love Lewisham case also helped to achieve high levels of participation from all of the actors involved in the programme, which was defined by Prendiville as key for this project's success.

The Love Lewisham was selected as it aimed to solve a problem related to public spaces and aimed at involving a set of different actors within the service system, which is similar to one of the experiences from the Atlantic Department, which will be discussed in section 3.2 of this thesis. However, it is argued that the high levels of participation that Prendiville defined as key for success of the Love Lewisham case would be difficult to achieve in the context of the Atlantic Department, due to the already existing low levels of engagement and trust of its inhabitants. Even though the Love Lewisham case does provide examples of how to deal with user ownership and engagement, it does not discuss the attitude or perceptions of those users before the project started, thus it is inferred that at least some level of engagement was already existent in that context for the project to be successful.

The second case selected for analysis was a housing development programme from New York City. This project, which was a collaboration between a Higher Education Institution and the public and private sector, aimed to explore the needs and perspectives of affordable housing stakeholders, in order to deliver more effective, efficient and satisfying housing services for vulnerable users (Maulding & Staszowsky, 2013; Dragoman et al, 2013). The New York City Department of Housing Preservation and Development, focused on integrating the perspectives of a diverse group of actors involved in the provision of affordable housing services. For this project, it was necessary to involve as many groups of actors as possible, due to the different offices that are needed to provide housing services, including homeowners, developers, legal and political offices, among others. Mauldin & Staszowsky (2013) and Dragoman et al (2013) from the New York City Department of Housing Preservation and Development evidenced the importance of involving as many groups of stakeholders as possible into

the service development process. Through a three-phase project, practitioners involved in this case, were able to fully integrate the perspectives of a complex group of actors involved in the affordable housing service, in order to fully understand their needs and set the goals for the whole project. The reports on this case also show how practitioners relied on policy trends on collaboration and social engagement to fully integrate all the stakeholders of the public service. One of the most important aspects of this case is that its results revealed the need to integrate an important part of human interaction within the service provision to be able to address the difficulties that some users could have while dealing with a large and complex amount of information on how to access and receive the service (Mauldin & Staszowsky 2013; Dragoman et al 2013). Due to the fact that the process of looking for an affordable house in New York is a stressful and complicated process, Maulding & Staszowsky (2013) and Dragoman et al (2013), emphasised the need to keep and enhance human interaction between users and the different stakeholders they needed to interact within the service system.

The affordable housing case from New York relates closely to the reality of the Atlantic Department of Colombia as researchers admitted the large efforts they needed to make to involve community residents during the service development process. Moreover, it also relates to the current research as practitioners acknowledged how they proposed different solutions intended for what could be considered a vulnerable group of users. However, what is different from the Atlantic Department's context is the fact that the affordable housing project relied on the support of a higher education institution, private funding and the local government's support that enabled it to explore and research thoroughly into the needs of all of the actors embedded in the system to propose solutions relevant to all of them in addition to a long term approach that allowed an extended period of research devoted to understand the context.

From the Love Lewisham and the affordable housing case from New York City, it was possible to understand how the engagement of large and complex groups of actors, helped to develop better service solutions in what researchers considered difficult

contexts. Moreover, it was possible to assess the importance of having a long-term approach to service design projects within the public sector, in order to allow practitioners to fully understand the setting in which they intend to work, thus proposing more relevant solutions to public problems. During the mapping of successful public service design cases from contexts different than Colombia, this research kept looking for other examples that would be comparable in any way to the situation within the Atlantic Department.

The third case selected to continue the analysis and comparison, was the Social Innovation Lab for Kent (SILK), which represents a great example of a project that was conceived with a long-term perspective that was not constrained to one, two or three years, but that aimed to permanently embed a design-led approach and innovation with the decisive support from government to develop better services for the people living in Kent (McManus & Barrett, 2013). In their report, McManus and Barrett explain how a team based within Kent County Council in the UK has been working since 2007 across different projects to develop better services for Kent's citizens. The success of the implementation relies on the long-term nature of the project and the adoption of a holistic approach to solve government problems. Interestingly, it could be inferred from McManus and Barrett's experience that the involvement of actors has been achievable partly because an important group of individuals within the Council already had a user-centred approach to their daily activities. Thus, the work of SILK has been focused on driving that user-centred approach to work between different teams and on empowering front-line staff to make decisions with that perspective. It is believed that the situation in the Atlantic Department would meet a greater challenge, mainly because it is expected that many public employees and providers do not share a user-centred mind-set.

One example from what the SILK project has been able to achieve, is evident in the Kent Teenage Pregnancy Strategy 2015-2020 (Kent County Council, 2015). This

strategy aims to further reduce teenage pregnancy in Kent, by providing a framework for the development of activities related to sex education with the involvement of schools and health workers across the County. The programme establishes the particular needs of Kent County, based on a National framework provided by the UK government to tackle issues related to children and young people's health and wellbeing. The document acknowledges that this is an issue in which the National government highlighted the need to work on since 1999 due to the high rates of teenage pregnancy of the country as compared to that of other European nations. In 2001 the aim was to reduce the rate by 50% in a period of ten years, however by 2012 although there had been reductions and good performance in the index, the initial target had not been achieved (Kent County Council, 2015).

The strategy was established based on the recognition of the things that have worked and areas in which more efforts were needed in order to further reduce teenage pregnancy in Kent. For example, it is mentioned that the localities that were more successful had a more engaged work between schools and health workers to implement sex and relationship education programmes, and were particularly benefited from the leadership of a specific teacher or health worker and the use of local data and intelligence to have a better understanding of the context in specific places of the County. The document stresses the need to tackle more difficult areas, understanding that the County's rate is comprised of places in which there has been a better performance than others.

The Kent strategy also considers factors that make young people more vulnerable to teen pregnancy like levels of poverty, young offenders, low or inexistent engagement in education or training and low ambitions in specific cultures or communities. As with the cases of Love Lewisham and the New York City Housing programme, strong leadership is stated as a determining element to the success of the programme's implementation, in order to achieve the proper integration between all of the actors

involved in the service system. Kent County Council (2015) establishes the need to aim for high levels of involvement of children and young people in order to design a better service as their engagement leads to increased responsibility. In addition, it is also stressed the need to give increased visibility to sexual health services by providing more effective communication pieces aimed at young people (Kent County Council, 2015).

From the experience of the SILK (McManus & Barrett, 2013) and the Kent Teenage Pregnancy Strategy (Kent County Council, 2015) it was possible to determine the importance of having a long-term approach to tackle public problems, in order to fully understand the task, establish a clear intent for public initiatives and enable proper evaluation of results. The Kent Teenage Strategy also provided valuable insights into how to address the issue of teenage pregnancy, which is considered a 'wicked' problem and has also been approach by the local government in the Atlantic Department, as it will be further discussed in section 3.2 of this thesis.

Earlier in this section, 'wicked' problems were defined as those in which there are higher levels of complexity and that create 'higher levels of uncertainty or ambiguity for decision makers' (Tello et al, 2018). Considering the context of the Atlantic Department a complex context, due to the high levels of poverty and corruption, and low levels of citizen engagement and trust, the identification of successful public service design cases, focused on mapping experiences in which 'wicked' problems were solved. Thus, the fifth case that served this analysis, was the Australian Taxation office's case as is the most cited example of the incremental changes design has made possible over a period of more than 20 years to solve what is considered a difficult issue, such as tax compliance. This project aimed to design a more efficient Information Communication Technology (ICT) environment, for the Australian taxation office, which included the digital environment for taxpayers and government employees involved in the taxation process. Ultimately what the project aimed for,

was to make the taxation process easier for citizens and government agents in order to achieve tax compliance.

Segall et al (1994), Body (2008) and Di Russo (2015), who are researchers coming from different fields have documented the case of the Australian Taxation Office (ATO). Since this is a project that has been documented during its twenty years of development, it sets a good example of how a design approach applied to a public service can enhance the conception, development and evaluation processes of public initiatives over a long period of time. Considering that earlier in this section a long-term approach has been identified as key for success while developing public services, the Australian Taxation Office case, was selected to fully identify other reasons behind its success while tackling a 'wicked' problem, thus enabling the comparison with the situation in the Atlantic Department of Colombia.

The Australian Taxation Office's case has caught the attention of researchers regarding specific aspects of the model that were addressed by the changes introduced in this organization in the early 90's. These changes did not only include a transformation in the organizational area, but also a modernization of the technological system that supports the ATO. Because of this, Segal et al (1994) who are researchers in the technology and information systems were amongst the first interested in how the implementation process was conducted and if and why it was successful.

Segall et al (1994) were interested in how the technological changes had impacted on workers. Interestingly, around the time the researchers addressed these issues, the programme had only been put into practice for a few years and one of the conclusions they arrived at was that employees felt that the process, even though it was participatory, was led by technology and not by business requirements. Their

conclusion contrasts with the results obtained more than ten years later by Body in 2008.

Body (2008, p.56) made a very clear description of how the ATO programme had been implemented and the challenges they had to overcome during the process. By this time, employees had a clearer sense of how and why the changes were implemented and how technology and design had made a difference in the delivery of the service and the backstage process. However, Body (2008) also concluded that there was room for further improvement, based on the experiences the Australian Taxation Office had had over the years. For instance, he pointed out the necessity to improve the connection between the strategy and the design work as he felt these were two areas working separately. Body (2008) also suggested that there was also a need for better reflection on the progress made with the design process. The differences in what researchers Segall et al (1994) and Body (2018) identified as room for improvement for the ATO case, relate to the way in which the programme had evolved over the years, and how the implementation of a long-term approach enabled an incremental enhancement of the service system. What is interesting in relation to the context of the Atlantic Department, is how designers within the ATO were able to make gradual changes to a public service aimed at solving a complex problem like tax compliance.

More recently, another researcher focused on understanding how the design approach had been implemented within the Australian Taxation Office. Di Russo (2015, p.14) conducted a qualitative study to analyse how the ATO had applied a design approach to improve the development of the service they provide. Through a series of interviews with different actors within the service system, Di Russo concluded that the project started because of a clear commitment to create a design culture encouraged by a senior member of staff. This included training in design principles and tools for different levels of management and, the definition of core design principles that were made available for every member of staff. These first steps taken in the development of the service, evidently represented a significant difference in the success of the case.



The ATO Design Guide (2008) established the design principles and framework, and were cited by Di Russo (2015, p.5) as:

- *Build a shared understanding of intent*
- *Take a user centred approach*
- *Make the emerging design visible early*
- *Work collaboratively in interdisciplinary teams*
- *Follow a disciplined yet flexible process*
- *Create a coherent blueprint for change*

Evidently, the principles that were embedded in the ATO's organizational culture, are similar to those defined earlier as key for the implementation of a service design approach. Di Russo (2015, p.5) found that 'design thinking keeps concepts at a high level and holistically pulls ideas together', which is a variation on the findings of Segall et al in 1994. In the study, through a series of interviews with members of staff in different roles, it was evident that what they believed works in such a difficult environment is the shared understanding of intent. The Australian Taxation Office decided to go into this process, led by an important change in the taxation policy, and one of the reasons for its success is the fact that employees and users involved in the process had a clear understanding of the vision of policy makers. This particular element that was identified by Di Russo as significant reason for the project's success, was relevant to the current research as it led to the question of whether the key actors of the public service system in the Atlantic Department Colombia, shared that same level of understanding and if this would be achievable within the complexity of this context, which is defined by high levels of poverty and corruption, and low levels of engagement, participation and trust.

The Australian Taxation Office's case also analysed further stages of the design process. Ultimately, the input of users and providers came together as a response to

what the government needed, that is, tax compliance and user satisfaction with the process. Moreover, what is significant about this particular case is the fact that it has managed to obtain incremental innovation in a difficult environment as the one that encompasses a public service and one that usually generates discomfort among users (Gero, 2010).

Even though Di Russo (2015) found a higher employee satisfaction with the programme and a clear process to define intent for the three key actors embedded in this system (government, employees and users), what the researcher also concluded is that the evaluation of the process is undertaken with a business perspective and does not involve any of the actors embedded in the services, especially users. In this sense, 'evaluation measures are quantitative and focus on data points rather than qualitative user satisfaction' (Di Russo, 2015, p.14). Although a business evaluation is necessary to assess the project's performance, Di Russo suggests that it should also encompass the perspective of employees and users, which play an important role in the service provision. This particular conclusion is very similar to the situation found in the documentation of public services in the Atlantic Department, as the evaluation of public services in this context does not encompass user satisfaction and transformation, as it will be discussed in section 3.2.

The public service design cases that were identified and analysed in this section served as a mean for comparison with the Colombian situation, by providing guidance on how 'wicked' problems defined as those with higher complexity within the public sector, were solved with a service design approach in contexts different than Colombia. This understanding allowed the current research project, to identify the common elements that enabled each of the experiences' successes. Table 1 presents the summary of this set of cases from countries other than Colombia that represent some of the settings in which service design has managed to impact on the development of public services.

**Table 1 Service Design Successful Cases within Public Sector from countries other than Colombia**

Name of Project	Country	Type of Project	Aim and Description	Lessons applicable to the Colombian Context
Love Lewisham (Prendiville, 2009)	United Kingdom	Government Funding	This project aimed to implement a web site that encourages neighbours to report activities that affected their community, such as graffiti painting on walls, in order for the Council to have the information and rapidly solve the problem.	The importance of involving users and employees during the development process and to keep them informed of the final solution for the problem, which help keep users and employees motivated to keep co-creating value among them.
Public and Collaborative: Designing Services for Housing (Mauldin & Staszowski, 2013; Dragoman et al, 2013)	United States	HEI developed with Government Funding and Private Funding.	This project aimed to explore the needs and perspectives of affordable housing stakeholders, in order to deliver more effective, efficient and satisfying housing services.	The importance of involving as many groups of actors and stakeholders as possible during the research and development stages of the service, in order for them to collaborate and understand the aim of the project and its intended users.
Social Innovation Lab for Kent (SILK) (McManus & Barrett, 2013)	United Kingdom	Government Funding	This project aimed to help the Kent County Council meet its objectives, by creating an innovation lab to aid in the design of different services within the Kent county.	The importance of having a long-term approach to embed service design within public services and actors.
Kent Teenage Pregnancy Strategy 2015-2020 (Kent County Council, 2015).	United Kingdom	Government Funding	This project aimed to develop a strategy to reduce teenage pregnancy in Kent County, by establishing a series of activities aimed at enhancing sex education with the aid of schools and health workers.	The need to have strong leaders who help support the approach among all the other actors. The importance of using data to understand specific conditions of different areas within one region.
Australian Taxation Office (Di Russo, 2015)	Australia	Private Organization developed with Government support	This project aimed to design a more efficient Information Communication Technology (ICT) environment, for the Australian taxation office, which involved the digital environment for taxpayers and government employees involved in the taxation process.	The importance of having a shared meaning of service's intent between the key actors within the service system, especially when dealing with complex or "wicked" problems.

*Table 1. This summary of cases illustrates the aims and descriptions of successful public service design cases reported from countries different from Colombia, and evidenced the importance of government support or funding. Source: Developed by researcher based on authors cited in the table.*

The analysis of successful service design cases within public sector in countries that have an important history of adoption of a design-led approach to public initiatives, allowed the current research to identify four elements that are common to all of them and that account for these cases' achievements:

- A design strategic approach supported by high levels of government or public policy to develop public services. As it was evident from all of the cases that were revised, if government officials do not support design, it is very difficult for it to truly impact on decision making within the public sector.
- A long-term approach for the development of service design projects within the public sector, which allows enough time to fully understand the problem, and to iterate solutions to further improve existing services.
- The importance of co-creation in order to integrate the views of a large and complex group of actors embedded in the service system, which leads them to share an understanding of what the service should and will do.
- Associated with the long- term approach, is the evaluation of outcomes that need to integrate not only user but also employee satisfaction, which in all of the cases have been addressed by practitioners as recommendations for further research.

The identification of these four common elements among successful cases reported by practitioners and researchers within public service design, allowed the current research to revise the existent way in which public services are being developed in the Caribbean region of Colombia. Section 3.2 will present this information and the comparison between the international cases that will result in the research's aim and objectives.

### **3.2 Documented Public Services in the Atlantic Department of Colombia**

To understand how public services are planned, developed and evaluated currently in the Atlantic Department, and to compare them with the common elements of success found in cases reported in section 3.1, a series of projects from the Caribbean region of Colombia were identified. The aim with this part of the process was to identify the type of projects that had been undertaken in the Atlantic Department and the characteristics and factors that had affected each one of them.

Since the current research is focused on enhancing public services in the Atlantic Department aimed at people living under deprived conditions, as the ones described in section 1.0, in a first round of case review, a set of different public interventions aimed at vulnerable communities in the Caribbean region of Colombia was identified. To do this, the first selection criteria for cases in the Atlantic Department was based on projects that had any level of design intervention and which were aimed at vulnerable users. The ones that could be mapped were examined based on public documentation of the interventions available in official and private sources. In this first set of cases there were projects with different levels of government, higher education institutions and private sector intervention.

This first case review was mainly focused on the identification of the cases, which allowed the current research to understand the type of interventions in which designers had been involved. Interestingly, from the six projects that could be identified, four of them involved a Higher Education Institution. It is evident from this situation that HEIs in Colombia, in which there are design programmes, are trying to embed design into public initiatives.

For example, in the Taller RAD ANSPE, students from different design schools in Colombia aimed to integrate the efforts of the ANSPE (National Agency for Overcoming Extreme Poverty) and the design community in Colombia. Through

learning experiences, students develop social innovative solutions to communities' real problems. In this case, students approach vulnerable communities, with the aid of government agents from ANSPE, to learn about their more pressing needs and help them develop solutions through social innovation, meaning that members of the communities work closely in the development and implementation of ideas. Since these projects are part of course activities, they tend to be of small scale both in terms of resources and time. In this sense, the results of these interventions are only measured during school term periods and when students from later cohorts of the courses have tried to identify whether communities were still taking advantage of earlier interventions, they have found that most of them withered very quickly when students stopped working with the community.

In the case of 'Programa Pisotón', the project which has been implemented for over eighteen years, aims to prevent and promote psychological and social wellbeing to children and their families, through a series of innovative recreational activities. This project, is a HEI initiative and is the result of a series of research projects based in the psychology and education departments at Uninorte. Through the creation of a cartoon character and a series of books and animated videos, children from vulnerable communities and their families, are taught the importance of mental wellbeing and values such as caring and respect. What is interesting in this project, is that designers have worked on the tangible outcomes of the project, but not on the entire development process.

In the case of Fundown, which is a non-profit organization, the project aims to provide appropriate environments for the development and inclusion of people with Down syndrome in the Caribbean Region of Colombia through the development of communication, awareness and educational programmes not only for parents of children with Down syndrome, but also for the general public. Since this is a non-profit organization, its work has been supported by volunteers who sometimes come

from HEIs for the development of visual communication pieces or artefacts aimed at supporting the organization's main aim and fundraising. The fact that most of the work is done through volunteering, or within course projects, the evidence of designers' interventions is limited to class reports and evaluation forms.

This first set of cases that were identified in the Atlantic Department, and in which there were different levels of design interventions, helped to develop an insight into how designers have been involved in public concern initiatives. Table 2 in page 92, shows a summary of those cases, by type of intervention, description and information available.

**Table 2 Documented Public Interventions in the Caribbean Region of Colombia**

Name of Project	Type of Intervention	Aim and Description	Available Information
Development Plan for Public Squares and Parks (Gobernación del Atlántico, 2015a)	Government Funding	This project aimed to implement the security and community living programme, through the design and construction of places for recreation and community integration.	Budget of Projects, Description of Public Bidding instructions, modifications to budget made by local government.
‘Programa Crisálida’ (Gobernación del Atlántico, 2015b)	Government Funding	This project aimed to reduce teenage pregnancies through a series of integral education initiatives.	Description of Programme, Participants’ instructions, Annual reports made by local government.
‘Transfórmate tu Mujer’ (Gobernación del Atlántico, 2015c)	HEI developed with Government Funding	This project aimed to generate economic autonomy for single mothers in the Atlantic Department of Colombia, through the development of an educational programme that would teach them basic management skills.	Description of programme, participants’ instructions for enrolling, annual reports made by local government.
Taller RAD-ANSPE (Anspe, 2015)	HEI – Student Interventions – Government support	This project aimed to integrate the efforts of the ANSPE (National Agency for Overcoming Extreme Poverty) and the design community in Colombia. Through learning experiences, students develop social innovative solutions to communities’ real problems.	There are student reports in the form of documents and videos, which were handed in for evaluation purposes. Also, RAD has put together these experiences with a series of posters that summarize each of the projects.
Programa Pisotón (Universidad del Norte and Ministerio de educación nacional, nd)	HEI – Student – Lecturer Interventions	This project, aimed to prevent and promote psychological and social wellbeing to children and their families, through a series of innovative recreational activities.	This is an 18-year-old project, which has been documented with a series of papers by researchers, mainly from the psychology and education departments of Uninorte. There is one thesis on the development of its website. There is also evidence in the form of animated videos, books and products designed for children.
Fundown Caribe (Fundown, nd)	Non-profit Funding – HEI Collaboration	This project aimed to provide appropriate environments for the development and inclusion of people with Down syndrome in the Caribbean Region of Colombia through the development of communication, awareness and educational programmes not only for parents of children with Down syndrome, but also for the general public.	Because this is a non-profit organization, most of its work is done through volunteering. In this sense, the organization seeks the aid of students and lecturers in design, by developing different artefacts aimed for fund raising. Evidence is available through student reports and artefacts developed for evaluation purposes.

*Table 2. Summary of aims, description and information available on selected public services developed in the Atlantic Department, aimed at vulnerable communities. This table illustrates the differences found in the information available on each of the programmes, when comparing government-funded programmes with those who have either HEI or Non-profit support. Source: Developed by researcher*



Since none of these projects were originally undertaken with a strategic design perspective, it was necessary to further identify, with a deeper document search, if there were any common issues in the way the cases were developed and implemented. This second part of the review was useful to further specify the scope of the current research and to determine the way in which it would contribute in the future development of interventions aimed at people living under deprived conditions in the Caribbean region of Colombia.

Taking this into account, the first three cases presented in Table 2 were chosen to further analyse the issues that could be addressed with a design perspective. These cases were chosen based on the amount of information available that not only included a description on how the projects were planned and developed, but also included reports made by the Atlantic Department's Government on their final results after implementation. Sections 3.2.1, 3.2.2 and 3.2.3 will show a description of each of these cases and will generate a set of conclusions based on the comparison with the existing literature regarding successful cases of service design implementation within the public sector in countries different than Colombia.

### **3.2.1 Development Plan for Public Squares and Parks**

This project to implement a security and community living programme, through the design and construction of places for recreation and community integration. It was conceived, due to the repeated claims of the communities that lived near the spaces in which the parks and public squares were developed. For years local communities had suffered the high rates of insecurity and violence that existed near their homes because of the amount of public spaces that were under developed and over looked by several terms of local government. The locals insisted on the fact that all kinds of criminal activities found a space for growth, as a consequence of the state in which public spaces were. This was a concern for several inhabitants of those areas that simply decided not to use public spaces around their homes to avoid any

confrontation with local gangs that used to gather there (Gobernación del Atlántico, 2015a).

As a result, when the previous Department's administration came to office in 2016, a public bidding was made in order to award the funds that would develop the reconstruction of public parks and squares in certain towns and municipalities within the Department. Consequently, a firm was awarded the project and the local administration made public the information including its scope, the amount of financial resources that were dedicated to it and the amendments that were done while it was developed.

In December 2015 when the local administration ended its term, a final report on each of the projects that were undertaken was presented and it included an analysis on the perception of users on the finalized projects (Gobernación del Atlántico, 2015e). In this particular case the results were reported and measured in two ways. First, the administration implemented a series of focus groups with children of the areas, in which each child was asked to represent through a drawing the elements that they thought were more important to them regarding the new spaces. This procedure allowed the local government to conclude that overall, children were satisfied with the results, especially since in most cases the baseline was zero (Gobernación del Atlántico, 2015e, p.45). The latter means that before this, children did not recall any similar project or public space in which they could play freely without fear of getting involved in a dangerous situation. This issue led the current research to question users' evaluation of government initiatives. It is argued that if users do not have any means to compare the service, because they do not recall receiving anything like it before, they would tend to evaluate the service in a positive way.

However, from the focus groups, children also commented on the issues that they thought were still missing from the projects, which included even more security, more

lighting and more playgrounds (Gobernación del Atlántico, 2015e). From this it is inferred that the involvement of users (in this case the children) was not accounted for during the development stage of the project in order to identify and prioritize the issues that were relevant to them.

The second way in which the results of this project was presented, was based on the amount of square metres that were developed or rebuilt, showing a significant increase in the amount of public space available in some areas of the Atlantic Department (Gobernación del Atlántico, 2015a). As with the procedure mentioned above, for the local government a programme is considered successful based on the fact that before its development there were few or non-existent projects that addressed such issues. This type of evaluation procedure tends to benefit the reporting agent and lacks an integral measurement of the project's strengths and opportunities for enhancement.

As compared to the Love Lewisham programme from the UK which was described earlier in section 3.1, the Development Plan for Public Squares and Parks in the Atlantic Department, did not encompass all of its users' perspectives during the design process. More importantly, the fact that the situation in the areas in which the Plan was implemented was already very precarious before the programme started, affected users' ability to objectively evaluate the results. This lack of co-creation and citizen involvement during the programme's development, affects its overall result and evaluation procedures.

### **3.2.2 Programa Crisálida**

The Crisálida Programme, was a public project aimed to reduce teenage pregnancies through a series of integral education initiatives. The way in which this project was initially conceived and implemented responded to the analysis of the population at which it was aimed. Based on the existing data on teenage pregnancy, it was evident

that there had been a significant increase in the number of cases in the Atlantic Department over the years (Gobernación del Atlántico, 2015b). Although there were different kinds of educational programmes executed to help reduce this problem, the local administration concluded that a different approach to this issue was needed if there was going to be a decrease in the teenage pregnancy rate.

The Programa Crisálida was implemented as a series of educational activities aimed at increasing awareness in teenagers about the risks and consequences of early pregnancy. The programme was implemented with the aid of a private organization, and consisted of a series of lectures and educational material aimed at three different age groups: children (aged 6 to 9), adolescents (aged 10 to 14) and youths (aged 15 to 19). It is executed within the public schools in the Atlantic Department, aiming to impact on women among vulnerable communities. The strategy was developed based on the empowering of young girls, teenagers and young women in terms of pregnancy prevention through workshops, games and lectures.

Even though it has been recognized as an innovative initiative, due to the fact that there had not been a similar project among local administrations before, it has also been criticised for what are considered mistakes in its conceptual framework. According to Martes Camargo & Sierra Perez (2019), the programme is more focussed on showing girls what is 'wrong and right' regarding unplanned pregnancies, rather than taking a more appropriate stance toward supporting girls' decision making process as an expression of their freedom of choice while fully acknowledging their sexual and reproductive rights.

Similar to the Development Plan for Public Squares and Parks, the local administration presented the results of this programme based on two different elements. The first one, was a series of focus groups that asked teenagers to comment on all the activities they had noticed or had been aware of during the administration's

term. Programa Crisálida was among the most mentioned programmes by teenagers who also commented on the relevance of these activities and the importance that this issue had for them (Gobernación del Atlántico, 2015e).

The second part of the report, as with the Parks and Public Spaces case, related only to the number of girls that participated on the programme, with the local government claiming success regarding the coverage that was achieved over the period of implementation (Gobernación del Atlántico, 2015e). Clearly, being able to report on the attendance of more than 15,000 young children, adolescents and young men and women, represents an important measure of success. However, since the programme was implemented within the public schools context, it was expected to have this level of coverage.

Despite all of this, the results of Programa Crisálida have contradictions since in another local government report the figures show that the number of teenage pregnancies not only had not decreased, but it had increased over the years the programme was implemented changing from 2.9% in 2011 to 3.3% in 2014 (Gobernación del Atlántico, 2015d). Despite this, the local government claims the increase may be due to different factors that are not related to the actual programme. These factors include lack of use of contraception, social pressure of friends and lack of sexual education within their families. It is relevant to question, whether these issues should have been addressed with the programme to begin with and how the users' preconceived ideas should have been considered when developing this project. Moreover, in the focus groups conducted by the local administration, teenagers recognized that early pregnancy also ended in scholar desertion, which shows that users are more aware of the problem than it was initially reported or assumed.

Evidently, teenage pregnancy is a complex problem, surrounded by many factors that affect and increase the situation. However, regarding this particular case it is relevant

to question the effectiveness of a programme that tackles only one side of the problem and does not analyse the situation from each of the perspectives of the actors embedded in it. In regards to service design's principles and its reported effectiveness in addressing complex issues with a holistic approach, this case evidenced the possibilities for improvement that public services in the Atlantic Department have, to enhance the way public services aimed at vulnerable communities are developed.

In section 3.1, the Kent Teenage Strategy was described and analysed in regards to the projects' strengths and opportunities for improvement. One aspect that was described as key for the Kent Teenage Strategy's strength is the fact that the project aimed to tackle more difficult areas, understanding that the County's rate is comprised of places in which there has been a better performance than others. This is very different from the stance taken by the Programa Crisálida, as the programme did not analyse specific places in the Department, in which more efforts were needed to be implemented. This project's offer was implemented in the same way for all parts of the Atlantic Department, without considering the differences in population within urban and rural areas, for example. This situation, inhibits the programme's ability to impact on more critical areas.

### **3.2.3 Transfórmate Tu Mujer**

The Transfórmate Tu Mujer programme, was initially developed as a result of the situation of many of the women in the Atlantic Department, who have to provide for their families with a single income and usually only with the skills they already have (these include cooking, sewing, making crafts, etc.). It was determined, that 52% of the women in the Atlantic Department, led some kind of economic activity developed within their own homes. This project aimed to generate economic autonomy for single mothers in the Atlantic Department of Colombia, through the development of an educational programme that would teach them basic management skills that would support their already existing abilities. The Atlantic Department's government

determined that a total of 12,000 women would benefit from the programme during the administration's term.

The programme was designed to lead the participating women to economic autonomy, by providing an educational programme that would start with activities that would empower women to have more confidence and better self-esteem. It was also the result of the analysis of the existing skills' programmes available in the Region, that even though are provided for free by the National Government through an institution called SENA, are mainly imparted in the capital of the Department (Barranquilla) and are difficult to access for the majority of the women living in rural areas of the Atlantic Department (Gobernación del Atlántico, 2015c). Moreover, what the local government identified was the need to provide managerial skills to those women, since they already had the skills to provide for themselves. As a difference from the types of programmes imparted by SENA, *Transfórmate Tu Mujer* focuses on how to organize and manage a small business, how to access financial resources or funding to expand their businesses, rather than providing specific production skills.

To participate, the local government established an 'audition' process, in which women would need to present their case through a series of forms and documents that would account for their business idea or their already existing business. Then a group of volunteer experts, classified the ideas presented by aspiring women in regards to their level of innovation and level of development from idea to established business. The selection process also included the assessment of the participating women's level of commitment which was important as the programme consisted of 260 hours of continued education.

This programme was implemented with the aid of a Higher Education Institution, which provided the knowledge of experts in diverse subjects regarding management of small businesses and which was developed as a series of modules divided into three

phases: empowerment, economic autonomy and advisory in microfinancing. Participants were given two manuals which were designed to accompany the educational process, and that would help participants to replicate the knowledge they acquired during the programme. The HEI also provided design services to each of the women who participated in the programme, in order to support their business implementation. As a result, each participant graduated from the programme with a business plan and a brand manual intended to help her in the implementation of her skills. This project received a lot of media attention due to the large number of women participating in it and the novelty within the Department.

In this particular case the local government reported the results based only on the number of women who benefited from the programme, and the apparent success of it as depicted is based on the fact that this project is the first of its kind in the region (Gobernación del Atlántico, 2015e). However, similar with the Programa Crisálida, these types of interventions need to be evaluated based not only on the number of people that benefit from it, but also on how or if the programme actually made a difference in their lives. In this particular case it might be relevant to determine the number of women who are actually putting into practice the skills acquired in the programme and how each one of them perceives a difference in the way they were providing for their families before and after the programme. This fact may relate to the necessity of evaluating results over a longer period of time and directly acknowledging the final users' perspectives.

As compared with successful service design experiences within the public sector in countries different than Colombia, the *Transfórmate Tu Mujer* programme was not developed as a long-term approach to enhance economic autonomy in the women of the Atlantic Department. The aim of this programme is considered a 'wicked' problem, since achieving economic autonomy is not a matter of only acquiring certain skills, but also being able to put them into practice. From what was learned from the



case of the Australian Taxation Office, it is necessary to implement a long-term approach to accomplish verifiable results, which in the ATO's case was tax compliance. In the Transformate Tu Mujer programme, it was not only necessary to assess whether the project led the women to achieve economic autonomy, but also to evaluate if those businesses eventually were formalised and became sources of formal employment, which would really account for the programme's success.

Thus far, the document analysis of the cases of the Development Plan for Public Squares and Parks, Programa Crisálida and Transformate Tu Mujer, evidenced how public services are currently conceived and implemented within the Atlantic Department of Colombia, and allowed the current research to understand the differences with service design's implementations within the public sector in countries different than Colombia. From this comparison it was evident the benefits of applying service design's principles to develop public initiatives. However, also from the comparison of cases from countries different than Colombia with the Atlantic Department, this current research still questioned whether service design would need to overcome specific challenges related to this context, due to its complexity which is defined by high levels of poverty and corruption and low levels of citizen engagement, participation and trust.

### **3.3 Conclusions from the Comparison between International and Local Cases**

After the review of the cases presented in section 3.2, a series of common issues were evident as specific means in which public services could be enhanced in the Atlantic Department of Colombia. The identification of these issues and the comparison with elements of success identified in section 3.1 allowed the current project to define the research question and objectives, and also informed the decisions that were made in regards to methodology. As a summary of the problem analysis, Table 3 presents the Atlantic Department's projects, the level of involvement in each of the project's conception, the channels and/or information used for project conception, the

information included in project's reports and the problems associated with project evaluation.

**Table 3 Summary of Documented Public Interventions in the Atlantic Department**

Name of Project	Level of user involvement in project conception	Channels or information used for project conception	Information included in reports of project's results	Problems associated with project evaluation
Development Plan for Public Squares and Parks	Medium: users express their needs and the project is the result of those claims.	Formal communication channels between citizens and local government: letters, meetings, and complaints.	- Number of public metres rebuilt or developed. - Amount of funds invested in programme.	There is no evaluation on the effects these interventions have had on the areas and the communities in which they were implemented.
'Programa Crisálida' (Chrysalis Programme)	Low: users were not involved in the development of this programme.	-Existing reports on teenage pregnancy. - Existing reports of programmes aimed at reducing teenage pregnancy.	-Number of beneficiaries of the programme. - Report on teenage pregnancy. - Amount of funds invested in the programme.	There is no evaluation on the long-term effect of the programme and the differences with similar initiatives.
'Transformate tu Mujer' (Transform yourself)	Low: users were not involved in the development of this programme.	-Existing reports on number of women who provide for their families. - Existing programmes aimed at developing employment skills.	- Number of beneficiaries of the programme. - Amount of funds invested in the programme.	There is no evaluation on the effect of the programme had on these women.

*Table 3. Comparison between the three selected cases in the Atlantic Department in terms of user involvement, channels or methods used to do it and the information included in project's evaluation reports. It illustrates the weaknesses found in the involvement of users and in the evaluation of results. Source: Developed by researcher*

From the descriptions of each of the cases made in section 3.2 it was evident the low level of user involvement found within the Atlantic Department. Although existing reports on results seem to present a very positive outcome for each of the projects, when further analysing these documents it is evident that such positive outcomes are also the result of a short- or medium-term approach to programmes, constrained to

government terms. This situation in turn, leads to poor evaluation procedures that do not thoroughly measure the effects of each of the public initiatives.

In the case of the Development Plan for Public Squares and Parks, it would be necessary to assess the outcomes in relation to the reasons for conception of the programme. It would be required to evaluate how or if violence has decreased in the areas in which the programme was implemented, if the neighbours feel safer and/or the levels of community use of those new spaces. Similarly, in the case of Programa Crisálida it would be necessary to assess whether the programme does achieve to resonate among teenage girls, in regards to their attitudes towards sexual relations and their consequences. Moreover, what would most need to account for the programme's success is an actual reduction of teenage pregnancies, which in this case did not happen, as it was discussed in section 3.2.2.

In the last case of Transformate Tu Mujer, it would be necessary to assess how users' practices have changed after going through the programme: do they earn more money? Are they more efficient? Has it made a difference in their families' lives? Are these businesses now sources of formal employment for these women? What is evident from all three cases is that to be able to address these issues with programme evaluation, it would also be necessary to have a long-term approach to each of the projects.

From the identification of common elements of success present in cases from countries different than Colombia, the identification of common issues in the actual development of public services in the Atlantic Department, and the comparison between them, it was possible to draw the following six conclusions that led to the definition of the research question and objectives:

The first conclusion relates to the evident need to involve users in projects' development and to integrate their views with those of the other two key actors within the public service system: government agents and providers. Even though some of the programmes in the Atlantic Department account for users' opinions when deciding which projects need to be developed, they are not included in the actual definition of programme's characteristics which means users receive a service that not necessarily encompasses all of or their most relevant needs. As learned from the successful cases from countries different than Colombia, the fact that the three main actors within the system share an understanding of what the service will do and why, accounted for projects' success. This starting point puts all of the actors on the same wavelength on what to expect of the service's outcomes. It is expected that in the context of the Atlantic Department, there is a difference between what users believe a service will do and what government agents and providers think it does. Moreover, it is also expected that other elements present in the complexity of the relationship between the three key actors, could affect this stage within the service design process, due to the already existing conditions of high poverty and corruption, as well a low citizen engagement and trust.

The second conclusion is that achieving that shared meaning of service intent, leads to more flexible and participating co-creation activities throughout the whole service design process as it was evident from the successful cases reported from countries different than Colombia. However, when comparing this situation with the reality of vulnerable communities within the Atlantic Department, it is expected that co-creation would be more difficult to achieve between the three main actors due to the complexity of the relationship among them. Expectations from users, who have been deprived a very long time, may require different approaches. Their level of engagement in the co-creation process might be lower as is their level of participation in citizenship activities, which poses a challenge for the application of service design principles in this particular context. As a consequence, one of the current research

objectives is to understand the relationship among the three key actors, to assess how or if co-creation would be feasible among them.

The third conclusion relates to the transferability of service design methods and tools that have proved to be successful in contexts different to the Atlantic Department's setting. Although the literature suggests the need to adapt methods and tools to different environments, the literature review and the problem analysis revealed that none of the authors, neither researchers nor practitioners, discuss the need to assess or evaluate the conditions of a context before deciding to apply a service design approach, or the possibility that such an approach would not be at all feasible in a particular setting.

The fourth conclusion from the comparison between successful cases and the reality of the Atlantic Department, is the importance of having a strategic design-led approach to public initiatives. Design thinking and service design in different countries 'have filtered into areas such as business management, organizational and policy design practice as a way to resolve highly complex problems. These situations cannot accommodate radical innovation, whereas incremental innovation through design thinking is accessible' (Di Russo, 2015, p.2). This led the current research to conclude that for service design to be able to impact on public policy and innovation, it is necessary to start with pinpoint or small-scale applications within the public sector. In order to start creating awareness among government agents about this issue, and as part of the current research's process, a *Quick-Guide for Government Agents* was created to distribute among public employees and providers within the Caribbean region of Colombia (Available at <https://mdecastroa.com>).

The fifth conclusion relates to the need to have a long-term approach to service design projects within the public sector. Since local government within the Atlantic Department only lasts four years a term, the majority of projects are implemented for

this maximum period of time. This results in a constant change of programmes and procedures that do not allow the iteration necessary in every design project. Service design needs to be iterative and this situation affects the feasibility of high-impact service design projects within the public sector in the Caribbean region of Colombia. In the Colombian case, incremental changes or pinpoint interventions with service design within the public sector, could help to reduce these issues and manage to make changes over longer periods of time.

Finally, the sixth conclusion relates to the evaluation of projects within the public sector. Regarding validation procedures, the local government in the Atlantic Department presents its projects' results referring only to the number of users that benefitted from each of the programmes, or the amount of funds allocated. The evaluation and further public reports on the apparent success of each of the programmes are based on figures that usually change from non-existent to a specific amount. Moreover, there is a lack of user involvement during the evaluation process of public services or programmes and within the current situation if users were involved in evaluation procedures, some of these results would need to be tested over a period of more than three or four years.

It is relevant to state that academics and practitioners on service design still refer to this issue as in need of further research. From the literature review and successful cases from countries like the UK and Italy, it is inferred that, since the service systems in which service designers had to work were of a complex kind, an improvement in the effectiveness of the service could easily be perceived. Users normally perceive government services as low on efficiency and full of bureaucracy, that is why any intervention that improves these services' efficiency would be well received by users and also by other actors embedded in the service system. It could be argued that the apparent success that is presented in articles that describe service design cases is based on the perceived improvement of performance. Most of the projects' main objective is to improve user satisfaction, which needs to be measured before the

service design approach is implemented and after, in order to proof that the changes in perspective and the adjustments in the service system actually achieved what they needed to.

Finally, although service design research fundamentally states the need of iteration in the process, the literature review and the documented cases of service design within the public sector worldwide, lack information that actually presents this part of the process. The information available in the reports and description of public service design initiatives, usually includes a description of the situation or context, the methods used to engage users to ideate, prototype and eventually arrive to a conclusion, but do not necessarily narrate the challenges and or obstacles related to the iteration process. Despite all of this, for the purposes of the current research, validation procedures were not included in the project's aims, because it was part of a bigger scope that needs to be further analysed in a separate investigation.

### 3.4 Research Questions and Objectives

Having presented a literature review and according to the conclusions that arose from the gap analysis, I was able to define the research question, aim and objectives. From what was learned from successful service design cases like the Love Lewisham programme and the Kent Teenage Pregnancy Strategy from the UK, and the comparison with the Atlantic Department's projects like Programa Crisálida and Transfórmate Tu Mujer, there is an evident need not only to involve users in projects' development, but to also integrate their views with those of the other two key actors within the public service system: government agents and providers.

Even though the analysed programmes in the Atlantic Department account for users' opinions when deciding which projects need to be developed, it was established that they are not included in the actual definition of programme's characteristics. As learned from the successful cases from countries different than Colombia, it is necessary for at least the three main actors within the service system to share an understanding of what is the service's main intent. If users, government agents and providers share this understanding of what the service will do and why, they will all be clear of what to expect from the services' outcomes. Moreover, when the three key actors share an understanding of the service's intent, value co-creation is more easily achieved, thus allowing a more appropriate service development. It is expected that in the context of the Atlantic Department, there is a difference between what users believe a service will do and what government agents and providers think it does. Considering all of this, this project aims to answer the following question:

*In what way do the differences in the shared understanding of intent between the three key actors (users, government employees, providers) affect value co-creation in the development of public services in the Atlantic Department of Colombia?*



Additionally, due to the high levels of poverty and corruption, and the low levels of citizen engagement and trust, it is expected that the relationship among the three key actors lacks the balance necessary to achieve true value-cocreation. Therefore, the current research's aim is *to identify the ways in which the complexity of the relationships between the three key actors impacts on the co-creation of public services in the Atlantic Department.*

In order to answer the research question, and achieve the current research's aim, three research objectives were established. Even though it is expected from the literature review and problem analysis, that the three key actors of the service system in the Atlantic Department, do not share an understanding of the service's intent, first it was necessary to determine whether this was the case or not. To do this, a case study was developed based on an existent public programme in the Atlantic Department, which will be further detailed in section 4.0 of this thesis. Thus, the first research objective was *to identify if there is a shared meaning of intent between the three key actors of a public service system in the Atlantic Department, and if not to understand why.*

Moreover, the current research has already presented the context of the Atlantic Department in regards to public services aimed at vulnerable communities, especially those living under deprived conditions. From this depiction, it was established that the context of the Atlantic Department is defined by high levels of poverty and corruption and low levels of citizen engagement, participation and trust. Because of this, it was necessary to establish a second research objective in order *to understand the relationship between the three key actors within the public service system in the Atlantic Department.*

Since the current research is of a professional kind, it was necessary to provide practitioners within service design, with an outcome that would be useful to approach

complex contexts as the one described in the Atlantic Department. For this reason, the third research objective is to *develop a new service design process, useful for practitioners aiming to apply a service design approach within complex or unknown contexts.*

Finally, in order to explain and provide guidance to service design practitioners on this new process, the fourth aim is to *develop a guide for service design practitioners, useful for understanding the need to add an extra stage to the service design process, when working on a possible complex or unknown context.*

To summarize, the current research aims to *identify the ways in which the complexity of the relationships between the three key actors impacts on the co-creation of public services in the Atlantic Department.*

In order to do this, the following research objectives were established:

- To identify if there is a shared meaning of intent between the three key actors of the public service system in the Atlantic Department and if not to understand why.
- To understand the relationship between the three key actors within the public service system in the Atlantic Department.
- To develop a new service design process, useful for practitioners aiming to apply a service design approach within complex or unknown contexts.
- To develop a guide for service design practitioners, useful for understanding the need to add an extra stage to the service design process, when working on a possible complex or unknown context.

## **4.0 Case Study**

### **4.1 Discussion of Methods**

Considering the complexity of the context of the Caribbean region of Colombia, and the research questions that were identified with the literature review and problem analysis, it was necessary to define the appropriate methodology to conduct this study. I believed it was relevant and coherent with the nature of the research to frame it within participatory inquiry as it encompasses the involvement of researchers and subjects in the inquiry process, 'so that the reality they experience is co-created' (Reason & Riley, 2003, p.206). This way, the research process is done together with the aid of subjects, rather than by 'researchers on other people' (Heron & Reason, 1997, p.284). This is particularly relevant for the development of the current research, as this perspective allowed me to become part of the investigation, which is also coherent with what is expected of an investigation in the context of a professional doctorate and within design.

Moreover, this framework allows the research to be focused on the user, but also allows for knowledge to be co- created through the process as subjects participate in the actual design of the research. Since the main object of this research is a service system, ontologically, this project was conducted with a dualistic perspective, which understands service systems as the conjugation of actors embedded in social structures (Tronvoll et al, 2011). This perspective is based on structuration theory that analyses social systems in terms of its structure and its agents.

Structuration theory studies the interaction of actors and social structures and recognizes the fact that one cannot exist without the other (Giddens, 1984). This perspective allows the identification of the views of all the objects of research, in order to understand the complexity of the situation (Creswell, 2012). I have already described the complexity of the context within the Caribbean region of Colombia (cf. p.9), which is why structuration theory was selected to further determine the appropriate methods to conduct this study.

As it was discussed in sections 2.5 and 3.1, practitioners need to account for different factors that affect the design process and the interaction with all the actors embedded in the service system. To determine the most appropriate method to conduct this study, it is also relevant to understand the role knowledge plays within service design and the different kinds of knowledge found within a context. It is inferred from the literature review that service design's approach has been applied in different countries without making a distinction in the way users within those places know.

Experiential knowing refers to a person's ability to understand the world around him/her, through experience and direct encounter (Heron and Reason, 1997). It means making sense of the world by 'living' and experience face-to-face interactions with the elements in it and can be further separated into explicit, implicit and tacit knowledge (O'Brien, 2006).

The concept of tacit knowledge, which was introduced in 1958 by Polanyi, relates to a person's ability to acquire knowledge by having direct contact with what they wish to know. Moreover, it is believed that tacit knowledge it is not easily shared amongst individuals, as every person needs to experience it to be able to understand it and cannot always share it explicitly with others. For the purpose of the current research, understanding how people in vulnerable conditions 'know' the world and how they experience it, constitutes an important step to understand how service design could aid in those types of situations.

The works of authors as Engeström, Miettinen & Punamäki, (1999) and Argyris (1993) have also aimed to understand how we know through action and how we put knowledge into action. The complexity of service systems demands for a better understanding of how members of a community do things and how they have learned to do them. It has previously been found, through designer's interventions that people in vulnerable communities living under deprived conditions could resist to any change that would imply for them to do things in a different way than the one they already know (Margolin & Margolin, 2002).

Because of all of this, and taking into account what this research aims to do and the complexity of the Atlantic Department defined by high levels of poverty and corruption and low levels of citizen engagement and trust, the case study method was identified as an appropriate method to conduct this research as its best use is to add 'to existing experience and human understanding' and 'might be used to expand and enrich the repertoire of social constructions available to practitioners' (Gomm, Hammersley & Foster, 2009, pp.32; 60).

Moreover, since this research does not intend to find causal relationships or final answers, the case study method proved to be useful in giving sense to the context under study, within the framework of social sciences, 'instead of giving policy makers (i.e. government agents or commissioners) answers, help them frame policy questions' Weiss cited by Gomm, Hammersley & Foster (2009, p.60). Case studies allow the involvement of the researcher and participants, but also the depth that enables the interpretation and recognition of the uniqueness of the context (Yin, 2003; Gomm, Hammersley and Foster, 2009). It is not its purpose to generalize, but to reflect on the particularities of the setting, which was necessary as the context of the Atlantic Department has already been described as different to those of developed economies.

Since the current research is framed within participatory inquiry (relevant to design research), in which knowledge is accumulated through a dialectical process, a common way of transferring that knowledge within practice is through case studies. This is why within service design it has been the main method in which academics have shared knowledge over the last 20 years as examples from researchers like Prendiville, Edvardsson, Maulding, McManuss, Barrett, Valdersness, Reason, Sangiorgi, Meroni have shown earlier in sections 2.0 and 3.0 of this thesis. To choose an appropriate case study for the current research, the following selection criteria was established: 1. the case had to be of public nature, as this is the main concern of the current research, 2. the case had to be embedded in the context of the Atlantic

Department due to the differences in poverty levels that have been described in section 1.0 of this thesis and its differences from other parts of the country, 3. the case had to be a programme aimed at vulnerable communities, specifically to those living under deprived conditions, 4. the case had to be set in an environment with the previous criterion, but not be an extreme case that wouldn't allow transferability and validity of results (Gomm, Hammersley and Foster), 5. the case had to be an initiative of the Atlantic Department's administration at the time of data collection, because co-creation was defined as a value in their Development Plan.

It is relevant to acknowledge the concerns that usually arise about case study's limitations in regards to generalizability and transferability. As a researcher, I am aware of the fact that the results of this particular case study within the specific context, in which it was analysed, are not necessarily generalizable to every other within public service design. However, as a practitioner, concerned with the specific particularities of the context in which I work, research's purpose is not generalization. As claimed by Gomm, Hammersley & Foster (2009, p.59)

*...Research can only function as a heuristic; it can suggest possibilities but never dictate action. It may well be that case study research can fulfil this function as well, or possibly even better than more traditional approaches to research.*

The current research aims to provide an understanding of the differences, similarities and obstacles that service design practitioners may find when approaching contexts new to them, especially those that involve users that may be vulnerable in any way and which may be surrounded by other elements like high corruption in public service and that could have low levels of engagement and participation with other members of the service system. However, it does not intend to establish that those issues would be present in the exact same way as the ones that this study found, but rather to make practitioners aware of the possible situations they may find along the way. The above-

mentioned, leads to the discussion of transferability, which is also a concern for academics in regards to case studies.

According to Lincoln & Guba (1985) transferability, rather than generalizability, relates to the similarities between two different research contexts. That is to say, if something is applicable for the first one of the two, and the two contexts share certain elements, then that result would also be applicable for the latter. However, Lincoln & Guba state: 'the final judgement on whether results are transferable to another context is vested in the person seeking to make the transfer' (Lincoln & Guba as cited by Gomm, Hammersley & Foster 2009, p.63).

Gomm, Hammersley & Foster (2009, p.65) suggest that investing the researcher with the power to decide whether results from a study are transferable to another context, might pose additional problems and validity issues. In turn, they go back to the concept of knowledge presented in this section (cf. 116), to explain the role case studies and the involvement of researcher with subjects play to create understanding of a situation:

*The creation of a common set of meanings requires that each participant in an interaction imaginatively 'take on the role' of the other participants.*

By interacting with the subjects within a particular case study, the researcher is able to create meaning through experience, which allows him/her to better understand the reality of a specific context. This was the case with the current research, which also helped further develop questions that would be useful for other researchers interested in service design within the public sector, but also for practitioners aiming to work within complex contexts and with vulnerable users.

From this point of view, the case study is an appropriate method to undertake research projects that entail the interaction within complex social systems and are more suitable specifically when working in applied fields such as service design. Finally, to increase the validity of the results, this research used multiple sources of information (Yin, 2003), as it will be explained in section 4.2.

#### **4.2 Description of Main Case Study**

In section 1.0 of this thesis, I presented some of the main issues related to poverty in Colombia and in the Atlantic Department. However, in order to present the particularities of the case study that was developed, it is also relevant to expand the information available about the population of the project.

The Atlantic Department is located in the Caribbean region of Colombia, and is the third smallest in the country, with an area of 3,386 Km<sup>2</sup>, which accounts for 0.29% of the total extension of the country. Its population of approximately 2,480,000 people has seen an increase of 14.93% in the last ten years, with a notorious concentration in the metropolitan area, comprised by the department's capital Barranquilla, and the four towns in the suburban area: Soledad, Malambo, Galapa and Puerto Colombia (Gobernación del Atlántico, 2016). In 2016, when the government's period started, the Atlantic Department's Government developed a plan to address the more important issues that this particular administration established as priorities for its term.

At the time, the poverty levels, as recorded by the index of Unsatisfied Basic Needs (UBN) registered a significant effect on the living conditions of the population located in the rural towns compared with those of the metropolitan area. Table 4 shows the percentage of people living with unsatisfied basic needs, measured for each of the towns of the department. Those records from 2012, showed a precarious situation, which was significantly more acute in the rural areas of the department.



**Table 4 Poverty related to Unsatisfied Basic Needs – 2012**

Town or Municipality	Main area of Town or Municipality %	Rest of the town %	Total %
Barranquilla	17,70	21,73	17,72
Baranoa	25,81	31,80	26,82
Campo de la Cruz	63,61	58,16	62,86
Candelaria	84,99	44,41	74,22
Galapa	37,57	53,27	39,19
Juan de Acosta	28,10	35,81	30,95
Luruaco	56,46	45,18	50,54
Malambo	31,77	32,93	31,84
Manatí	55,45	72,17	57,14
Palmar de Varela	37,37	47,92	37,66
Piojó	53,50	54,56	54,03
Polonuevo	32,01	50,14	35,36
Ponedera	48,37	51,81	50,03
Puerto Colombia	25,53	22,36	24,74
Repelón	58,11	40,60	52,33
Sabanagrande	40,05	36,21	39,88
Sabanalarga	36,67	47,62	39,14
Santa Lucía	60,66	54,42	60,00
Santo Tomás	33,00	50,11	33,84
Soledad	24,01	58,67	24,07
Suan	55,98	43,82	55,40
Tubará	32,20	40,62	35,90
Usiacurí	42,00	55,27	43,28

*Table 4. Illustrates the differences in poverty indexes between Barranquilla, the main capital and city of the Department and the rest of its towns. The towns of Galapa, Malambo, Puerto Colombia and Soledad are considered part of the metropolitan area surrounding the capital, which also explains the differences in poverty between these three towns and the rest of the rural areas. Source: Gobernación del Atlántico, 2016.*

This issue was identified as a priority for the local government and several programmes were developed to address it, based on the need to work on the elements that have a direct impact on the multidimensional poverty index: 1. education, 2. childhood and youth conditions, 3. health, 4. employment and 5. access to domiciliary public services, and housing conditions. To contextualise this issue, it is important to mention that the Multidimensional Poverty Index measures the housing conditions

in regards to: clean water access, sewage access, flooring materials, external walls' materials and overcrowding. Families are considered vulnerable if there are three or more people per room in one house, if the external walls are made of wood, tables, zinc, cardboard, textile or if they have no walls at all; and if flooring is made of earth, sand or mud (DANE, 2009).

Specifically, in relation to the housing conditions of the Atlantic Department, the Development Plan established that in 2016, there was a 14% quantitative deficit and a 25.8% qualitative deficit, due to families' inability to acquire or enhance their own homes. This was also evident in the fact that in many cases, more than one family lives in one home, which directly affects their quality of life with low childhood development, increased risks of accidents, sexual abuse and loss of human lives (Gobernación del Atlántico, 2016). The development plan then established as a goal for the end of the term (2019), to lower the quantitative and qualitative housing deficit levels to 6% and 11% respectively, and to enhance over 1.000 homes during that period (Gobernación del Atlántico, 2016).

It is relevant to mention that getting access to a case study posed a challenge for the purpose of this research. The process of requesting and obtaining access to a specific programme that would serve as the main case study, started to reveal the challenges that practitioners in the field face in contexts such as the one in the Atlantic Department. The first challenge was achieving interest in the study by a middle manager within public service. This was achieved twice for two different services, however, during the formalization process of that access, those middle managers were no longer running the programme or able to grant access. During this process, I was able to start analysing the environment service designers would need to face when working within the public sector in the Caribbean region of Colombia including having to deal with the lack of awareness of the term and the lack of interest in

allowing researchers to access information or propose different approaches to solve public interests.

After this process, access was granted for the Atlantic Department's Government Home Improvement Programme. Thus, this became the main case study of the current research in order to address the research question and fulfil the project's aim and objectives. The programme, which received an allocation of 488,362,490 COP (126,000 GBP approximately), consists of specific interventions in selected homes that would not comply with the minimum requirements established by the Housing Conditions element in the Multidimensional Poverty Index, and could be lacking appropriate construction materials, sanitary equipment, or needed kitchen improvements to reduce the risk of diseases and improve the families' overall health (Gobernación del Atlántico, 2017). This programme was selected based on the level of access to users, providers and local government actors available combined with the information provided by the local government through public access documentation and reports. Moreover, the programme complied with all of the selection criteria, which was described in section 4.1.

This programme was part of a National initiative aimed at reducing poverty in Colombia, by directly improving the qualitative deficit of vulnerable citizens' homes. The Operative Guide for the Home Improvement Programme made by the National Government through the Social Prosperity Department, explains in detail how the programme would operate, giving details of how each of the stages of the process would be put into action. In the Atlantic Department the programme was announced by the local government through mass media, public announcements and through the information displayed on their web page.

To enter the programme, families would register their homes as candidates for the benefit via a web page, enabled by the National Department of Social Prosperity, in

which a family member would fill out an online form. For those people who did not have access to Internet services, computers or mobile phones, applicants could go to a physical facility in which they would receive aid for this process. The Operative Guide explains the procedures to identify possible beneficiaries and how to assess their eligibility based on the criteria established by the National government. Eligibility criteria for the recipients of the benefit was based on families' conditions of either being victims of the war conflict in Colombia, being community mothers for the ICBF (Colombian Institute for Family Welfare), having a family member with a disability, members of Red Unidos or families with SISBEN III score<sup>4</sup>. All of these conditions are monitored and assessed by the National Government through different institutions, and in the case of the Home Improvement Programme, possible beneficiaries needed to provide valid information that would confirm their status. This eligibility was then assessed through a home visit in which the conditions of the house would be evaluated to determine whether it needed the improvements or not.

After the registration process, families would receive confirmation that they were in fact eligible for the programme, and would then enter a raffle to benefit from it. Because of the large number of applicants, the allocation of resources had to be made through a raffle, which evidences the severity of the situation, not only in the Caribbean region of Colombia, but in all parts of the national territory. Interestingly, the National Operative Guide for the Home Improvement Programme explains with detail how the lottery process needs to be done, but does not explain why this is needed. Moreover, in the Operative Guide it is assumed that there will be a larger number of candidates than resources to benefit them all, so that is why beneficiaries are entered into a lottery to 'win' access to the aid (Prosperidad Social, 2016). The way in which this process was designed not only evidences that Colombia obviously lacks

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<sup>4</sup> Red Unidos is a National strategy of the Colombian Government, for overcoming extreme poverty conditions.

SISBEN is a score system that classifies members of the Colombian population in relation to their socioeconomic conditions and identifies them as beneficiaries of social initiatives.

all the resources needed to help families overcome poverty, but also shows how the design process of this type of intervention uses a selection criterion assumes a one-size-fits-all approach to a problem that not all of the users have in exactly the same way. By entering all of the possible beneficiaries into a raffle, the local government fails in recognizing that some users might need the aid more than others, and as a result of the raffle these citizens may lose the opportunity to receive the benefit of the programme.

The National Operative Guide also establishes that the contractors' bidding process is done simultaneously while beneficiaries are being identified and assessed (Prosperidad Social, 2016). It is important to note that during the evaluation of possible candidates, their houses are examined to determine whether they are eligible for the programme, but because at this point of the process contractors have not been selected, they are not part of this important stage in the development of the service's characteristics. As a result, providers get involved with users and their homes only later after the candidates have been selected and resources have been allocated to start the preconstruction and construction process. This is a clear example of how the late involvement of contractors inhibits their ability to understand their users earlier in the service development, thus making it more difficult and less personal than it would be recommended for this kind of programme.

Specifically, within the Atlantic Department, the programme was developed to affect rural areas, but also some of the towns within the metropolitan area. The case study was based on one of the towns within the metropolitan area, Puerto Colombia, which is shown in Table 4 with a poverty index in relation to unsatisfied basic needs of 24.74%. It was appropriate to use this particular town as a case study for different reasons. First, as the index shows, this is not the most extreme condition within the region, which allows for the conclusions to be transferable relatively to those of more extreme ones within it. Puerto Colombia is very close to the main city of the

Department, Barranquilla, which makes it also a suburban area where many wealthy families also live. It is highly connected with Barranquilla, and many of its inhabitants commute every day to work there. Because of this, the population of Puerto Colombia is not as vulnerable as in other places of the Department where illiteracy is also an issue. According to Gomm, Hammersley & Foster (2009), it is appropriate to choose case studies based on this criterion, as it would allow for the conclusions to also be valid relatively to the conditions of the most extreme cases.

To conduct the study, a series of in-depth interviews were undertaken by approaching groups of participants representing the three key actors of the public service system for the Home Improvement Programme: government representatives, providers, and users. The Social Sciences, Arts and Humanities ethics committee at University of Hertfordshire approved all of the interactions with subjects according to an explicit ethics protocol numbered CTA/PGR/UH/03159 (See Appendix 1).

A guide was developed to conduct the interviews (See Appendix 2) and meetings were scheduled with subjects either in their places of work (government and providers), or at their homes (users). The questionnaires had the same structure for all three groups of participants, starting with an introduction of him or her and what they did for a living and who did they live with, and then moving on to questions regarding the programme. Participants were given an information sheet and a consent form to participate in the study and to record the interviews. The data was recorded on audio files (with participants' consent) and information was kept secure by making the files accessible only with a password and by allocating an anonymity code to each participant. The table linking anonymity codes to participants was kept separate from the interview data. As a result, the participants remained anonymous for the purposes of the study. Even though, it was anticipated that there might be a problem with literacy on behalf of the group of users, this was not the case. Tables 5, 6 and 7 present

the profiles of participants of the study, although more detail of each of the participants' conditions will be further discussed in section 4.3.

**Table 5 Profile of Government's Participants (Group A)**

Identification	Years as employee	Role within government
Participant 1A	5	Manager of different Department's programmes.
Participant 2A	3	Senior manager of different Department's programmes.
Participant 3A	6	Assistant who helps with the organization and operationalization of programmes within the Department.

Source: Developed by researcher

**Table 6 Profile of Providers' Participants (Group B)**

Identification	Years as provider	Role as provider
Participant 1B	7	Supervisor of construction sites for different programmes supplied by his employer to the government.
Participant 2B	5	Supervisor of construction sites for different programmes supplied by his employer (different from subject 1B) to the government and to the private sector.

Source: Developed by researcher

**Table 7 Profile of Users' Participants (Group C)**

Identification	Age Group	Gender	Marital Status	People in household	Occupation Status
Participant 1C	56-60	Female	Married/cohabitating	5	Unemployed
Participant 2C	36-40	Female	Married/cohabitating	7	Employed
Participant 3C	26-30	Female	Single	5	Employed
Participant 4C	41-45	Male	Married/cohabitating	4	Self employed
Participant 5C	36-40	Female	Married/cohabitating	6	Unemployed
Participant 6C	46-50	Male	Married/cohabitating	6	Employed
Participant 7C	51-55	Male	Single	4	Self employed
Participant 8C	26-30	Male	Single	5	Employed
Participant 9C	20-25	Female	Married/cohabitating	6	Unemployed
Participant 10C	51-55	Female	Married/cohabitating	6	Self employed

Source: Developed by researcher

Finally, it is relevant to mention that the programme has been implemented over the last three years in stages that have benefitted different parts of the Atlantic Department. When I first started the data collection process, in 2017, the Puerto Colombia stage was being implemented, which allowed for all of the participants to be able to discuss it as it was being run. For government agents and providers, their experience had been longer as they had been familiar with the programme during all of its implementation process; whereas for users, their experience had been shorter as they had only been familiar with it for less than a year. Section 4.3 will present the analysis of the case study, based on the results of the in-depth interviews and the document analysis.

#### **4.3 Main Case Study Analysis**

In section 4.2, the difficulty to get access to a case study was mentioned as one of the obstacles the current research had to overcome to fulfil its purpose. As a researcher I could sense the lack of trust from government agents when trying to convince them to grant access to a case study, even though I had thoroughly explained that the purpose of the research was merely academic and that I would be able to share the results, in order for them to use them at their leisure. This situation showed from the beginning of the data gathering process, the reluctance of government agents to work with different types of methodologies or to have a researcher put a lens into how projects are managed and conceived. Even though I never asked to see sensitive information (i.e. contract allocation or expenditure), I still needed to ask repeatedly to get collaboration from the key subjects of the study. Finally, and thanks to the intervention of someone from a higher position, I was able to access the Home Improvement Programme that eventually became the case study for this research.

After I was granted the access, one of the government agents who was the first point of contact with the programme, provided the information to access other agents and providers involved in it, and also users that had been benefitted from the



programme in a particular town within the Atlantic Department, Puerto Colombia. In total, 15 interviews were conducted: 3 with government agents, 2 with providers and 10 with users (See Tables 5, 6 and 7 cf. 127, 128). According to Yin, (2003), interviews need to reach at least eight participants to achieve data saturation. Empirical saturation was achieved with the group of users, who were members of the larger population in comparison with the other two groups. The number of interviews conducted allowed me to get to this point and thus make the analysis. It is also important to mention that participants did cooperate during the interviews and were generous with their time to answer all of the questions.

To build theory from the data gathered, grounded theory was used to allow the emergence of knowledge from the information that was gathered. Grounded theory was first introduced by Glaser & Strauss (1967) and has since been further developed by both authors in their subsequent work. Grounded theory as a method, states the need to identify and integrate categories of meaning from data, in order to make sense of the information and establish relationship among it (Strauss & Corbin, 1990). To contrast the information from the three different groups, I used open coding to categorise and summarise the data. This procedure allowed me to highlight the relevant information and to be able to compare the differences and similarities in the mind-sets of each of the three groups that were interviewed. The coding was made based on the participants' responses to the questions, and from there I was able to identify four different categories. Some of the categories arose directly from the questions that I asked to each of the groups, which were a result of the problem analysis. Two of the categories however, arose from the analysis of participants' responses to the questions and were identified as repeated elements present in the data.

The four categories are:

- a. Objective – Intent of the programme.
- b. Effects and/or Consequences.
- c. Complexity of Relationship
- d. Co-creation Challenges

In section 3.3, I mentioned the importance of a shared meaning of intent, between the key actors of a service system, which was described by Di Russo (2015) as a necessary element to achieve co-creation among them. All of the groups were asked in the first part of the interviews to describe the Home Improvement Programme and to mention what they thought was its main objective. The aim was to search for each of the key actors' groups meaning of intent regarding the programme. The coding process allowed me to identify all of the concepts and elements that referred to the objective or intent of the programme that arose within the narrative of each participant.

It was already mentioned in section 4.2, that the objective of the programme is described by the local government as part of a bigger initiative that seeks to impact the multidimensional poverty index within the Atlantic Department, by providing basic elements that are lacking within some communities' environment. When asked about the programme's objective government employees were very emphatic to say that the service was provided *through* the improvement of the homes, but that the main objective was to enhance users' quality of life by giving them the elements necessary to reduce diseases, in other words, by improving their overall health and living conditions. Government agents see the service as part of a bigger initiative that implements a public policy aimed at overcoming poverty conditions in deprived areas.

For example, Participant 1A, who has been a manager of different public programmes within the Atlantic Department for the last five years, when asked about the Home Improvement service's intent said:

*This programme aims to impact the lives of families, by giving them a more adequate home to live in. Its main objective is to help families overcome one of the poverty traps that are measured with the Multidimensional Poverty Index as part of the National government initiative to help families in need.<sup>5</sup>*

In Participant 1A's opinion, the programme's intent is to impact families' lives and to help them overcome poverty. Moreover, Participant 1A, clearly connected the project with the National initiative for overcoming poverty.

When asked about the programme's intent Participants 2A and 3A had similar responses although not as elaborate as Participant 1A's. Participant 2A is higher in the hierarchy level from Participant 1A, and her answers were very succinct due to time constraints, however this participant also explained the programme as a long-term initiative. On the other hand, Participant 3A is an assistant and has been working in the Department longer, albeit on a more operative role. Participants 2A and 3A described the programme's intent as follows:

*Participant 2A:*

*I think this programme is great because it helps people who have lived on very poor conditions for many years. We believe its effect will come little by little. Immediately they (beneficiaries) see the changes in their homes, that is tangible almost immediately, but in the long run we hope that this will help them have better health conditions and wellbeing, which will also help them overcome other poverty indexes.<sup>6</sup>*

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<sup>5</sup> In Spanish as it was stated by participant: *Este programa pretende impactar las vidas de las familias, ya que les entrega una casa más adecuada para vivir. Su principal objetivo es ayudar a las familias a superar una de las trampas de la pobreza que son medidas con el Índice de Pobreza Multidimensional como parte de la iniciativa del Gobierno Nacional para ayudar a familias necesitadas.*

<sup>6</sup> In Spanish as stated by participant: *Yo creo que este programa es muy bueno porque ayuda a las personas que han vivido en condiciones muy precarias durante muchos años. El efecto nosotros creemos que poco a poco se va dando. Inmediatamente por supuesto ellos ven el cambio en sus hogares, eso es tangible casi que inmediatamente y en el largo plazo esperamos que esto les ayude a tener mejores condiciones de salud y bienestar que además les ayuden a superar los otros índices de pobreza.*

*Participant 3A:*

*This HIP is thought of as a means to make people feel good about their houses and to improve their living conditions.<sup>7</sup>*

As was evident from their comments, government agents understand the role this specific programme plays, in relation to national government initiatives and are able to connect its intention with that of the national goal of overcoming poverty conditions within Colombia's population. Moreover, they manifested an understanding of the programme more in terms of the long-run effects that the improvements in peoples' homes may have. In the words of Participant 2A:

*We believe that if we help families with the current state of their homes, we will be taking a step further the enhancement of their overall living conditions. Even though the improvements may seem of a small scale, in the long term they would help families improve their quality of life and health conditions<sup>8</sup>.*

It is evident that the higher the level within the local government's hierarchy, is clearer the way in which the programme's intent is described. The high levels of bureaucracy within the local government prevent agents from more operative roles to fully understand the intention of the public initiative and its main goal, which could be a programme when delivering such service.

On the other hand, when approaching the providers, I started to find slight disparities in their discourse that indicated differences in their understanding of the programme's intent. In their case, providers acknowledged that they were making a

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<sup>7</sup> In Spanish as stated by participant: *Este programa está pensado como un medio para que las personas se sientan mejor con sus casas y mejorar sus condiciones de vida.*

<sup>8</sup> In Spanish as it was stated by participant: *Nosotros creemos que, si ayudamos a las familias con el estado actual de sus casas, estaremos ayudándolos a dar un paso adicional en el mejoramiento de su calidad de vida. Aunque las intervenciones pueden verse de menor escala, en el largo plazo éstas pueden ayudar a las familias a mejorar su calidad de vida y sus condiciones de salud.*

difference in people's lives by working on the improvement of their homes, but did not necessarily explain the service's objective in the same way as the government agents did.

For example, Participant 1B, who is a supervisor of construction sites for different programmes supplied by his employer to the local government, and who has worked in similar initiatives for over 7 years, when asked about the programme's intent said:

*I would say this programme helps families have better living conditions by making small adjustments that however make a huge difference in their comfort and dignity.<sup>9</sup>*

It is evident from Participant 1B's response that he believes that the main intention of the programme is to impact on the physical aspects of the living conditions of families, which he believes will also have an effect on what he considers dignifies their existence. However, Participant 1B, does not relate the programme to the National initiative or to the long-term effect that is supposed to have on users.

Similarly, Participant 2B, who is also a supervisor of construction sites, but who works for a different employer than Participant 1B, describes the Home Improvement Programme as a means to make families happier. In his words;

*The best way to describe it is to make families happy. By having a home that 'looks nice', people feel better about them.<sup>10</sup>*

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<sup>9</sup> In Spanish as stated by participant: *Yo diría que este programa ayuda a las familias a tener mejores condiciones de vida, a través de pequeñas mejoras que hacen una gran diferencia en su comodidad y dignidad.*

<sup>10</sup> In Spanish as stated by participant: *La mejor manera de describirlo es que hacemos familias felices. Las personas se sienten mejor consigo mismas solo por tener una casa que se ve más bonita.*

From Participant 2B's perspective the aim of the programme is to impact on users' emotional state. By mentioning happiness and 'feeling better', this provider implies that the programme goes beyond the physical interventions that each house receives, to really impact on the feelings of users who benefit from it. This is also an evidence of the higher level of emotional involvement that providers get to have with users, as they are witness of the families' response to the overall results.

From providers' answers it is evident that providers believe the main intent of the project is to improve users' homes, which will give them better living conditions and would make them more comfortable. However, neither Participant 1B, nor Participant 2B, connected the programme with the National initiative and did not talk about the long-term effects that the programme supposedly aims to have. One of the providers mentioned that the aim was to give them dignity, by giving them a better way of living, and explained that as providers they are asked to perform a particular task, but are not necessarily informed of the reasons behind it. In the words of Participant 1B:

*As providers we bid for government contracts by looking at the terms and conditions published and making an offer within those terms. We are always concerned about making a proposal that is as feasible as possible, but in this case, we also rely on the information that is gathered about each house and make decisions on the type of adjustments needed in that particular house and the costs associated with them<sup>11</sup>.*

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<sup>11</sup> In Spanish as it was stated by participant: *Como proveedores nosotros licitamos por contratos con el gobierno, a través del estudio de los términos de referencia y condiciones publicadas para las cuales presentamos una propuesta que se ajuste a dichos términos. Siempre nos preocupamos por hacer una propuesta que sea lo más realizable posible, pero en este caso también dependemos de la información que se recoge en cada casa y tomamos decisiones sobre el tipo de intervención que se necesita en cada caso y los costos asociados al mismo.*

In regards to the programme's intent, none of the providers mentioned a relationship with that particular initiative with that of the National government. Even though this should be a very important part of the development process, because of the moment and way in which providers are integrated into local government programmes, this lack of information is not unusual. As a result, I started to see the incompatibilities of this way of working with the co-creation processes that are needed to implement service design projects within the public sector.

In contrast to the perspectives of government agents and providers, users explained the service in a very different way. It is important to mention that users were overall very grateful to the local government for improving their homes and, this particular element was again acknowledged in the effects and consequences category. However, when asked about what they thought was the service's main objective, their answers were mostly related to physical interventions and not to the reasons they needed them in the first place, apart from those strictly related to the physical conditions of their homes and not their overall wellbeing. Earlier in section 4.2 I presented tables 5, 6 and 7 with participants' profiles, however, it is relevant to understand each of the users' own situation in order to fully comprehend their own perspective in regards to the Home Improvement Programme and its main intention or aim.

For example, Participant 1C, describes herself as an 'obligated housewife' ever since she lost her job two years ago. She lives with her family comprised of herself, her husband, two kids and two nieces who live with them. They moved to Puerto Colombia from Galapa, another rural town with the Atlantic Department, because her husband got a job in Barranquilla and it was closer and easier to get to. She has lived in Puerto Colombia for over ten years, and when asked about the Home Improvement Programme's intent, she said:

*I think it looks to make our home more beautiful and comfortable for us. Isn't it?*<sup>12</sup>

In her response, Participant 1C, showed her understanding of the programme's intent in regards to the physical intervention that her house received. Interestingly, other participants from the group of users, described the programmes intent in a similar way. For example, Participant 8C, who is a young man living with his mother, father and two younger brothers, described the programme's intent as:

*Help people from Sisben have nicer houses. In our case they gave us flooring and painted the front of my house. It now looks like a proper house.*<sup>13</sup>

Once again, the programme is described in regards to the physical interventions, although in Participant 8C's case is also related to Sisben, which has been previously been explained is a scoring system developed by the National government to identify citizens who are living under deprived conditions and which helps public authorities to target its initiatives to these members of the population.

Participant 4C, who sells fruits at a local open market, is a married man who lives with his wife and two children. He has lived in the town for over fifteen years, and when he was asked about the programme's intent, he went beyond his own benefit to describe it in terms of the effect it will have on the neighbourhood:

*I think it would help our neighbourhood to look nicer. A lot of us will now have stronger houses to live in.*<sup>14</sup>

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<sup>12</sup> In Spanish as stated by participant: *Yo creo que busca que nuestra casa se vea más bonita y sea más cómoda para mi familia. ¿Es eso no?*

<sup>13</sup> In Spanish as stated by participant: *Yo pienso que para ayudar a las personas del Sisben a tener mejores casas. En mi caso me pusieron piso y pintaron el frente de mi casa. Ahora si se ve como una casa de verdad.*

<sup>14</sup> In Spanish as stated by participant: *Yo creo que le ayudará a nuestro barrio a verse más bonito. Muchos de nosotros vamos a tener casas más fuertes para vivir*



When prompted to better explain what he meant by ‘stronger houses’, he explained that a lot of his neighbours, including himself, had had their roofs taken by strong winds when storms have hit the town during the raining season. Because of this, he believes that the Home Improvement Programme is an effort to prevent accidents like this to happen again. The way in which Participant 4C explains the programme is also evidence of the sense of community that the people of this neighbourhood have as he does not only talk about how the programme intends to affect him or his family, but also his neighbours.

Other users, were even more specific in the way they described the Home Improvement Programme’s intent. When these participants were asked to state what they believed the project’s main aim was, they answered in relation to the specific intervention that their own house was receiving and not in general terms. For example, Participant 2C, who is a secretary who lives with her husband, three children and her mother and father in law, was eligible for the benefit because one of her children has a physical disability, which was one of the criteria established by the government to receive the aid. She described the Home Improvement Programme as:

*I believe that it will give us a bathroom that would be nicer to use and easier to clean. In our case is necessary due to my son’s condition as we need to carry him every time he needs to use the bathroom<sup>15</sup>*

As was the case with other users 5C, 6C and 9C, Participant 2C’s perspective of the programme’s intent is determined by the way in which the service is solving her specific need and not as an overall initiative, which aims to also have a long-term effect on beneficiaries’ lives. Participant 5C, is a housewife who lives with her husband and

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<sup>15</sup> In Spanish as stated by participant: *Yo creo que nos dará un baño que será más chévere de usar y más fácil de limpiar. En nuestro case es necesario por la condición de mi hijo porque tenemos que cargarlo cada vez que necesita ir al baño.*

four children. She has lived in the town all of her life and when she was asked about the programme's intent she mentioned that:

*(The programme's objective is) To give my family a nice kitchen to cook in, I would now be able to invite more people over.<sup>16</sup>*

Again, the programme is described in relation to the specific intervention that this Participant received, which in this case was an improvement in her kitchen. Although it is interesting how she also related the programme's aim to an effect in the near future, in relation to being able to invite friends or family into her house. This was also the case of Participant 6C, who is a middle-aged man who lives with his wife, two children and his wife's two nephews, all of whom are in their teenage years. According to Participant 6c, the programme's aim is related to the specific intervention that his house received:

*For example, Before I did not have different rooms in my house, just a curtain that would separate the room with no privacy. Now we have a kitchen and I think we are happier. This is what the programme does.<sup>17</sup>*

Both in Participant 5C and Participant 6C's case, they related the programme's intent not only with the specific intervention that their houses received, but also with an immediate effect beyond the physical work that the project would have in their lives. In the first case in regards to having the satisfaction of inviting people over and in the second case on the emotional feeling that the intervention had in his household.

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<sup>16</sup> In Spanish as stated by participant: *Bueno en mi caso yo creo que es para darle a mi familia una cocina más linda para cocinar. Ahora voy a poder invitar a la gente a que venga a mi casa.*

<sup>17</sup> In Spanish as stated by participant: *Bueno mira, en mi caso por ejemplo, antes yo no tenía cuartos separados, sino una cortina que separaba el cuarto y no le daba privacidad. Ahora tenemos una cocina y somos más felices. Esto es lo que hace el programa.*

In relation to the emotional feeling that the programme had on the household, another participant (3C) also associated the service's intent to how she felt after receiving it. Participant 3C is a young woman who works as a sales clerk at a local clothing shop and lives with her mother, father and two younger sisters. When asked about her perspective on the programme's intent she said:

*I think is for people to live better, I don't know. I think there are a lot of people in different neighbourhoods that need this and that's why the government invented the programme. ... I am very happy with this programme because we had not had the money to make the adjustments before.<sup>18</sup>*

In her case, Participant 3C included in her perspective of the programme's intent, not only her own feelings about the outcome, but also the impact that the project would have in other people's lives in different deprived neighbourhoods. Similar to Participant 4C, this user recognises the fact that the local government thought of this programme as a means to impact on an important part of the town's population.

Interestingly, Participant 10C, who is a woman who works as a nail artist at client's homes, and who lives with her husband, a son and a daughter in their mid-twenties and two brothers; was very eager to describe the programme's intent in relation to the fact that is the first time that she has seen a project of this kind. She said:

*I believe this is a very important thing. We had not had any government that would help with this before.<sup>19</sup>*

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<sup>18</sup> In Spanish as stated by participant: *Para que la gente viva mejor, no sé (risas). Yo creo que hay muchas personas en diferentes barrios que necesitan eso y por eso se lo inventaron. ... Yo estoy muy feliz con este programa porque yo nunca había tenido la plata para hacer las mejoras*

<sup>19</sup> In Spanish as stated by participant: *Yo creo que esto es algo muy importante. A nosotros ningún gobierno nos había ayudado como este.*

Gratitude was mostly found within users at different stages during the interviewing process. As it was mentioned earlier in section 3.0 of this thesis, and as a result of decades of corruption and negligence by local authorities, citizens living under deprived conditions tend to positively evaluate public initiatives, especially those that have no similar antecedent and in which the base line for assessment is non-existent. What is evident in the group of users' responses, is that in some cases participants were not able to answer the question of what they thought the programme's aim was in terms of its intent, because they are more concerned about the short-term effects that this programme has on their lives and not on the long-term effect that it should have on their wellbeing. Earlier in section 4.2, the eligibility criteria for the Home Improvement Programme was explained, which was mainly related to participants being part of any of the following groups: being victims of the war conflict of Colombia, having a family member with a disability, being community mothers for the ICBF (Colombian Institute for Family Welfare), members of Red Unidos or families with SISBEN III score. Because the eligibility to benefit from the Home Improvement Programme is mainly based on an already existing evaluation of their conditions made by different government institutions either at National or Local levels, some of the respondents thought about it as something else they are receiving as part of that initiative. Some of them were not able to differentiate where the aid is coming from, meaning they do not necessarily identify the overall goal of this specific programme.

From the analysis of participants responses from the three groups (government agents, providers and users), I was able to identify codes within the data related to the programme's main objective or intent. Table 8, shows the subcategories and codes that were identified in the data in regards to the main category of objective or intent of the programme.

**Table 8 Objective – Intent of Programme Coding**

Questions	Physical Evidence	Short Term Objectives	Long Term Objectives
How would you describe the Home Improvement Programme?	Façade painting. Bathroom and sanitary equipment. Kitchen tiling, running water.	To make people feel happy with their houses.	Family wellbeing. Less illnesses within the family.
What do you think is its main objective?	Adaptation for disabled members of the family.	Sense of pride for family members. Access to visitors to the house.	One step closer to overcoming poverty conditions (National initiative).

*Table 8. Based on the answers to the questions indicated in the table, three subcategories were identified related to the main category of Objective-Intent: physical evidence, short- and long-term objectives. The table shows the codes in the data according to those subcategories. Source: Developed by researcher*

By comparing the way in which each of the groups answered to the questions about the Home Improvement Programme's main intent, it is evident that *there is* a difference in how each of the groups understands the objective of the project. It has already been established (cf. 91) that such differences affect value co-creation among the actors within the service system. It could be objected that in the end, if the users are happy with the result of a programme, it might not be necessary for them to understand it in the same way as government agents or providers. However, I believe that this kind of misunderstanding evidences and thus inhibits the government from providing services effectively. Thus, it could also inhibit users' ability to understand their own needs and responsibilities while receiving public services.

Continuing with the analysis and after establishing the key group's understanding of the programme's intent, I created the second main category Effects and Consequences, again, to determine if all the three groups understood or perceived the programme in the same way.

To establish this category, I was looking for data that would relate in any way to short or long-term consequences or effects of the programme that were mentioned by each of the three groups. Again, the analysis showed differences in how each of the groups

understands this particular issue. Government agents and providers, have closer perspectives on what the effects and consequences are for the users. In the words of Participant 3A (government agent):

*Overall, we expect families to have better health conditions. By giving them a more adequate environment to live in, we believe they would be less prone to diseases, more fit to work or go to school and in the long run, be able to overcome their poverty conditions. What we look for is overall wellbeing.<sup>20</sup>*

Even though I mentioned a similarity with agents and providers' perspectives, there were still differences in how the providers described the effects of the programme. In regards to this, Participant 1B, said:

*The effect is a more adequate home to live in. For some families, it would mean having a proper bathroom or proper kitchen to cook in. In the end, it is about giving them more dignity.<sup>21</sup>*

Though both groups (government agents and providers) perspectives talked about adequacy of the environment, understanding this from a physical point of view, the difference lied in that providers did not talk about overall wellbeing or even or health improvement in the long-term. I believe this issue is again caused by the late involvement of providers in the development of this type of programme, thus reinforcing the lack of co-creation that exists within the local government.

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<sup>20</sup> In Spanish as stated by participant: *En general esperamos que las familias tengan mejores condiciones de salud. Si les entregamos un ambiente más adecuado para vivir, creemos que estarán menos propensos a enfermedades, más listos para trabajar o ir al colegio y en el largo plazo, poder superar su condición de pobreza. Lo que buscamos es su bienestar general.*

<sup>21</sup> In Spanish as stated by participant: *El efecto es una casa más adecuada para vivir. Para algunas familias esto significa tener un baño digno o una verdadera cocina para preparar los alimentos. Al final, se trata de crearles un ambiente digno.*

In regards to the users' perspective, as inferred from the review of project evaluation within the Atlantic Department in Section 3.2, users tend to appreciate the local government's efforts, and feel grateful about receiving this type of aid, mainly because they had not received a similar service before. Since some of the users' living conditions are so difficult, when they receive any type of aid they mostly feel grateful and relieved. This was already evidenced in how Participant 10C, for example, described the programme's intent. However, this situation has a direct impact on the evaluation of the service. In the words of Participant 5C:

*This (programme) is wonderful. This is something we hadn't had before, and it would have a great impact on our lives. We are very grateful with the local government and will now be better because our home looks so much better.*<sup>22</sup>

Similarly, Participant 7C expressed his gratitude with the programme and also added the element of how he feels in regards to the effects of the intervention:

*We are very happy with the result. We are now able to invite people to our house, now I will not feel ashamed of it, as we have a nice kitchen and separate rooms to live in. I think this would make all my family to feel better, to have more comfort and we thank the government for doing this for us.*<sup>23</sup>

Overall gratitude was expressed regularly among users. As a researcher and during the interviews, I got the sense that they were trying very hard to let me know that they were grateful for the initiative. As mentioned before, I think that this is due to the

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<sup>22</sup> In Spanish as stated by participant: *Este programa es espectacular. Esto es algo que no habíamos recibido nunca y tundra un gran impacto en nuestras vidas. Estamos muy agradecidos con el gobernador y ahora estaremos mejor porque nuestra casa se ve mucho más linda.*

<sup>23</sup> In Spanish as stated by participant: *Estamos muy felices con el resultado. Ahora podemos invitar a las personas a nuestra casa y no sentir pena. Tenemos una cocina muy linda y cuartos separados. Yo creo que esto le ayudará a mi familia a sentirse mejor, a estar más cómodos y le agradecemos al gobierno por hacer esto por nosotros.*

non-existence of this type of programme from the local government. As a result, users who live under vulnerable circumstances would be more prone to evaluate the service positively, even if there are failings in the development process. As suggested by Papanek (1985: p.154) conformity is 'in fact a valuable trait in that it helps to keep the entire social fabric together.' However, Papanek also suggests that when governments enable that kind of conformity, they lose the ability to provide better solutions for the people who need them. In the case study, the conformity is visible and evident in that users are happy with the solution they were given and thus they do not necessarily question them in extent, not because it needs to be questioned, but because public services should always aim to improve over time and users' input is necessary in order to achieve this. What service design has enabled in countries like the UK is citizens' ability to question, to propose and to engage in the development of public services. In this particular case, I believe that users' vulnerability inhibits them from acting in this way, and thus co-creation is not truly enabled.

From the analysis of participants responses from the three groups (government agents, providers and users), in regards to the effects and/or consequences of the programme I was able to identify codes within the data related to this category. Table 9, shows the subcategories and codes that were identified to create the category.



**Table 9 Effects and Consequences**

Questions	Visible Effects	Effects on Interviewee	Effects on Family
How would you describe the Home Improvement Programme?	Better look of the house. Better look of neighbourhood.	Feeling of joy and pride.	Comfort for all family members. Healthier environment to live in.
What do you think are the effects on users (you or your family)?	Adequacy of houses for living.	Feeling of accomplishment. Sense of Conformity.	Sense of pride for the family home.

*Table 9. Based on the answers to the questions indicated in the table, three subcategories were identified related to the main category of Effects and Consequences: visible effects, effects on interviewee and effects on family. The table shows the codes in the data according to those subcategories. Source: Developed by researcher*

To add to this analysis, and to have a better understanding of the relationship between the three key actors of the public service system, I created the third main category complexity of relationship, which developed as a result of the existing conditions of complexity found in the Atlantic Department's context. It has been previously been established that this particular setting is defined not only by the vulnerability of users in regards to their high levels of poverty, but also to the high levels of corruption within government and the low levels of citizen engagement, participation and trust. For this reason, to establish this category, I looked for indications of trust, power, entitlement and agreement within the data.

The complexity of the relationship between the three key actors within the service system, was first evidenced in how the process of applying for the programme was described by the users, their recommendations to improve it and on the agents' and providers' perspectives on what they believe are the main challenges of implementing this service. For example, almost from the beginning, government agents manifested the challenge that arose when the improvement works started at the users' homes. In the words of Participant 1A:

*Almost immediately as we started to assess each of the houses' needs, to establish priorities for each of them, neighbours started to compare with each other. Why is my neighbour's house getting a new bathroom and my house only kitchen tiling? We kept explaining that each house would receive different interventions depending on its particular needs.*<sup>24</sup>

Since the aim of the government is to improve users' health conditions and wellbeing to overcome poverty, each of the homes is evaluated to assess what is the priority in that particular house that in turn helps government agents to decide which houses need to be intervened first and how much resources are needed to do it. This evaluation results in differences in the interventions made to each house, thus leading users to feel that they have not been treated equally to some of their neighbours. The situation was also evident in some of the users' comments regarding neighbours' improvements, when asked about how to improve the programme. Participant 4C expressed:

*I do not understand why I did not get the same thing as my neighbour. In my house they did work on the bathroom and on his house, they worked on the kitchen. We both got our facades painted which was great, but in the interior the jobs were different. Maybe this could be different.*<sup>25</sup>

In the interviewing process I could also feel the lack of trust of users in providers. The latter also manifested difficulties in the assessment process, because users kept asking about what type of intervention their house was going to receive. Moreover, since

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<sup>24</sup> In Spanish as stated by participant: *Casi inmediatamente apenas iniciamos el proceso de evaluación de las necesidades de las casas para poder priorizar los trabajos, los vecinos empezaron a compararse entre sí. Decían cosas cómo ¿por qué a mi vecino le van a hacer un baño nuevo a y a mi solo me van a poner baldosas en la cocina? Tuvimos que explicarles constantemente que cada casa recibiría diferentes intervenciones dependiendo de sus necesidades particulares.*

<sup>25</sup> In Spanish as stated by participant: *Yo no entiendo por qué no me tocó lo mismo que a mi vecino. En mi casa trabajaron en el baño y en su casa le remodelaron la cocina. A ambos nos pintaron la fachada, que fue muy chévere, pero adentro los trabajos fueron diferentes. De pronto esto se podría mejorar.*

users themselves usually build homes, they feel that they have a lot to say on the construction techniques that were used. Participant 2B (provider) explained:

*When doing the assessment of the houses and during the construction process, we kept receiving users' recommendations on how to do things. Some of them were very involved in the process and eventually we allowed some of them to intervene. However, it is very difficult to deal with these issues, especially because as providers we are not only in charge of one house, but also on many others at the same time. Thus, we need to keep things within budget and time constraints.<sup>26</sup>*

Moreover, the complexity of the relationship between the three key actors was evident with issues of power and entitlement that I was also able to identify during the interviewing process. Users were not very eager or eloquent when asked about what they would recommend for the improvement of the programme. Again, it is almost as if they were not entitled to give their opinion, because they mostly feel that they should be grateful for what they have received. Participants 8C and 10C expressed:

*I do not think there is much to improve. My house looks beautiful and I feel very happy with the result. I did have some problems during the application process, but a friend helped me and I was able to apply.<sup>27</sup>*

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<sup>26</sup> In Spanish as stated by participant: *Cuando estábamos haciendo la valoración de las casas y durante los procesos de intervención, todo el tiempo recibimos recomendaciones de los usuarios sobre cómo hacer las cosas. Algunos de ellos estuvieron muy involucrados en el proceso y eventualmente les dejamos intervenir. Sin embargo, es muy difícil lidiar con estas situaciones, particularmente porque como proveedores no solo estamos a cargo de una casa, sino de muchas otras al mismo tiempo. Además, necesitamos mantener los proyectos dentro de los presupuestos y tiempos estipulados.*

<sup>27</sup> In Spanish as stated by participant: *Yo no creo que haya mucho que mejorar. Mi casa se ve muy linda y estoy muy feliz con el resultado. Yo tuve algunos problemas al aplicar, pero un amigo me ayudó y lo pude hacer.*

*I do not know what could be done differently. All of the houses look very nice to me, and the government gave me this so I am very grateful.*<sup>28</sup>

The complexity of the relationship among users and government, especially those that are vulnerable due to their living conditions, inhibits their ability to propose or engage in improvements. The sense of entitlement that a citizen should have, and that allows citizens from more developed economies to question government decisions, is not present in the context of the Atlantic Department. This complexity directly affects the successful implementation of service design projects that need the active engagement of users, government and providers.

From the analysis of participants responses from the three groups (government agents, providers and users), in regards to issues like trust, power and entitlement, I was able to identify codes within the data related to the category of complexity of relationship. Table 10, shows the subcategories and codes that were used to analyse this category.

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<sup>28</sup> In Spanish as stated by participant: *Yo no creo que se pueda hacer diferente. Todas las casas quedaron bonitas y el gobierno me lo dio así que estoy muy agradecida.*

**Table 10 Complexity of Relationship**

Questions	Trust	Power and Entitlement	Agreement
What do you think are the main challenges?	Trust (lack of) in providers developing tasks adequately.	Abuse of power of local government.	How to get to agreements with users and government agents.
What would you recommend to improve it?	Trust (lack of) in government agents and government in general to take recommendations seriously.	Power (lack of) of providers to propose changes to programme.	Ability to promote user participation and encourage suggestions to improve the programme.
How was the process of applying for the programme?	Trust in the procedures and touchpoints.	Sense of (lack of) entitlement from users.	Ability to listen and act on recommendations and difficulties of users in accessing the programme.

*Table 10. Based on the answers to the questions indicated in the table, three subcategories were identified related to the main category of Complexity of Relationship: trust, power and entitlement and agreement. The table shows the codes in the data according to those subcategories. Source: Developed by researcher*

Overall it can be stated that the government is clear about what and why they need to provide, especially for users living under deprived conditions. However, from the analysis so far, it is evident that those vulnerable users do not share that understanding of what they need and why. This is also explained, as is evident in the literature, due to the lack of co-creation between government, providers and users when conceiving a public service in the Atlantic Department.

From the literature it is inferred that within those actors, there must exist a trusting and balanced relationship that allows them to communicate and interact while co-creating a service. However, the complexity of the relationship shown above, added to the already existing issues of high levels of corruption among government agents and low levels of engagement from citizens, are clear inhibitors of co-creation processes within the public service system in the Atlantic Department. This particular situation, led me to the final category of the analysis.

The differences in the understanding of intent and the effects of the programme from each of the groups, as well as the complexity of the relationship among them, evidence the co-creation challenges that inhibit the implementation of service design projects in complex environments as the one in the Atlantic Department of Colombia. From the interviews, it was evident from the government agents' perspective that they are aware of the necessity to include user's input when deciding what services are needed, which they do include in their processes; but are not entirely certain of how including those users in the development process would work. The main concern is that users, especially those that are living under deprived conditions, would ask for services that will not always be feasible, due to the systems constraints. When asked about recommendations to improve the programme, Participant 2A said:

*I think it would help if we let people decide what their house needs. However, we might be worried if they ask for things that are not feasible or recommendable in each of the users' homes. In the end, we need to make decisions for them.<sup>29</sup>*

It is evident from the literature that service design aims to enable co-creation during the development process, which eventually needs to end in government-provider-user agreements. Co-creation does not mean doing everything the user wants, but neither does it mean that the government itself would make every decision. To this extent I believe that the concept of co-creation is confused with the infamous 'the customer is always right.'

Even though the Gobernación del Atlántico's Development Plan established co-creation as one of the main values of the local government, that same plan had already defined the areas on which work would be focused and the indexes that would account

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<sup>29</sup> In Spanish as stated by participant: *Yo creo que ayudaría si dejamos a las personas decidir lo que su casa necesita. Sin embargo, me preocuparía que quizá pidan cosas que no son realizables o recomendables en sus casas. Al final, tenemos que tomar decisiones por ellos.*

for its accomplishment. The response of government agents in relation to the level of co-creation is contrary to the need to assess users' requirements, in advance of the development of specific initiatives or programmes.

On the other hand, I have already mentioned (cf. 148-149) the lack of eloquence of users when asked to make recommendations to the programme. Because of this, I asked an additional question: how would you like to be accounted for in the development of the programme? To some I asked, how would you feel if the government asked you what you needed before the application process? To these questions, users expressed their willingness to participate in co-creation activities, but expressed concerns about how or if their inputs will be truly considered by government agents. When asked about their willingness to participate in the development of the programme Participant 6C, who is a construction worker and would have a lot to say about the Home Improvement Programme, said:

*Of course, I would like to be asked what I want. But, what could I say? What could they ask me?*<sup>30</sup>

Surprisingly, a person whose line of work is strictly related to the service he is receiving, feels that the local government does not need to ask him recommendations on how to provide it. On the other hand, Participant 7C, mentioned he would be happy to be asked, but did not elaborate on his answer on how he could participate:

*If they ask me, I'd be glad. I think it is good that they ask us what we need.*<sup>31</sup>

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<sup>30</sup> In Spanish as stated by participant: *Claro que me gustaría que me preguntaran sobre qué hacer. ¿Pero qué me podrían preguntar a mí?*

<sup>31</sup> In Spanish as stated by participant: *Bueno si me preguntan si con mucho gusto. Yo creo que es muy bueno que a nosotros nos pregunten que necesitamos.*

From the users' perspective, the government is more powerful than them, which leads them to believe that their ideas might not make a strong case against a government decision. This also shows the issues of trust on the part of users in relation to government's initiatives that I have already mentioned as a possible constraint for service design projects in section 3.3. In the words of Participant 8C:

*Yes, that would be great. If one is asked about it, I think for sure we would have lots of things to say, things we see in the neighbourhood and the town. But I don't think that will happen. Politicians come to our neighbourhood when there is an election and ask us things and one goes, but I don't think they really pay attention.*<sup>32</sup>

From the analysis of participants responses from the three groups (government agents, providers and users), in regards to how they would co-create with each other before, during and after the development of the public service, I was able to identify codes within the data related to the category of co-creation challenges. Table 11, shows the subcategories and codes that were identified under this category.

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<sup>32</sup> In Spanish as stated by participant: *Si bacano, o sea si a uno le preguntan pues yo pienso que seguro que tendríamos muchas cosas que decir, vainas que uno ve aquí en el barrio en el pueblo. Pero pues eso yo no creo que pase. Aquí los políticos vienen cuando hay elecciones y preguntan y eso y uno ajá va y la vaina, pero así como que uno sienta que de verdad le paran bolas, no tanto.*



**Table 11 Co-creation Challenges**

Questions	Before the Service	During the Service	After the Service
How was the application process?	Difficulty of users in applying for the programme. Weaknesses in eligibility criteria and allocation process.	Problem or trouble solving.	Iteration (lack of) of programme
What would you recommend to improve it?	Level of involvement of users and providers in development process.	Ability to listen to recommendations. Ability to make recommendations.	Measurement of results. Long-term assessment of effects on families.

*Table 11. Based on the answers to the questions indicated in the table, three subcategories were identified related to the main category of Co-creation challenges: before, during and after the service. The table shows the codes in the data according to those subcategories. Source: Developed by researcher*

As a result of this analysis, the case study of the Home Improvement Programme allowed me to identify the governance and community challenges that service design needs to overcome in complex contexts, such as the one in the Atlantic Department of Colombia, comprised by high levels of poverty and corruption and low levels of citizen engagement, participation and trust; and the preconditions that SD projects need to have in order to apply its methodologies and tools successfully within the public sector.

What the problem analysis and later the case study of the current research have evidenced, is that the already existing complexity within the Atlantic Department, affects the relationship between the three key actors within the public service system. The high levels of poverty and vulnerability of users, in addition to their low levels of engagement and participation and more importantly their lack of trust on government agents, inhibits the three key groups of actors' abilities to truly engage in co-creation activities while developing public initiatives. In the Atlantic Department's case, it is evident that the relationship between the three key actors within the public service system lacks the balance needed to enable the co-creation stage of the process required to implement service design projects within the public sector. This means that a balanced relationship between users and government is concluded as the first

precondition for SD within the public sector, which should be evident in the levels of trust and the distribution of power and entitlement that should be equally distributed within all of the actors.

From the literature review, problem analysis and later the main case study of the Home Improvement Programme, it was evident that there is one element that accounts for the successful implementation of a service design approach within the public sector, and that is a design led approach. This element is evidently non-existent within the context of the Atlantic Department, which explains government agents' reluctance to grant access to the researcher and in their fear of involving users in the service development process. Therefore, it is concluded that the second precondition that should exist in a context, in order to implement service design projects effectively, is a design led government approach that understands the importance of co-creation from a higher level, from a strategic level. I was not able to interview the higher levels of government, but as it is evident in the literature and from the analysis of the interviews, medium and low-level government agents might be able to understand the importance of co-creation, if it comes as strategic approach.

In sum, from this analysis I was able to establish the two preconditions that should exist within public service contexts in order to implement service design projects effectively: a balanced relationship between the three key actors and a design-led strategic approach. Moreover, from this study, I was able to establish practitioners' need to look for these preconditions before implementing a service design approach within complex contexts, which will be further discussed in section 5.0 regarding the contribution to service design theory and practice. Table 12 summarizes the preconditions that have been identified, especially when commissioning or applying to take on service design projects involving vulnerable users, which are the main contributions of this study.

**Table 12 Preconditions for Service Design within Complex Contexts**

Precondition	Description	Impact on Service Design
Balanced Relationship	Equal levels of trust, commitment and disposition on the three key actors (government agents, providers and users).	Enables co-creation, better problem definition and thus better solutions.
Design-led initiative	High-level government, design-led strategic approach to implement different programmes.	Better understanding of government agents and commissioners of the co-creation role.

*Table 12. Shows the three preconditions that were identified as needed in order to take a service design approach for public services. It also shows a description of each of those preconditions and their impact on service design projects. Source: Developed by researcher.*

It is important to note that time is a limiting condition in relation to the specific length of the period in which the study was conducted. The case study analysis presented in this section of the thesis is true for this specific programme and in the particular time in which the case study was developed. This situation could be different in regards to the existent situation in that community in a few months' time (for example if there is a natural disaster, if there is a change in government, if their own situation changes in terms of work, etc.).

Additionally, the results of this main case study analysis are not generalizable to every other public service system, although this was not the purpose of the current research as it was concerned with the specific particularities of the context of the Atlantic Department. Despite, this, the results of this study are presented as original knowledge that gives practitioners and academics a better understanding of complex conditions, and enables further research to be conducted. Section 5.0 will focus on the outcomes from this research and the contribution to design research and practice.

## **5.0 Contribution to Service Design**

As a result, from the current research project within the context of the Atlantic Department in Colombia, there have been a series of outcomes and contributions for service design theory and service design practice that will be discussed in this section.

### **5.1 Contribution to Service Design Theory**

As a researcher working both as an academic and practitioner within service design, the current research allowed me to establish a contribution both to service design theory and practice. In regards to service design theory, from the literature review and problem analysis it was evident that authors have not discussed the importance of identifying the preconditions that should exist within a context in order to be able to implement a service design approach to a public service system. Researchers that are based in Europe and within developed economies, who have been explored in this thesis like Prendiville, Sangiori, McManuss, Mager, Patrício, Kang, Trischler and Schuster, among others, have addressed the issues of complexity, methods and tools while dealing with users and their vulnerability. However, when these authors and practitioners have described successful implementations of a SD approach in these contexts, they have never discussed the preconditions that allowed those projects and more specifically, co-creation between the actors in the public service system to work effectively. They have not discussed what needed to be there beforehand in order for this approach to work in specific contexts.

For example, Prendiville (2009), discusses the topic of giving voice and power through participating methods, but not how or if those actors had already some level of trust, power and entitlement within them that allowed them to participate actively. Additionally, researchers within Latin America like Reynoso and Cipolla have discussed the difficulties related to working with vulnerable users, and have acknowledged the issues of trust and power, but again, not on the possibility that some environments may not be at all ready for a service design approach. The fact

that academics keep discussing the issues and problems they have found in the field, demonstrates that the preconditions have not been addressed before.

From the case study development and through the empirical work done within a public service system in the Atlantic Department of Colombia, I was able to identify two preconditions that should exist in a particular context, in order to enable co-creation between the three key actors within the public service system and thus implement service design projects effectively. Considering this, there are also three specific outcomes, which constitute the main contributions of the current research to both service design theory and practice.

The first precondition that was identified for service design projects was a balanced relationship among the three key actors (government agents, providers and users) as discussed in section 4.0 (cf. 154). The issues of trust on the part of users in relation to government initiatives impacts the relationship between government and users in the Atlantic Department, which lacks the equality, needed to enable true value co-creativity. The balanced relationship between the three key actors is evident in the levels of trust and the distribution of power and entitlement that should be equal within all of the actors. Such a balanced relationship between users and government is expected as a precondition for service design within the public sector, and its absence presents a risk to the effective implementation of the service design process.

It is important to remember that the issue of trust on government is not a conclusion exclusive to the current research, as it was already discussed from the findings of Koch and Sanchez Steiner (2017). Additionally, Colombia was recently accepted in the Organisation for Economic Co-operation and Development OECD (May 2018) and its inclusion provides government agents and researchers in Colombia with information and studies regarding the different elements that affect the country's economic growth and development. In a recent review about the digital government in

Colombia, the report (OECD, 2018, p.6) has also stressed the need to work on trust and commitment on behalf of citizens to allow them to actively participate and collaborate with government initiatives.

The relationship between the three key actors within the public service system in the Atlantic Department is also affected by the lack of empowerment and entitlement vulnerable users living under deprived conditions, have in regards to government initiatives. People, who have been deprived for a long time, are not able to critically demand and evaluate government services and this also affects their ability to actively participate in co-creation activities.

Trust and empowerment by themselves represent vast research topics. Despite this, these issues still exist in many parts of the world and affect citizens' engagement, democracy and sense of entitlement. This is a conclusion from this study, but was not the main issue that this research intended to address. Particularly, and in regards to service design theory, I therefore conclude that the first outcome of the current research in regards to service design theory is the need to add a preliminary stage to the service design process, when dealing with complex contexts such as the one in the Atlantic Department defined by high levels of poverty and corruption and low levels of citizen engagement, participation and trust.

In section 2.0, I have presented the different ways in which the service design process has been defined by authors in the field. However, I have also mentioned that all of those definitions share a design mind-set, needed to undertake any kind of design project. In section 2.0, I also presented the design process as defined by the UK Design Council, as well as the service design process as proposed by Stickdorn et al (2018). Considering the strong elements in both of those models, I conclude that they should be combined to create a new version of the service design process, as shown in Figure 6. This model represents the importance of co-creation within each of the stages of

the service design process, by showing the three key actors as interrelated circles in each phase. The model also encompasses the iteration of the service design process by presenting the stages in a cycle that never ends. Finally, it adds the element of time as the means in which each of the stages is connected to the other, to represent the constraints that every service design project will always have.

**Figure 6 Service Design Process**

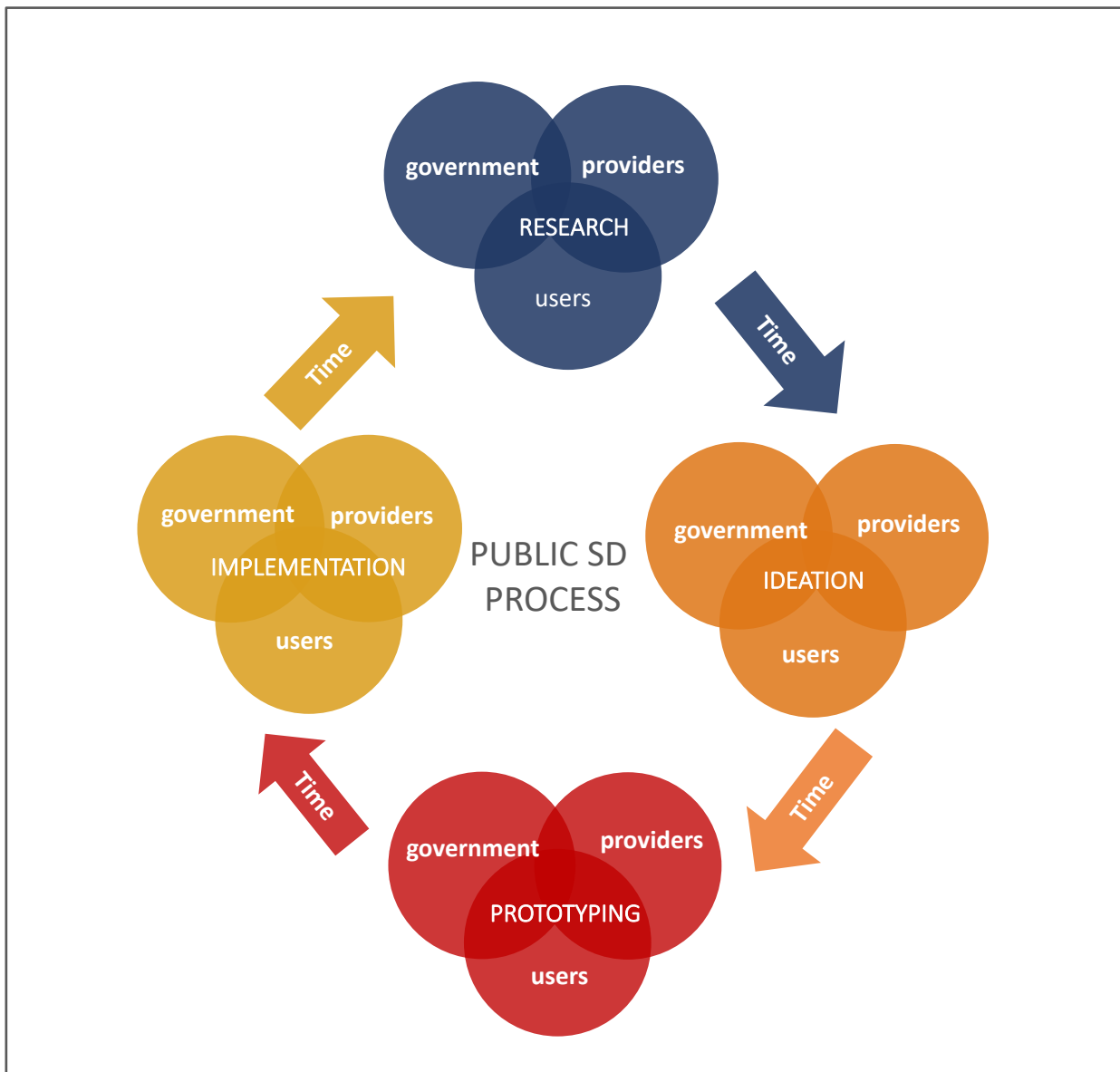


Figure 6 Represents the SD process as a cycle mediated by time between the stages of research, ideation, prototyping and implementation. Each stage results from the collaboration between government, providers and users. Source: Developed by researcher based on UK Design Council (2017) and Stickdron et al (2018).

However, I have already mentioned as the first outcome of the current research, the need to add an extra stage to the service design process, when approaching a complex or unknown context. Thus, this first outcome is presented in Figure 7 in page 157, which is an evolution of the previous model, with the addition of a new proposed stage to the process in which there would be an initial approach to communities in order to assess their level of trust and, if necessary, to build a relationship with those users with whom the government intends to engage in co-creation activities.



**Figure 7 A Revised Model for the Service Design Process**

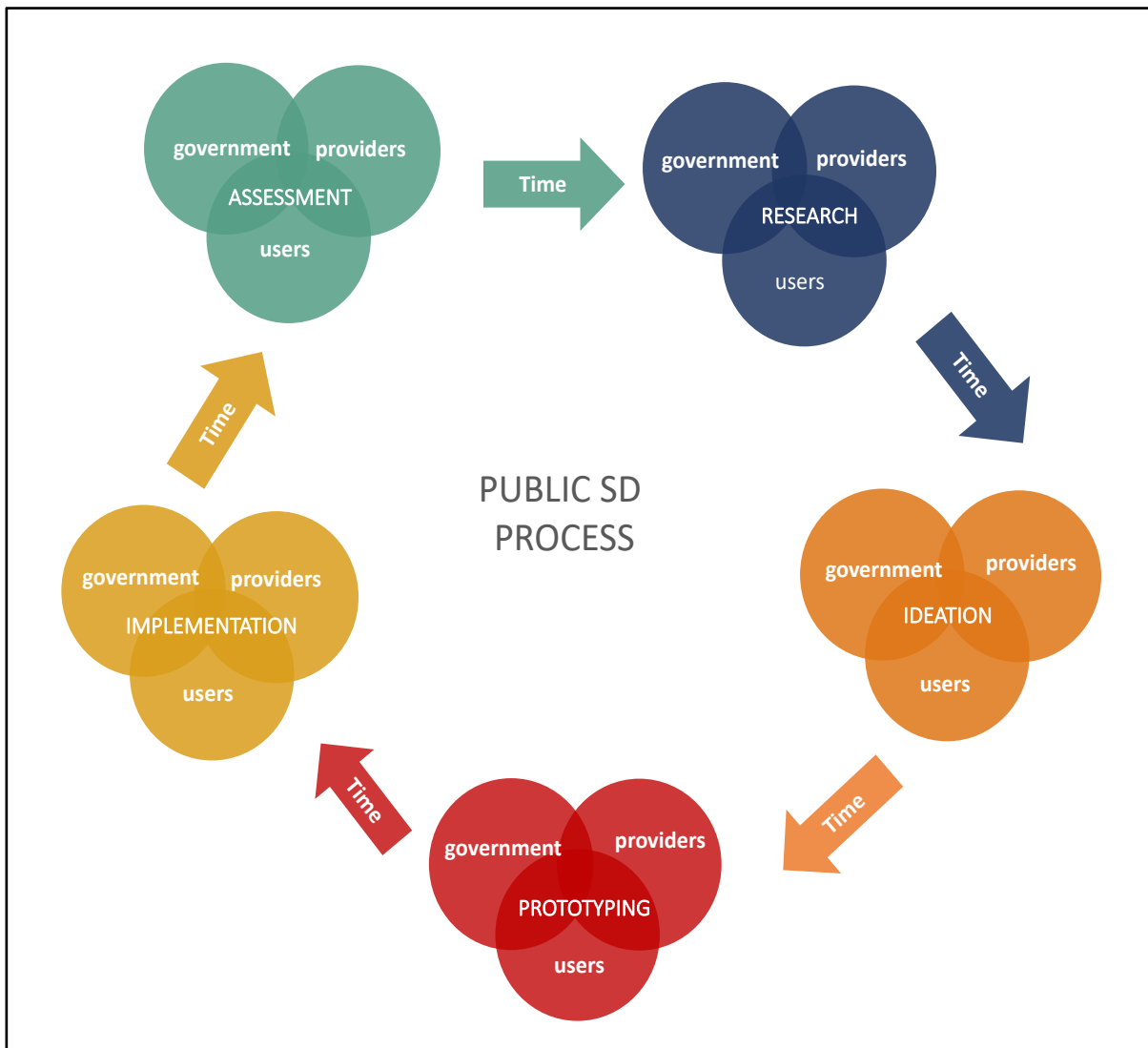


Figure 7 Represents one of this research project's contributions, which is a new service design process, that adds a new preliminary stage called Assessment, which will help practitioners to appraise the existing preconditions within in a context, before engaging in other stages of the process. Source: Developed by researcher.

This new stage would be called Assessment, as it entails the designer's need to evaluate the context in which he or she intends to work in, in order to critically appraise the feasibility of a particular project and will concentrate on evaluating the levels of trust, power and entitlement among the actors. This stage is different to the Research stage as the latter is concerned with understanding the problem, defining the rest of the stages of the project accordingly and with integrating the perspectives of the three key actors in a first approach to co-creation activities.

In the Assessment stage the service design process will start by evaluating the relationship between the three key actors of the service system (government agents, providers and users), in order to identify the levels of trust, engagement and empowerment existent among them. It would also focus on assessing users' sense of entitlement that would allow them to critically and actively participate in co-creation activities and evaluate results. It is proposed that this assessment would be done with the use of existent methodologies and tools that already exist to evaluate these elements.

From the empirical case study research, the current project was able to prototype how the Assessment stage could be undertaken in order to evaluate the relationship within the actors embedded in the public service system. This could be done with existent methodologies like focus groups or interviews, as it was the case of the current research. During the interviewing process, the researcher asked participants questions related to their levels of participation with public initiatives, by asking them to describe any public programme in which they have been involved and how they have related to other actors within it. In the case study of the Home Improvement Programme, for example the researcher asked government agents and participants to comment on how the programme had developed and how they had involved users in the process, for example. These types of questions and the answers received by government agents and providers, allowed the current research to identify the

reluctance of these two groups of actors in involving users during the service development process, thus demonstrating a sense of power on behalf of government actors, as opposed to those of users.

Since the precondition of a balanced relationship among actors is also defined by the levels of trust within them, the Assessment stage should also aim to evaluate this element. From the empirical work of the current research, it was also evident that users have low levels of trust in government and public initiatives overall. Before the start of the project, it was already known that the Atlantic Department had low levels of citizen trust on public servants, as it was described in section 1.0 of this thesis. Despite this, during the interviewing process this issue was addressed again to confirm it. Users were asked questions regarding their willingness to participate in public initiatives, and their answers evidenced their lack of trust on these types of activities. Although users were satisfied with the results of the particular project of the case study, which was the Home Improvement Programme, when asked if they thought that they could provide recommendations for its improvement users seemed wary of the fact that such recommendations would be considered by the local government. In their answers, users mentioned the fact that politicians tend to seem very close to citizens during campaign times, and then disappear after they have been elected. These types of questions, enable the researcher to understand the relationship between the actors, thus allowing the assessment of the first precondition for service design: a balanced relationship among actors.

To develop the Assessment stage, practitioners may choose to use other existing methods or tools, or could combine desk research on the particular context they need to address, with field research with possible actors within the public service system. By doing this, practitioners need to concentrated of evaluation the level of trust in government, approval of leadership as well as citizen's perspective on participation. However, it is necessary to acknowledge that as with any participatory activity, there

is still the problem of ensuring that the right group of people is selected for the process, since this could lead to varying results as it has been stated by practitioners like Collins, Cook & Choukeir (2017).

Having established the first precondition that should exist in a context in order to implement a service design approach within the public sector, it is also necessary to identify the second precondition that should exist within such a context which is a design-led approach enabled by a senior leader from government as discussed in section 3.0. The literature review and the many cases that are now available that account for service design's success within the public sector, have a strong support from high level government agents that led such projects with a design approach, either on policy or managerial levels. Without this support, service design could hardly be embedded in public services in complex contexts. Although this second precondition may seem obvious, a design-led approach enabled by a senior leader is considered necessary to promote co-creation, as practitioners or even government agents at low or middle hierarchy positions within government may feel curious about using a service design approach at a small scale, but could be discouraged to do this or could face problems during co-creation activities, if not supported by a senior level manager.

The two preconditions, and the first outcome of the current research represent its contribution to service design theory. Section 5.2 will discuss the second outcome its contribution to service design practice.

## **5.2 Contribution to Design Practice**

In section 5.1 I have presented the current research's contribution to service design theory, by proposing a new stage to the service design process and thus a new model to represent it (cf. 162). However, this new proposed model will also contribute to service design practice. The addition of a new preliminary stage will have consequences for service design practitioners in complex settings such as exists in Colombia, because it will be very important for them to assess the context in which they will work before proposing budgets or schedules for service design's commissioned projects. It is expected that with this extra stage, service designers will be able to assess the feasibility of projects and thus make an informed decision on the expected outcomes that commissioners could have for those projects.

In this sense, the Assessment stage will develop into three possible results. If as a result of the stage, service designers conclude that the preconditions existent allow for the implementation of a service design approach, then the project could continue with the rest of the usual stages (research, ideation, prototyping and implementation). Moreover, if this was the case, the data collected within the assessment stage would inform the research stage, thus aiding in making it shorter than it usually is.

The second possible result of the Assessment stage could show that, even though the relationship of the three key actors (government agents, providers and users), is not sufficiently balanced to continue with the rest of the service design process, it is still possible for service designers to address these issues, through the use of more resources. Consequently, the second possible result of the Assessment stage, could lead to service designers to redefine project's budget, time scale and human resources needed to complete it, thus making a more informed decision on these elements which will also benefit service design commissioners.

However, regarding this possible result of the Assessment stage it is necessary to establish that the current research was not able to confirm whether this possibility would definitely end with a redefinition of project's resources or scales. The duration and scope of this study did not allow the evaluation of the effect of this result of the Assessment stage; thus it is presented as an advice for practitioners and is indicated as a limitation of the current research and opportunity for further research.

The third possible result of the Assessment stage could demonstrate that the preconditions existent in a context are not coherent with a service design approach, mainly because the relationship among the three key actors is not sufficiently balanced for this perspective. In turn, service design practitioners could decide to work solely on these issues, or could recommend commissioners to take a different approach to the project. In regards to this issue, it is relevant to mention what Papanek (1985, p.55) proposed almost forty years ago: '... designer's social and moral judgement must be brought into play long before he begins to design, since he has to make an a priori judgement, as to whether the products he is asked to design or redesign merit his attention at all.' It is expected that practitioners within service design will be more aware of the scope of their proposed projects and the results they expect to deliver, and this awareness needs to include the fact that the environment in which they intend to work may not have the desired preconditions to implement service design at all.

As with the second possible result of the Assessment stage, this third possibility is also established as advice for service design practitioners while implementing the Assessment stage in complex contexts such as the one in the Atlantic Department. However, from the results of the empirical research within the case study of the Home Improvement Programme, it was possible to establish that in this particular setting, a service design approach would have not been recommended due to the lack of balance in the relationship of the three key actors within the service system. Co-creation

would have been difficult to achieve giving the existing preconditions in the Atlantic Department's context, thus practitioners would have need to work on this issue first before implementing a SD approach to the housing problem.

Figure 8 in page 164 represents the possible results of the Assessment stage and the consequential stages that are recommended to follow in each case:

**Figure 8 Possible Results of Assessment Stage**

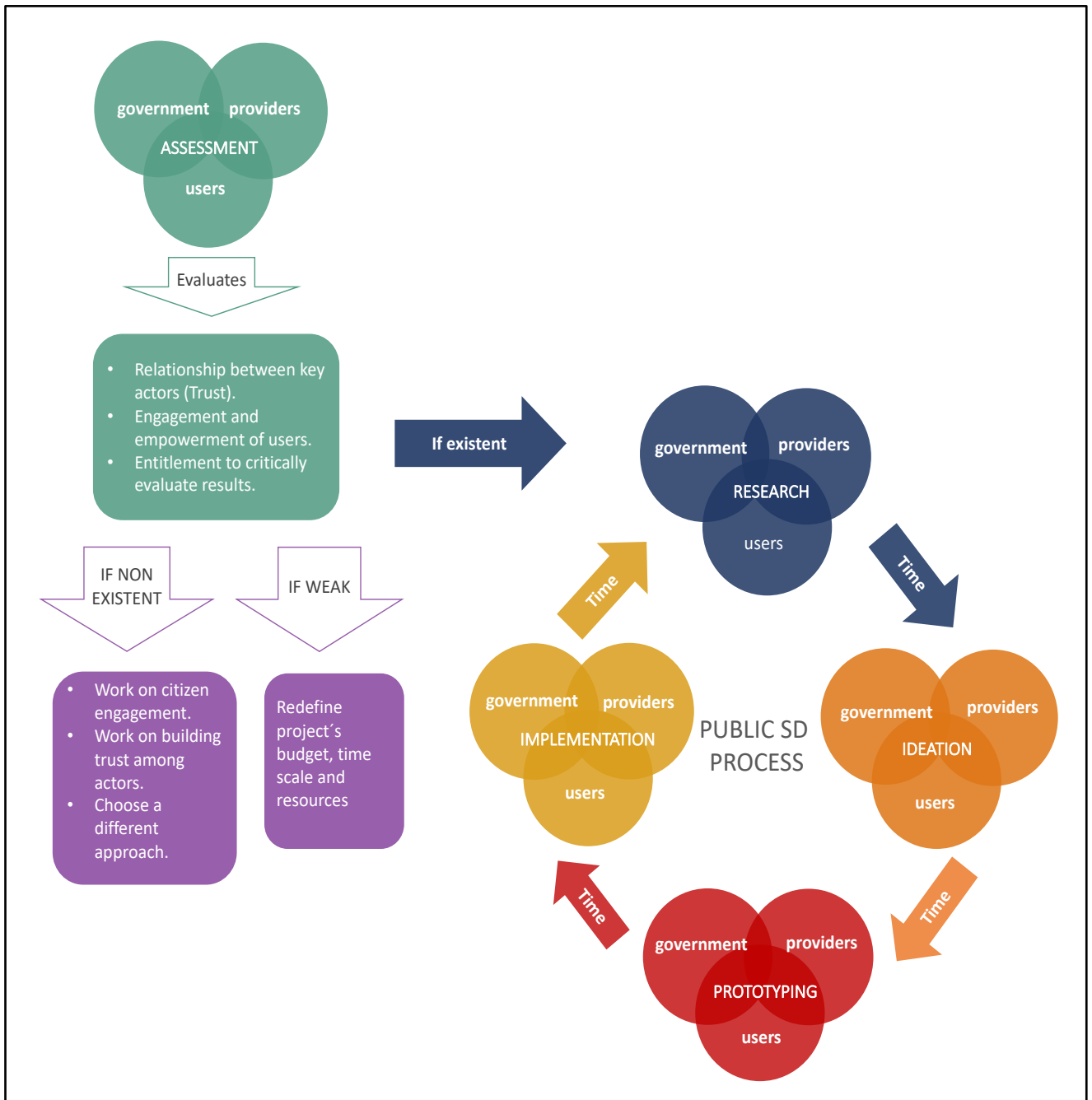


Figure 8 represents one of this research project's contributions, which is how the new proposed Assessment stage should be conducted, what practitioners should evaluate within it and the three possible outcomes and courses of action that practitioners would need to take in each situation. Source: Developed by researcher.



In regards to service design practice, there is also a second outcome derived from the current research: providers' incorporation in the development of public services. In Colombia, it is usual for services to be defined, and for budgets to be allocated to them by government representatives or agents. After this, a public bid is opened for providers to present their intention to participate and after an evaluation of proposals contracts are allocated to specific providers to specific projects, as it was the case in the Home Improvement Programme. This means, that the providers' participation in co-creation activities needs to enter later in the development of the service because of the process that providers have to go through in order to obtain government's contracts.

As a result of adding iteration to the research and ideation stages to allow co-creation between government, providers and users, service design projects within the public sector will then have an even more extended duration. This added iteration to the process, would enable providers' participation in the understanding of what a public service should intend to do and how it should do it. Otherwise, providers would need to incorporate in the service design process, after it has already been defined, which may affect their own perceptions of what the service should do, as it was evidenced with the case study analysed in this research project. By adding iteration to the research and ideation stages when providers incorporate into projects, there could be a direct impact on projects' feasibility and of course on projects' costs and resources. This particular issue will have consequences for commissioning agents from the government and again for service designers aiming to work with them, as it will be shown in the last part of this section.

Finally, as a result of the first outcome, I found the need to raise awareness among service design practitioners about the new proposed model for the service design process, and its usefulness in developing public service systems, when dealing with complex or unknown contexts. The current research's aim was to identify the ways in

which the complexity of the relationships between the three key actors impacts on the co-creation of public services, and as has been discussed in sections 4.0 and 5.1, that complexity does affect co-creation and could even compromise the feasibility of projects. Therefore, I propose a guide to explain to service designers the need to assess the level of complexity of those relationships that in turn, will help them to better manage projects, decide more accurately on projects' resources and on projects' feasibility within a particular context (See Appendix 4). I believe that by presenting this information in a simple and concise way, I would raise awareness among service design practitioners and if used as intended, the guide could also lead to better-formulated projects.

The contributions of the current research to service design theory and practice will impact the way in which public SD projects are conceived (budgets, time scales, human resources) and would aid commissioners and designers to have a clearer sense of what would and what may not work in certain environments. If practitioners do not assess or evaluate the particularities within the context they intend to work in and if there is not appropriate co-creation among actors, it's not Service Design. By ensuring that all participants stay and actively engage throughout the process, practitioners would also help reduce the risk of investment in Service Design.

It is also expected that these contributions would result in more valuable outcomes for public SD projects. If contexts are more thoroughly understood there is a better chance for solutions to be appropriate for users., especially when working with vulnerable communities. These solutions would be more permanent, and eventually could achieve value for money, as the results would be more appropriate for users' needs which could also lead to a more effective and efficient use of public resources.

## 6.0 Conclusion

Since the start of the current research project (over five years ago), there has been a significant increase in the literature on service design and especially in regards to the implementation of service design cases within the public sector, some of which were discussed on section 2.0. This provides clear evidence on how the discipline has grown, and the impact it has had on different types of organisations and on different types of countries within developed and developing economies. In the last ServDes conference in June 2018, it was established that service design is no longer an emerging discipline, but that it should now focus on establishing its effectiveness and into overcoming the challenges it faces (Meroni & Ospina Medina, 2018, p.8).

I believe that in the early stages of the discipline, the literature suggested a more positive and optimistic approach to what service design could do for the enhancement of services, especially those within the public sector (cf. p.66). However, over the last two years the literature narrative has shifted with a significant number of articles and books that question this initial stance and that have acknowledged, as the current research has, the challenges and constraints service design still needs to overcome (cf. pp.71; 73; 91; 109).

As a doctoral student I was able to present the preliminary results of my research within two academic events (See Appendix 5), and these experiences have also given me the opportunity to get to know more people, mostly within European countries, that have developed projects over the last few years and that now have more knowledge to contribute to the growth of the field. From those events, however, I am also able to say that a lot more work is needed within developing economies, which by themselves represent a whole new set of contexts that service design could help enhance.

This research has aimed to contribute to the knowledge of service design within developing economies and it will benefit academics and practitioners, by providing an understanding of the challenges that service designers find when dealing with such complex contexts as the one in the Atlantic Department of Colombia. In this sense, the contributions of this research will also benefit government agents within complex economies, as it has provided a way to address issues in this particular setting. Additionally, this research has also established that even though Latin American researchers like Carla Cipolla and Javier Reynoso, have addressed the complexity of working with vulnerable communities and the difficulties associated with it; they have not discussed the service design process, which is what this research achieved.

In summary, the current research has concluded that there are two preconditions that should exist within a context, for the successful implementation of service design within the public sector. These preconditions are:

- A balanced relationship among the three key actors within the public service system (users, government employees and providers) (cf. p.153). This balance is evident in the high level of trust of users on government initiatives, and a sense of empowerment and entitlement on behalf of those users, which allow co-creativity between the three key actors (cf. p.154).
- A design approach led by a senior member of government that would enable the implementation of service design projects and help build capacity within government agents to undertake projects with this mind-set (cf. pp.74; 76; 80; 88; 90; 92; 108).

Finally, as a result from this research project, there are three outcomes that will contribute to knowledge and practice of service design within complex contexts such as the one in the Atlantic Department:

- The need to add an extra stage to the service design process in order to assess the environment in which service designers intend to work, and evaluate the project's feasibility, thus a new proposed model for the service design process (cf. p. 163).
- The late incorporation of providers within the service design process, which will translate to an extended duration of service design's projects within this context that could affect commissioners' perception on the benefits of taking this approach (cf. p.170).
- The need to raise awareness among service design practitioners about the new proposed model for the SD process, and its usefulness when dealing with complex or unknown contexts. This issue will be addressed with the development of a prototype in the form of a guide on service design for service designers (cf. 171).

Finally, and as consequence of the contributions the current research has made to service design theory and practice, section 6.1 will present the opportunities for further research needed to keep enhancing the development of service design within developing economies.

### **6.1 Consequences and Opportunities for Future Research**

In section 5.0, three specific outcomes were presented as a result from this research: the need to add a previous stage to the service design process (cf. p.163); the extended length of service design projects within the public service sector in the Caribbean region of Colombia (cf. p.170); and, the development of a guide for service designers that would raise awareness on the issues that were identified within this project (cf. p.171). Each of these outcomes has different levels of impact on the actors within the public service system and on service design practice.

Even though the added extension of the service design process with a new stage may seem as a constraint for service design, this outcome may also bring benefits to projects' commissioners. If service designers propose a first phase of a project, just to assess the conditions of the context in which they intend to work, it will be possible for them to establish whether service design would or would not be the best way to approach a particular problem in certain environments. As a result, commissioners would have more information to make decisions on how to allocate resources to the different projects they need to manage and in some cases; they could argue that for particular scenarios, co-creation is not the most appropriate form of participation. It may well be the case that government agencies and commissioners would need to make decisions on behalf of their intended users, especially those that are living in conditions of disadvantage, having their best interest at all times, as was mentioned by one of the government agents in the case study (cf. p. 151). Although this may not be a popular stance, especially from a service design perspective, this research has shown evidence of this possibility, and further research is needed to assess it.

Also, regarding the extra stage to the service design process, the current research prototyped through empirical research how this Assessment stage could be undertaken, but there is room for further research in terms of what would be the most appropriate tools and methods to implement it. Moreover, research and practice within the field could look into the effect that this added stage would have for the discipline and its appeal to commissioners within the public sector. As a result of the current research and due to the understanding of government's effectiveness in relation to their terms, an extra stage may discourage the use of service design as a strategic approach. However, by raising awareness among government agents it could be possible to incorporate service design's activities in small-scale projects. Further research would be needed to confirm this assumption.

On the second outcome of this research, the adding of an extra iteration to include providers perspectives, in contexts where their involvement comes later within the process; the consequence of an extended duration of service design projects has been mentioned on section 5.2. This situation could have a direct impact on project feasibility and of course on project costs as well (cf. p. 170). This particular issue will have consequences for commissioning agents from the government and again for service designers aiming to work with them, as it will represent an addition to designers' tasks and this could also affect the other two groups' (government agents and users), participation within co-creation activities. The literature review discussed the challenges that arise with increased levels of complexity within the service system (cf. pp.45; 48; 50; 60; 61; 62; 65; 68; 74). The late incorporation of providers in the development process consequently gives service designers less control of the situation from the beginning of the project, which could have a direct effect on the project's results.

This consequence opens up new research opportunities for academics and practitioners within service design, as it would be necessary to assess whether this issue would have an effect or impact on projects' feasibility, costs and eventually on their results. This situation could be mitigated by giving providers thorough information on the project they will undertake and by incorporating them in co-creation activities only on the prototyping and implementation stages, but this assumption would need to be assessed with further research within the public sector.

Finally, the third outcome of this research, the development of a guide for service designers, is expected to have consequences not only on this audience, but also on all of the stakeholders involved in the projects in which they intend to work. It is expected that service design practitioners would benefit from having a better understanding of the existing preconditions in a context, before developing projects within them. It would also be helpful for them to more accurately determine the needs of a particular

project; thus, it is expected to have an effect on projects' results. However, because the guide developed within the current research is a prototype; it will be necessary to test its effectiveness and to make the necessary iterations to replicate within its intended audience. The testing of the guide and the respective iterations to it, is expected to have a direct effect or consequence on service design practice and thus on service design projects.

Moreover, in regards to users' evaluation of service design projects, it has already been stressed the need for further research in this area (cf. pp. 72; 76; 79; 86; 89; 91). Service design, not only within the public sector, but in every sector, still lacks proper evaluation procedures that would not only help to validate its effectiveness more accurately, but to convince decision makers in different types of organisations, of its benefits both for users and companies.

To conclude, it is expected that not only the guide, but also all of the outcomes and the contributions of the current research, will have an impact on service design practitioners. By having a better understanding of a particularly complex context, such as the one in the Atlantic Department of Colombia, practitioners can similarly assess the conditions of a particular context in which they intend to work. This will hopefully result in a more aware group of experts, thereby preparing it for the development of new initiatives that will help enhance and strengthen the knowledge within the field. If as service designers we believe in its strength and ability to transform public sector initiatives, we cannot keep doing more of the same. This stance should be definitive, if the discipline and its academics and researchers expect real change to happen.



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## Appendices

### Appendix 1. Ethics Approval Notification



SOCIAL SCIENCES, ARTS AND HUMANITIES ECDA

#### ETHICS APPROVAL NOTIFICATION

**TO** Marisabella De Castro Abello  
**CC** Michael Biggs/Sue Halliday  
**FROM** Dr Brendan Larvor, Social Sciences, Arts and Humanities ECDA Vice  
Chairman  
**DATE** 17/07/17

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Protocol number: CTA/PGR/UH/03159

Title of study: Designing Public Services for Vulnerable Communities in Colombia

Your application for ethics approval has been accepted and approved by the ECDA for your School and includes work undertaken for this study by the named additional workers below:

This approval is valid:

**From:** 30/07/17

**To:** 30/09/17

**Additional workers:** no additional workers named

**Please note:**

**If your research involves invasive procedures you are required to complete and submit an EC7 Protocol Monitoring Form, and your completed consent paperwork to this ECDA once your study is complete.**

Approval applies specifically to the research study/methodology and timings as detailed in your Form EC1/EC1A. Should you amend any aspect of your research, or wish to apply for an extension to your study, you will need your supervisor's approval and must complete and submit form EC2. In cases where the amendments to the original study are deemed to be substantial, a new Form EC1A may need to be completed prior to the study being undertaken.

Should adverse circumstances arise during this study such as physical reaction/harm, mental/emotional harm, intrusion of privacy or breach of confidentiality this must be reported to the approving Committee immediately. Failure to report adverse circumstance/s would be considered misconduct.

Ensure you quote the UH protocol number and the name of the approving Committee on all paperwork, including recruitment advertisements/online requests, for this study.

Students must include this Approval Notification with their submission.

## **Appendix 2. Interview Guides**

This study will be conducted with the use of in-depth interviews with three groups of subjects: government representatives, contractors or providers and users. This is the proposed interview guide for each group.

### **Government Representatives**

Before each interview the researcher will explain to the participant the nature of the study, the confidentiality and security issues that will be considered for the storage of data and the fact that participation is completely voluntary and that participant can withdraw from the study at any time if they wish to. All of this is also explained in the Participant Information Sheet that will be handed to each subject, and finally consent will be taken with the use of a Consent Form.

Then the interviews will start by asking participants to introduce themselves and their role within the Secretary of Infrastructure. In this part of the interview, participants will be asked: How long have you been working here? What kind of projects does your job entail?

After this, questions will be asked specifically regarding the Home Improvement project, including: How would you describe the Home Improvement Project? What do you think is its main objective? What do you think is the Government's main intention with this programme? How did the programme start?

Finally, and depending on the answers received before, participants will also be questioned on contractors and users' perspective as follows: How do you think the contractors perceive this programme? ¿How do you think the families who benefit from the programme see it? ¿How would you describe the programme's effect on the families that benefit from it? What do you think are the project's main challenges?

In the end participants will be thanked for their participation and the interview will be finalised.

### **Contractors/Providers**

Before each interview the researcher will explain to the participant the nature of the study, the confidentiality and security issues that will be considered for the storage of data and the fact that participation is completely voluntary and that participant can withdraw from the study at any time if they wish to. All of this is also explained in the Participant Information Sheet that will be handed to each subject, and finally consent will be taken with the use of a Consent Form.

Then the interviews will start by asking participants to introduce themselves and their role within the contracting firm. In this part of the interview, participants will be asked: How long have you been working here? What kind of projects does your job entail? How long have you been working as a contractor or provider of the government?

After this, questions will be asked specifically regarding the Home Improvement project, including: How would you describe the Home Improvement Project? What do you think is its main objective? What do you think is the Government's main intention with this programme? How did your company get involved in the programme?

Finally, and depending on the answers received before, participants will also be questioned on the users' perspective as follows: ¿How do you think the families who benefit from the programme see it? ¿How would you describe the programme's effect on the families that benefit from it? What do you think are the main challenges for providing this service? What would you recommend to improve the programme?

In the end participants will be thanked for their participation and the interview will be finalised.

## **Users**

Before each interview the researcher will explain to the participant the nature of the study, the confidentiality and security issues that will be considered for the storage of data and the fact that participation is completely voluntary and that participant can withdraw from the study at any time if they wish to. All of this is also explained in the Participant Information Sheet that will be handed to each subject, and finally consent will be taken with the use of a Consent Form. In the case of those participants in this group that may not have the ability to read or write, consent will be taken with the use of an audio recording in which participants will state their willingness to take part in the study.

Then the interviews will start by asking participants to introduce themselves and tell a little about what they do. In this part of the interview, participants will also be asked: How long have you been living here? How would you describe your life in this area?

After this, questions will be asked specifically regarding the Home Improvement project, including: How would you describe the Home Improvement Project? What do you think is its main objective? What do you think is the Government's main intention with this programme? ¿How do you think the contractors provide this programme? ¿How would you describe the programme's effect on you and your family?

Finally, and depending on the answers received before, participants will also be questioned on the design process as follows: When and how did you know about the project? How did you gain the benefit to participate on the programme? How can you describe the process so far? Is there any recommendation you would like to make to improve it?

In the end participants will be thanked for their participation and the interview will be finalised.

### Appendix 3. Interview Data

The case study was developed with the use of in-depth interviews with three groups of subjects: government representatives, contractors or providers and users. This appendix presents the participants' answers in Spanish, which is the original language in which the interviews were conducted.

#### Group A: Government Representatives

**Participant 1A's profile:** Manager of different programmes within the Atlantic Department for the last five years.

*Researcher: Hola, primero que todo muchas gracias por tu colaboración con este proyecto. Quiero recordarte que de acuerdo con el formato de confidencialidad, puedes suspender la entrevista en cualquier momento y toda la información que sea compartida será utilizada con fines académicos, manteniendo tu información anónima.*

*Participant 1A: Entendido.*

*Researcher: ¿Puedes contarme un poco más sobre ti y tu rol dentro de la Secretaría?*

*P1A: Si claro. Me llamo Participant 1A, tengo ya casi cinco años trabajando aquí, siempre he estado a cargo de varios programas de diferente índole. Mi trabajo consiste en gestionar algunos proyectos y coordinar a las personas involucradas.*

*R: ¿En qué tipo de proyectos usualmente se enfoca tu trabajo?*

*P1A: De todo un poco. En algunos casos son proyectos pequeños de intervención en áreas del Departamento, como pavimentación de calles. En otros casos son proyectos de infraestructura más grandes como construcción de colegios o de hospitales y en otros casos, como en este, en proyectos de intervención en la comunidad que pueden ser construcción de parques o modificación de hogares familias.*

*R: Perfecto, específicamente ¿cómo describirías el programa de mejoramiento de viviendas?*

*P1A: Este es un programa pensado para mejorar la calidad de vida de muchas personas en el Departamento. Yo lo describiría como una intervención que ayuda a las familias a tener un hogar con mejores condiciones para vivir, en el cual el Departamento a través de la Secretaría realiza mejoras o pequeñas intervenciones a la casas de los beneficiarios dependiendo de sus necesidades más apremiantes.*



R: ¿Cuál crees que sea el objetivo principal del programa?

P1A: Este programa pretende impactar las vidas de las familias, ya que les entrega una casa más adecuada para vivir. Su principal objetivo es ayudar a las familias a superar una de las trampas de la pobreza que son medidas con el Índice de Pobreza Multidimensional como parte de la iniciativa del Gobierno Nacional para ayudar a familias necesitadas. Uno de esos indicadores es el estado de la vivienda, que evidencia las condiciones físicas en las que viven las familias y su impacto en su condición de vida, salud, etc.

R: ¿Cuál crees que sea la intención principal del gobierno con este programa?

P1A: Como lo mencioné ahora, la intención es ayudar a superar uno de los índices de pobreza, el cual está relacionado con la calidad de la vivienda en la que habitan las personas. El gobierno nacional ha estado muy enfocado a ayudar a esas familias a superar todos los obstáculos que afectan su condición económica y social y por eso se creó este programa. Hay por supuesto otros programas enfocados a fortalecer otros de los indicadores de pobreza, pero nosotros sólo estamos a cargo de este.

R: ¿Cómo empezó el programa?

P1A: Como lo comenté es una iniciativa nacional. Se establecieron unos planes y programas necesarios para afrontar la situación de pobreza del país, con el fin de mejorar esos indicadores. Así se decidió que uno de los frentes sería el de viviendas y que una manera podría ser ayudar a mejorar las condiciones de viviendas existentes. Hay otros enfocados en la construcción de nuevas viviendas para aquellas personas que no tienen un hogar donde vivir.

R: Para la ejecución de esos programas que mencionas es muy importante el aporte de los contratistas, dado que ellos ejecutan las obras, ¿cómo crees que perciben ellos este programa?

P1A: Yo diría que muy bien. Nosotros hemos venido trabajando con contratistas imagínate en prácticamente todos los proyectos que ejecutamos desde la Secretaría, y pues ellos hacen parte esencial de los procesos. Pienso que para ellos es una oportunidad de trabajar, de aportar al Departamento y por supuesto de generar empleos también.

R: Y con respecto a los beneficiarios, ¿Cómo crees que lo ven las personas que se benefician del programa?

P1A: No imagínate, nosotros hemos tenido una experiencia muy linda con esas personas. La mayoría se muestra súper agradecidos con nosotros, se sienten felices de saber que sus casas serán intervenidas que se verán diferente y que desde el gobierno les estamos ayudando a mejorar sus condiciones. Yo diría que el 99%, sino es el que es el 100% de las

*personas que se benefician del programa están satisfechas con el y se sienten contentas con lo que estamos haciendo.*

*R: ¿Cómo describirías el efecto del programa en las familias que se benefician del mismo?*

*P1A: El efecto es inminente. Si bien muchas de las casas no es que estén en las peores condiciones posibles, si en muchos casos uno se da cuenta que un pequeño cambio de verdad hace mucha diferencia en su calidad de vida. Además en muchos casos tu ves casas donde viven más de cuatro, cinco personas y los cambios que se proponen ayudan a que las condiciones sean mucho más sanas, a pesar de estar apretados de espacio.*

*R: Según eso que me cuentas, ¿tú crees que las personas son conscientes de esos efectos?*

*P1A: Si claro, por supuesto. Te digo que los comentarios siempre han sido muy positivos y eso a nosotros nos motiva muchísimo.*

*R: ¿Cuáles crees que son los retos más importantes que tiene el programa?*

*P1A: Yo pienso que, como todo, y sobre todo en este tipo de proyectos, siempre hay retos que superar. Te pongo un ejemplo: casi inmediatamente apenas iniciamos el proceso de evaluación de las necesidades de las casas para poder priorizar los trabajos, los vecinos empezaron a compararse entre sí. Decían cosas como ¿por qué a mi vecino le van a hacer un baño nuevo a y a mi solo me van a poner baldosas en la cocina? Tuvimos que explicarles constantemente que cada casa recibiría diferentes intervenciones dependiendo de sus necesidades particulares. En ese sentido el reto siempre ha sido explicarles a las personas los alcances, las diferencias y sobretodo lograr que eso no afecte el proceso. Por supuesto hay otros retos, el manejo de los contratos, de los presupuestos, lograr que las obras se ejecuten en los tiempos que se estipulan, etc. Y por supuesto lidiar con contratiempos que nunca faltan. Pero en realidad, todos ellos son obstáculos o retos a los que estamos acostumbrados porque se presentan en toda clase de proyectos.*

*R: Participant 1A, muchas gracias por tus respuestas y de nuevo muchas gracias por todo tu apoyo y por abrirnos este espacio para entrevistas a diferentes personas involucradas con el programa.*

**Participant 2A's profile:** Senior manager of different programmes within the Atlantic Department.

*Researcher: Buenas tardes y de nuevo gracias por aceptar esta entrevista. Sé que tu tiempo es muy valioso así que trataremos de hacerlo lo más rápido posible. Ya te he explicado las implicaciones de participar, y los compromisos que como investigador tengo para proteger tus datos. Me gustaría empezar pidiéndote que me cuentes un poco sobre tu rol en la Secretaría.*

*Participant 2A: Listo, con mucho gusto. Yo me llamo Participant 2A, tengo aproximadamente tres años de estar trabajando en la Secretaría a cargo de dirigir todos los programas y proyectos que desde aquí surgen.*

*R: ¿Qué tipo de proyectos requiere tu trabajo?*

*P2A: De toda clase. Todo aquello que afecte de alguna manera la infraestructura del Departamento debe ser gestionado y coordinado desde aquí. Mi trabajo es velar porque todos los proyectos se desarrollan de la forma correcta, de controlar los presupuestos, informar sobre su gestión y coordinar todo el grupo de empleados que cumplen diferentes funciones para llevar los proyectos a cabo.*

*R: Perfecto. Tengo entendido que uno de esos proyectos es el programa de mejoramiento de viviendas, ¿cómo describirías ese programa en particular?*

*P2A: Bueno ese es un programa muy lindo que está enfocado en hacer arreglos o mejoras a las casas de personas beneficiarias. Esas mejoras se hacen con base en un estudio o evaluación que se hace de las casas donde se identifican los arreglos más urgentes.*

*R: Ok, y ¿Cuál crees que sea el objetivo principal del programa?*

*P2A: El objetivo es brindar condiciones de vida que acerquen a las personas a superar los índices de pobreza multidimensional que mide el gobierno nacional. Esto se logra a través de arreglos o mejoras que se hacen a las casas de las personas entendiendo que su lugar de vivienda afecta su condición de pobreza en gran medida.*

*R: ¿Esa crees que sea la intención principal del gobierno?*

*P2A: Bueno, como ya te lo expliqué todo esto ha sido enfocado en superar los índices de pobreza que tiene el país en todas las regiones. Es parte de un proyecto más grande que abarca todas las áreas que mide el índice de pobreza multidimensional. Nosotros creemos que, si ayudamos a las familias con el estado actual de sus casas, estaremos ayudándolos a dar un paso adicional en el mejoramiento de su calidad de vida. Aunque las intervenciones pueden verse de menor escala, en el largo plazo éstas pueden ayudar a las familias a mejorar su calidad de vida y sus condiciones de salud.*

R: ¿Cómo empezó el programa?

P2A: *Acá en el departamento se inició luego de recibir la directriz nacional de las áreas que debían ser atendidas para superar los índices de pobreza del País. En ese sentido nosotros teníamos claro que particularmente el tema de las viviendas debía ser atendido en nuestro departamento, dados los problemas que muchos tuvieron por ejemplo después de la inundación del 2010 y a que muchas personas han construido sus casas personalmente lo que muestra la necesidad de mejorar la calidad de esas construcciones. Así se empezó a organizar el presupuesto, los lugares donde se harían las intervenciones y los mecanismos que utilizaríamos para que las personas recibieran los beneficios.*

R: ¿Cómo crees que perciben el programa los contratistas?

P2A: *Bueno cada vez que un contratista concursa para participar en un proyecto, recibe toda la información necesaria sobre el mismo para poder presentar su propuesta. Por supuesto para el contratista es una oportunidad de trabajo y de también colaborar con los proyectos necesarios para que el departamento progrese. Ellos tienen claro lo que tienen que hacer en relación a los tiempos y presupuestos del proyecto.*

R: ¿Cómo crees que lo ven las personas que se benefician del programa?

P2A: *Yo diría que muy bien. Hasta el momento no hemos tenido mayores inconvenientes con las personas beneficiarias, por el contrario, hemos recibido mensajes de agradecimiento y sobretodo de alegría por recibir un apoyo del gobierno local y nacional.*

R: ¿Cómo describirías el efecto del programa en las familias que se benefician del mismo?

P2A: *Yo creo que este programa es muy bueno porque ayuda a las personas que han vivido en condiciones muy precarias durante muchos años. El efecto nosotros creemos que poco a poco se va dando. Inmediatamente por supuesto ellos ven el cambio en sus hogares, eso es tangible casi que inmediatamente y en el largo plazo esperamos que esto les ayude a tener mejores condiciones de salud y bienestar que además les ayuden a superar los otros índices de pobreza.*

R: ¿Cuáles crees que son los retos más importantes que tiene el programa?

P2A: *Hay muchos retos asociados a proyectos de infraestructura. Siempre tenemos que preocuparnos porque todo se haga dentro de los tiempos y presupuestos establecidos, que las personas puedan acceder al programa sin problemas, que se sientan satisfechas con el resultado y que realmente sientan una mejoría en sus condiciones de vida.*

*R: ¿Crees que hay algo que se pueda mejorar?*

*P2A: Pienso que siempre hay algo que mejorar. Una manera es que yo creo que ayudaría si dejamos a las personas decidir lo que su casa necesita. Sin embargo, me preocuparía que quizá pidan cosas que no son realizables o recomendables en sus casas. Al final, tenemos que tomar decisiones por ellos.*

*R: ¿Puedes ampliar un poco más la última parte de tomar decisiones?*

*P2A: Si imagínate. Es chévere dejar que las personas opinen y digan que quieren, pero también al tener que atender a tantas familias, ¿te imagines todo el mundo pidiendo algo distinto? Los proyectos se atrasarían muchísimo y eso haría muy difícil manejar los presupuestos. No es que uno no crea que ellos pueden opinar o no son capaces de decidir, sino que como empleados públicos nosotros tenemos unas responsabilidades que cumplir y eso podría afectar la forma en la que se desarrollan y avanzan los proyectos.*

*R: Hasta aquí es la entrevista. Muchas gracias por tu participación.*

**Participant 3A's profile:** Assistant who helps with the organization and operationalization of programmes within the Atlantic Department.

*R: Hola Participant 3A, gracias por participar y por acceder con los términos de la entrevista. Como sabes, es completamente confidencial y sólo será utilizada con fines académicos. En cualquier momento durante la entrevista puedes pedirme que me detenga o que omita elementos si crees que así debe hacerse. Primero voy a pedirte que brevemente me cuentes sobre ti y tu papel en el departamento.*

*Participant 3A: Bueno ya sabes, mi nombre es Participant 3A, soy ingeniero civil y trabajo en el departamento como asistente de proyectos, mejor dicho, ayudo en diferentes proyectos tanto en la parte administrativa como operativa.*

*R: ¿Cuánto tiempo tienes trabajando aquí?*

*P3A: 6 años.*

*R: ¿Qué tipo de proyectos requiere tu trabajo?*

*P3A: Pues yo estoy involucrado en varios proyectos porque soy asistente y ayudo en todo lo que me necesiten básicamente. He participado en proyectos de parques, en proyectos de colegios y también en cosas más del día a día aquí en la oficina cuando se necesitan.*

R: *¿Cómo describirías el programa de mejoramiento de viviendas?*

P3A: *Este programa está pensado como un medio para que las personas se sientan mejor con sus casas y mejorar sus condiciones de vida.*

R: *¿Por qué lo dices?*

P3A: *Bueno porque nosotros hemos visto cómo las personas se alegran cada vez que vamos a las casas, desde que iniciamos el proceso uno nota la felicidad y según ellos mismos cuentan los cambios que ellos creen que van a recibir y cómo van a impactar en sus casas y familias.*

R: *¿Cuál crees que sea el objetivo principal del programa?*

P3A: *Para mi es precisamente ese. En el departamento y en el país hay muchas personas necesitadas que viven en condiciones muy difíciles, el objetivo es ayudarles a que vivan mejor y superen esas condiciones poco a poco.*

R: *¿Cuál crees que sea la intención principal del gobierno con este programa?*

P3A: *Del gobierno nacional nosotros tenemos claro que hace parte de la iniciativa de superación de pobreza, y una de las cosas que se miden son las condiciones de la vivienda. La intención es esa.*

R: *¿Cómo empezó el programa?*

P3A: *Bueno yo no lo tengo tan claro exactamente porque yo antes estaba en otro puesto aquí en la secretaría y no estaba como tan enterado de ese proyecto. Pero pues se que es iniciativa del gobernador que se hagan esas intervenciones.*

R: *¿Cómo crees que perciben el programa los contratistas?*

P3A: *Igual que nosotros. Yo pienso que ellos saben lo que tienen que hacer y lo hacen. Mi trabajo implica estar pendiente de ellos y pues es difícil porque ellos tienen muchas cosas que atender, pero pues ya ellos saben cuál es su función y lo que tienen que hacer para cumplirla.*

R: *¿Cómo crees que lo ven las personas que se benefician del programa?*

P3A: *Ah no, las personas si felices. Obviamente como en todo hay algunos que quieren cosas distintas o se quejan, pero yo pienso que casi todos están contentos con lo que van a recibir o han recibido porque todavía no hemos terminado con todas las casas.*

*R: ¿Cómo describirías el efecto del programa en las familias que se benefician del mismo?*

*P3A: En general esperamos que las familias tengan mejores condiciones de salud. Si les entregamos un ambiente más adecuado para vivir, creemos que estarán menos propensos a enfermedades, más listos para trabajar o ir al colegio y en el largo plazo, poder superar su condición de pobreza. Lo que buscamos es su bienestar general. Y pues hasta ahora yo sí pienso que se va consiguiendo.*

*R: ¿Cuáles crees que son los retos más importantes que tiene el programa?*

*P3A: Qué difícil esa pregunta. En mi trabajo pues imagínate yo tengo que lidiar con toda clase de problemas, que los contratos no están bien, que no están completos, que los presupuestos se cumplan, que se haga todo a tiempo. Pero pues al final yo no creo que esos sean retos como que exclusivos de ese programa sino básicamente de todo lo que nosotros tenemos que hacer aquí.*

*R: Participant 3A, muchas gracias por tu ayuda y tu tiempo. ¿Tienes alguna cosa más que agregar?*

*P3A: No nada, gracias a ti.*

## **Group B: Contractors/Providers**

**Participant 1B's profile:** supervisor of construction sites for different programmes supplied by his employer to the government.

*Researcher: Hola Participant 1B. Gracias por ayudarnos, yo sé que estás muy ocupado ahora, pero la idea es hacerte unas preguntas muy rápidamente como te expliqué, para un trabajo con fines académicos.*

*Participant 1B: No te preocupes, lo que necesites me preguntas.*

*R: Listo, iniciemos con una breve introducción de ti y de tu trabajo.*

*P1B: Bueno me llamo Participant 1B, tengo X años, y trabajo como contratista para diferentes proyectos.*

*R: ¿Hace cuánto tiempo trabajas aquí?*

*P1B: Bueno en esta empresa tengo ya 7 años de estar trabajando, pero pues siempre he estado como metido en proyectos con el departamento.*

*R: ¿Qué tipo de proyectos requiere tu trabajo?*

*P1B: Yo soy ingeniero civil, prácticamente desde que me gradué he estado trabajando en obras. Al principio estuve en el sector privado un tiempo y luego empecé a trabajar con esta empresa que básicamente tiene diferentes proyectos con el sector público.*

*R: ¿Hace cuánto estás trabajando como contratista del gobierno?*

*P1B: Yo no soy contratista del gobierno como tal, la empresa para la que yo trabajo es la que el departamento contrata. Pero digamos que, así como lo pones, los mismos 7 años que llevo trabajando en la empresa.*

*R: Ah ok ya te entiendo. Bueno, como te comenté anteriormente estas entrevistas las estoy haciendo particularmente sobre el plan de mejoramiento de viviendas del departamento, del que sé que haces parte como contratista. ¿Cómo describirías el programa de mejoramiento de vivienda?*

*P1B: El programa busca mejorar las viviendas de las personas luego de recibir una revisión del estado actual de sus casas con la que se decide cuál debe ser el arreglo o los arreglos más urgentes que necesita.*



R: *¿Cuál crees que es su principal objetivo?*

P1B: *Yo diría que este programa ayuda a las familias a tener mejores condiciones de vida, a través de pequeñas mejoras que hacen una gran diferencia en su comodidad y dignidad. El objetivo es que estén bien y que vivan en casas más dignas de las que tienen actualmente.*

R: *¿Cuál crees que es la intención principal del gobierno con este programa?*

P1B: *¿Pues yo diría eso mismo no? O sea, lograr que las personas vivan en casas más cómodas, más dignas que tengan un ambiente mejor para vivir, sobretodo porque muchas familias viven con muchas personas en sus casas y si aparte de estar apretados la casa está en mal estado, pues es mucho más difícil la convivencia.*

R: *¿Cómo se involucró tu compañía con este programa?*

P1B: *Como proveedores nosotros licitamos por contratos con el gobierno, a través del estudio de los términos de referencia y condiciones publicadas para las cuales presentamos una propuesta que se ajuste a dichos términos. Siempre nos preocupamos por hacer una propuesta que sea lo más realizable posible, pero en este caso también dependemos de la información que se recoge en cada casa y tomamos decisiones sobre el tipo de intervención que se necesita en cada caso y los costos asociados al mismo.*

R: *¿Cómo crees que lo ven las familias que se benefician del programa?*

P1B: *Nooooo, las familias súper felices. La emoción de la gente cada vez que vamos, claro y desde que comenzamos las revisiones ni te digo. Apenas llegamos nos preguntan qué vamos a hacer, te empiezan a decir que ellos quieren esto, lo otro, pero pues en general están felices.*

R: *¿Cómo describirías el efecto del programa en las familias que se benefician del mismo?*

P1B: *El efecto es una casa más adecuada para vivir. Para algunas familias esto significa tener un baño digno o una verdadera cocina para preparar los alimentos. Al final, se trata de crearles un ambiente digno. El efecto también es la felicidad que les da vivir en un lugar más bonito.*

R: *¿Cuáles crees que son los principales retos para proveer este servicio?*

P1B: *Uyyy no, todos. O sea yo estoy acostumbrado a trabajar en campo porque como te dije siempre estoy en obra y pues ahí uno ve de todo. Yo tengo que coordinar los trabajadores en todas las obras, tengo que hacer seguimiento a que todo se vaya cumpliendo según lo planeado, a que las cosas lleguen a tiempo, que no se pierdan o se*

*las roben, o sea de todo. De este en particular, el tener a la gente ahí en las casas es de lo más difícil. Ellos quieren decidir, quieren ayudar y pues uno los entiende, pero es difícil.*

*R: Con base en eso que me dices, ¿tú crees que eso que ellos quieran ayudar no se debería hacer?*

*P1B: ¿Qué cosa, que ayuden?*

*R: Si.*

*P1B: No friegue, ¿qué te puedo decir? Pues como persona uno sabe que aja que las personas tienen derecho, imagínate son sus casas, donde viven, ellos quieren decirte cómo hacer las cosas y uno los entiende. Pero, el problema es que pues uno como contratista también está haciendo un trabajo que debe entregar con un tiempo y un presupuesto y pues es difícil tener a todo el mundo ahí opinando y diciendo. Igual, lo hacemos, pero es duro.*

*R: Claro me imagino. Pero, si digamos que los tiempos no fueran un problema, ¿a ti no te importaría?*

*P1B: No, claro que no. Como te digo yo entiendo y me parece chévere que la gente quiera decidir y ayudar en la obra. Si el problema no es el tiempo y pudiéramos dejar que más personas participaran no tendría inconveniente.*

*R: ¿Qué recomendaciones tendrías para mejorar el programa?*

*P1B: No, pues hasta ahora creo que ninguna, yo creo que hasta el momento hemos venido haciendo todo bien y salvo esos casos de lo que te cuento, no hemos tenido grandes inconvenientes.*

*R: Perfecto, muchas gracias por tu participación.*

**Participant 2B's profile:** supervisor of construction sites for different programmes supplied by his employer (different from subject 1B) to the government and to the private sector.

*Researcher: Buenas tardes Participant 2B. Ya como sabes, esta entrevista la estamos haciendo con fines académicos y pues de entrada te agradezco el tiempo y disposición para atenderme. Te voy a pedir que te presentes brevemente primero que todo.*

*Participant 2B: Mi nombre es Participant 2B, soy ingeniero civil y trabajo como supervisor de obras en el sector público y privado hace 5 años.*

*R: Cuando hablas de supervisión de obras, a ¿qué tipo de proyectos te refieres?*

*P2B: De construcción principalmente. En el sector privado he trabajado en proyectos de vivienda y para empresas y en el público si en proyectos de distintas clases, desde obras en calles pues en la ciudad principalmente hasta otros como este de viviendas.*

*R: ¿Hace cuánto estás trabajando como contratista del gobierno?*

*P2B: Bueno con esta empresa llevo trabajando 5 años, pero en la empresa en que trabajaba antes también había proyectos con el gobierno, no siempre, pero a veces los había. Sumando todo, 9 años.*

*R: El proyecto específico del que quiero preguntarte es el de mejoramiento de viviendas. ¿Cómo describirías ese programa?*

*P2B: La mejor manera de describirlo es que hacemos familias felices. Las personas se sienten mejor consigo mismas solo por tener una casa que se ve más bonita.*

*R: ¿Cómo así?*

*P2B: Si, tu me preguntaste que cómo lo describiría eso fue lo primero que se me ocurrió. Cada vez que vamos a los barrios eso es una alegría y una emoción increíbles. Así que por eso digo que hacemos familias felices (risas)*

*R: (Risas). Ok, y ¿cuál crees que es su principal objetivo?*

*P2B: Mejorar la calidad de vida de las personas, dándoles un lugar más digno para vivir.*

*R: ¿Cuál crees que es la intención principal del gobierno con este programa?*

*P2B: Yo pienso que la intención es la misma que el objetivo, que la gente se sienta contenta y viva en una mejor casa.*

*R: ¿Cómo se involucró tu compañía con este programa?*

*P2B: Como todas las que participamos en procesos con el sector público. Presentamos una propuesta a una licitación con base en las especificaciones que se piden y esperamos a recibir respuesta de cuál la empresa o las empresas si son varias, elegidas.*

*R: Y ese proceso ¿lo ves más fácil o más difícil que con el sector privado?*

*P2B: Pues depende, pero en general yo diría que no es que sea más difícil, porque ya uno que ha trabajado tanto tiempo sabe cómo es, sino que es más largo y detallado. En el sector privado como ya hay empresas que nos conocen y han trabajado con nosotros nos invitan a participar en procesos, con condiciones y eso, pero pues más directo obviamente.*

*R: ¿Cómo crees que lo ven las familias que se benefician del programa?*

*P2B: Ya te mencioné que ellos siempre están complacidos de lo que estamos haciendo. Yo creo que lo ven como algo bueno que les está pasando en lo que el gobierno les está ayudando.*

*R: ¿Cómo describirías el efecto del programa en las familias que se benefician del mismo?*

*P2B: El efecto es ese, la felicidad, la alegría. La satisfacción de tener una casa más bonita donde vivir con mejores condiciones para las familias.*

*R: ¿Cuáles crees que son los principales retos para proveer este servicio?*

*P2B: Cuando estábamos haciendo la valoración de las casas y durante los procesos de intervención, todo el tiempo recibimos recomendaciones de los usuarios sobre cómo hacer las cosas. Algunos de ellos estuvieron muy involucrados en el proceso y eventualmente les dejamos intervenir. Sin embargo, es muy difícil lidiar con estas situaciones, particularmente porque como proveedores no solo estamos a cargo de una casa, sino de muchas otras al mismo tiempo. Además, necesitamos mantener los proyectos dentro de los presupuestos y tiempos estipulados.*

*R: ¿Me puedes contar un poco más sobre eso?*

*P2B: Si claro. Lo que te digo es que las personas, aunque como te he dicho están súper contentas y agradecidas con el proyecto, todo el tiempo quieren opinar y además quieren participar. Y además imagínate que nosotros por decirte en un mismo barrio estamos trabajando en 10 casas diferentes. Entonces no podemos tener a todo el mundo metido además que está todo el tema de riesgos y accidentes que se supone que nosotros tenemos que controlar.*

*R: ¿Qué recomendaciones tendrías para mejorar el programa?*

*P2B: Bueno en realidad sólo eso que te comentaba. De pronto explicarles mejor a las personas qué se puede y qué no se puede hacer para evitar esos problemas. De resto creería que nada porque pues desde el punto de vista de nosotros como proveedores, aparte de los rollos normales, no ha pasado nada raro.*

*R: Participant 2B, muchas gracias por tu ayuda.*

## Group C: Users

**Participant 1C's profile:** female 56 to 60-year-old, currently unemployed, living with a partner with 5 people in her household.

*Researcher: Buenos días señora Participant 1C. Muchas gracias por colaborarnos y por aceptar esta entrevista. Como ya le expliqué, en cualquier momento que desee puede decidir que no hablemos más o pedirme que quite algo que no quiera que sea incluido. ¿De acuerdo?*

*Participant 1C: Si claro de acuerdo.*

*R: Perfecto. Le voy a pedir que me cuente un poquito de usted y de su vida.*

*P1C: Bueno, ¿qué te cuento? Soy ama de casa porque me tocó ahora porque me quedé sin trabajo hace unos dos años. Vivo con mi familia aquí en la casa, con mi marido, mis dos hijos y dos sobrinas.*

*R: ¿Hace cuánto viven aquí?*

*P1C: Nosotros tenemos 10 años de vivir aquí. Antes vivíamos en Galapa, pero nos vinimos hace 10 años para acá porque a mi marido le salió un trabajo por acá y era más cerca.*

*R: Y en esos 10 años, ¿cómo describiría su vida en este barrio?*

*P1C: Muy chévere, la verdad es que a nosotros nos ha ido bien. Mi marido consiguió el trabajo y nos vinimos, cuando eso mis hijos tenían 12 y 13 años y ya hoy tienen 22 y 23 años. Luego se vinieron mis sobrinas que vivían en un pueblo en Córdoba y llevan ya también varios años viviendo acá.*

*R: Bueno señora Participant 1C. Sé que ustedes han sido beneficiados del programa de mejoramiento de vivienda, ¿cómo lo describiría? ¿cómo le parece?*

*P1C: Ay no, a mi me parece espectacular. Imagínate, nosotros desde que llegamos acá a Puerto Colombia empezamos a construir nuestra casita ahí poco a poco, pero ajá siempre van quedando cosas pendientes que uno no puede hacer porque no tiene la plata. Para mi el programa es la oportunidad para que podamos hacer esas cosas que no habíamos podido hacer antes en la casa.*

*R: Bueno y usted ¿qué cree que sea el objetivo o la intención del programa?*

*P1C: Yo creo que busca que nuestra casa se vea más bonita y sea más cómoda para mi familia. ¿Es eso no?*

*R: (Risas), no dígame usted qué opina. ¿usted cree que el gobierno quiere que usted tenga una casa más bonita?*

*P1C: Hombre si, yo diría que si. Yo supongo que ellos se han dado cuenta de que aquí hay muchas personas necesitadas y que si nos arreglan las casas nos ayudan un poco.*

*R: Ah bueno, eso es muy interesante. Y por ejemplo, usted ¿cómo ve el trabajo de los señores que vienen a hacer los arreglos?*

*P1C: Ah no, esas son muy buenas personas. Yo aquí cuando llegan les tengo agua de panela, alguna bobadita para que coman. Todos son personas muy amables. A veces vienen unos señores que fueron los que vinieron al principio y revisan y eso y pues ellos también están pendientes de todo y eso.*

*R: Perfecto. Y ¿usted cómo cree que le ha afectado el programa, aquí en su casa, a su familia?*

*P1C: Todos estamos muy contentos la verdad. Aquí vienen mis hermanas y ellas dicen que ahora voy a ser la que tenga la casa más bonita (risas). Para nosotros ha sido una gran alegría que nos dieran ese premio.*

*R: Cuénteme un poquito de cómo se enteró del programa.*

*P1C: A mi me contó una vecina que también participó. Ella me dijo que nosotras aplicábamos y que había que esperar a ver cuáles eran las casas que iban a arreglar. Mejor dicho, hicimos todo juntas, fuimos metimos los papeles y eso y ya después nos avisaron que las casas de las dos las iban a arreglar. Menos mal, porque ella me había ayudado en todo y ¿qué tal que no eligieran a las dos?*

*R: Bueno y ese proceso para aplicar ¿cómo fue?*

*P1C: Como te digo, la verdad es que mi vecina que es como más avisada para esas cosas fue la que hizo todo. Ella me explicó lo que había que llevar y eso y nada más entregamos los papeles del Sisben y llenamos unos formularios y después nos avisaron que habíamos sido seleccionadas.*

*R: Y sobre todo lo que ha pasado hasta ahora, ¿hay alguna recomendación que querría hacerle al programa para que mejore?*

*P1C: No, todo está perfecto. La verdad es que yo no tengo quejas, hicimos todo lo que nos dijeron y aja ahí están trabajando. Yo espero que todo quede lindo como me lo espero y seguro que no habrá nada que cambiar.*

*R: Señora Participant 1C, muchas gracias por su tiempo.*

*P1C: De nada hija. Cuando quieras, aquí a la orden.*

**Participant 2C's profile:** female 36 to 40-year-old, currently employed, living with a partner with 7 people in her household.

*Researcher: Buenos días Participant 2C, muchas gracias por atenderme y colaborar con esta entrevista. Te voy a pedir que por favor te presents y nos cuentes un poquito sobre ti.*

*Participant 2C: Mi nombre es Participant 2C, tengo 36-40 años, vivo con mi esposo, mis tres hijos y mis suegros. Trabajo como secretaria en (se omite nombre de la empresa) hace 12 años.*

*R: Muchas gracias por la presentación. Cuéntame hace cuánto viven aquí.*

*P2C: Bueno yo he vivido en Puerto Colombia toda la vida. En esta casa como tal tengo unos 8 años de estar viviendo.*

*R: Ya que has vivido todo el tiempo en Puerto Colombia, cuéntame un poco sobre cómo es la vida aquí y especialmente en este barrio.*

*P2C: Bueno en realidad yo crecí aquí con mis padres, estudié mi colegio aquí y luego estudié en el Sena para ser secretaria. La vida es tranquila en general, bueno igual no faltan los problemas, que uno ve que atracaron a alguno o robaron y eso, pero en general bien. Tenemos la ventaja de estar cerca de Barranquilla donde mi esposo y yo trabajamos así que por ese lado nos gusta también.*

*R: Decías que tenías 8 años de estar viviendo en este barrio. Así saliste beneficiada del programa de mejoramiento de vivienda, que es específicamente sobre lo que te quiero preguntar, ¿Cómo describirías ese programa?*

*P2C: Bueno ¿cómo te digo?, es un programa del gobierno para apoyar a familias que como la mía tenemos un hijo discapacitado. Para que tengamos una ayuda para arreglar nuestras casas.*

*R: Ah, no sabía. ¿El programa es sólo para familias con hijos en condición de discapacidad?*

*P2C: No, yo creo que no, porque tengo un vecino que también salió elegido, y ellos no tienen ese problema.*



*R: Bueno y ¿cuál crees que sea la principal intención del programa?*

*P2C: Yo creo que nos dará un baño que será más chévere de usar y más fácil de limpiar. En nuestro caso es además necesario porque por la condición de mi hijo tenemos que llevarlo cargado al baño y pues eso es siempre un problema. Yo tengo a mis suegros que aja me ayudan todo el tiempo para que nosotros podamos trabajar.*

*R: Y durante este proceso, ¿cómo ves el trabajo de los contratistas?*

*P2C: ¿cómo así?*

*R: Quiero decir de las personas que han venido a hacer los trabajos en la casa.*

*P2C: Bueno, a nosotros como ves todavía no nos han iniciado el trabajo. Ya vinieron varias veces a revisar la casa después de que nos avisaron que si habíamos sido elegidos y revisaron todo y eso, pero pues todavía no han trabajado. Hasta el momento, bien, vinieron varios señores, nos preguntaron varias cosas, revisaron la casa y luego se fueron.*

*R: Y ¿qué tal les parecieron?*

*P2C: No, todo bien como te digo no fue mucho, revisaron unas cosas y ya.*

*R: Bueno, como aún no has recibido los trabajos me gustaría preguntarte, ¿qué esperas que pase luego de los arreglos? ¿cómo crees que se van a sentir tu y tu familia?*

*P2C: Nosotros estamos muy emocionados, con la enfermedad de mi hijo nosotros tenemos que trabajar duro para mantener la familia, yo tengo otros dos hijos y aparte también viven mis suegros con nosotros pues porque ellos nos ayudan mucho con mi hijo. Entonces poder hacer esos arreglos es de verdad un gran alivio.*

*R: Y, ¿cuándo y cómo supiste del programa?*

*P2C: A mi esposo le comentó un compañero de trabajo y enseguida yo me metí a revisar lo que había que hacer.*

*R: ¿Cómo obtuviste el beneficio de participar en el programa?*

*P2C: Nosotros llenamos un formulario en internet con los datos y eso a nombre de mi esposo y pues ya después de ahí nos avisaron. Yo en la oficina pude entrar a internet, y además le ayudé a otra vecina que no sabía y también le ayudé a llenar el formulario.*

*R: ¿Hay alguna recomendación que querrías hacer para que mejore?*

*P2C: No, ninguna, nosotros estamos muy agradecidos y creemos que todo está bien así.*

*R. Muchas gracias Participant 2C por tu tiempo y tus respuestas. Espero que estén muy contentos con el resultado cuando lo terminen.*

*P2C: Ay si, yo también.*

**Participant 3C's profile:** female 26 to 30 year old, currently employed and single, with 5 people in her household.

*Researcher: Hola Participant 3C. De nuevo gracias por participar, ya sabes que esto es voluntario, cuando tu quieras podemos detener la entrevista y todo lo que hablemos se usará para fines académicos.*

*Participant 3C: Listo, entiendo.*

*R: Vamos a empezar, con una corta introducción sobre ti y tu familia.*

*P3C: Mi nombre es Participant 3C, tengo 26 a 30 años de edad, trabajo como vendedora en un almacén de ropa en Barranquilla. ¿qué más?*

*R: Tu familia, con quién vives, etc.*

*P3C: Bueno yo vivo con mi papa y mi mama, y dos hermanas, una que tiene 15-20 años y otra que tiene 20-25 años.*

*R: ¿Hace cuánto viven aquí?*

*P3C: Nosotros hemos vivido aquí en esta casa toda la vida. Esta casa era de mi abuela y yo desde que estaba chiquitica vivo aquí .*

*R: Y tu abuela, ¿ya no vive con ustedes?*

*P3C: No, ella se murió hace como cuatro años.*

*R: Ah que pena, lo siento mucho. Bueno y cómo has vivido aquí toda la vida, cuéntame un poco sobre eso, que es lo que más te gusta, lo que menos y eso.*

*P3C: Bueno la verdad es que nosotros hemos vivido bien aquí, conocemos a todos los vecinos, desde que mi abuela vivía, todo el mundo la conocía y luego ya nosotros nos quedamos y pues nos llevamos bien con todo el mundo.*

*R: Y en ese proceso, resultaron favorecidos con el programa de mejoramiento de vivienda. ¿es así?*

*P3c: Si, claro.*

*R: ¿Cómo describirías el programa?*

*P3C: Bueno lo que yo sé es que es un programa del gobierno para ayudar a familias necesitadas a arreglar sus casas.*

*R: Y, ¿para qué o por qué crees que el gobierno ha hecho eso?*

*P3C: Para que la gente viva mejor, no sé (risas). Yo creo que hay muchas personas en diferentes barrios que necesitan eso y por eso se lo inventaron.*

*R: Ya en su casa terminaron los arreglos, ¿cómo ves el trabajo de las personas que trabajaron allí?*

*P3C: Bien, bueno esos son unos señores dedicados a eso. Les toca duro porque ajá todo el mundo en el barrio está pendiente y pregunta y eso, pero en general todo el mundo quedó contento con lo que hicieron.*

*R: ¿Qué le hicieron a tu casa?*

*P3C: Arreglaron la cocina que era la parte más maluca de la casa (risas).*

*R: ¿Cómo describirías el efecto del programa en ti y en tu familia?*

*P3C: Yo estoy muy feliz con este programa porque yo nunca había tenido la plata para hacer las mejoras. Yo ayudo a mis papás con lo que gano y eso, pero no habíamos podido arreglar la cocina que era la parte más maluca de la casa y que desde que mi abuela se murió habíamos querido arreglar y nada que se nos daba.*

*R: ¿Cuándo y cómo supiste del programa?*

*P3C: Yo lo vi en el periódico y enseguida le dije a mi mamá. La casa es de ella y ella es la que salió elegida, así que apenas vi le avisé y aplicamos.*

*R: ¿Cómo obtuvieron el beneficio de participar en el programa?*

*P3C: Bueno fácil la verdad, yo apenas vi me metí a la página web y enseguida le llené el formulario a mi mamá y ya. Después nos avisaron y listo.*

*R: ¿Cómo describirías el proceso hasta el momento?*

*P3C: Eh.. ya te dije que llenamos un formulario por internet y con eso nos ganamos el beneficio. Después vinieron unas personas a la casa, revisaron lo que había que hacer y luego nos avisaron cuándo empezaban a trabajar y eso. Se demoraron un poquito, eso fue un desastre en la casa, porque ajá era la cocina, pero bueno al final quedó muy bonita.*

*R: ¿Hay alguna recomendación que querrías hacer para que mejore?*

*P3C: Que no se demoren tanto (risas). No mentira, en verdad todo quedó bien.*

*R: Muchas gracias Participant 3C.*

**Participant 4C's profile:** male 41 to 45 year old, currently self employed, living with a partner, with 4 people in his household.

*Researcher: Buenos días señor Participant 4C. Primero que nada le agradezco que me de esta entrevista y le recuerdo que todo lo que hablemos será para un trabajo y su información no la verá nadie más que yo.*

*Participant 4C: Tranquila hija no te preocupes.*

*R: Muchas gracias. Le voy a pedir que por favor se presente*

*P4C: Soy Participant 4C, soy casado hace 15 años con mi mujer (se omite nombre), tengo dos hijos (se omiten nombres), y trabajo como vendedor de frutas.*

*R: Muchas gracias, me podría indicar ¿hace cuánto vive aquí?*

*P4C: Nosotros nos vinimos a vivir aquí cuando nos casamos, o sea hace 15 años.*

*R: Y, ¿cómo ha sido la vida aquí?*

*P4C: Bueno hija, como todo con sus altos y sus bajos. Mi esposa trabaja conmigo también vendiendo frutas y bueno unos días bien, otros no tanto, pero ahí vamos.*

*R: Y del barrio, el pueblo...*

*P4C: Ah eso bien, aquí bueno tenemos nuestros amigos, mis hijos van al colegio, o sea por ese lado estamos bien. Pero, pues usted ve que con dificultades, pero tratando de salir adelante.*

*R: Bueno y ahora que fue beneficiado con el programa de mejoramiento de vivienda, ¿cómo me describiría ese programa?*

*P4C: Eso es un plan del gobierno para ayudar a las personas que tienen casas que de pronto tienen algún problema o algo así a resolverlo. Vienen hacen unos arreglos y listo.*

*R: Y ¿para qué cree que fue creado o para qué sirve?*

*P4C: Yo creo que le ayudará a nuestro barrio a verse más bonito. Muchos de nosotros vamos a tener casas más fuertes para vivir, aquí a un montón de gente se le han volado los techos, o se les mete el agua cuando llueve, así que las casas que van a arreglar esperamos que ya no vayan a tener ese problema.*

*R: Y, cómo ha sido el proceso, la gente que vino a hacer los trabajos, el resultado...*

*P4C: Bueno, yo no quiero ser un quejón, pero esa gente a veces es desordenada. Venían unos días hacían algo y luego no venían más y uno con el desorden ahí en la casa. Estaban como haciendo varias cosas al tiempo y ajá uno esperando, pero bueno al final como estamos recibiendo esto uno no se queja.*

*R: No, no se preocupe que yo lo entiendo. Después de haber recibido los trabajos, ¿cuál ha sido la reacción de usted y su familia? ¿cómo se sienten?*

*P4C: Nosotros estamos contentos. Los arreglos que nos hicieron en el baño quedaron muy bien y bueno ya se ve más limpio (risas).*

*R: Bueno señor Participant 4C, y usted ¿cómo se enteró del programa? ¿cómo hizo para aplicar?*

*P4C: Anda eso fue un cuento, porque a mi me contó un amigo allá en el mercado y yo preguntaba y preguntaba y no sabía qué había que hacer. Después me dijeron que era por internet, pero ay no yo no sé bien de eso y mi hijo que tiene 15 años fue el que hizo todo en un café internet que hay por ahí a la vuelta.*

*R: Y luego de eso ¿qué pasó?*

*P4C: Nada, nos avisaron que ya habíamos sido inscritos y luego que iban a venir a la casa a revisarla para ver que había que hacerle, pero aja yo queriendo que le hicieran otras cosas.*

*R: Ah bueno, hablando de eso, ¿hay alguna recomendación que querría hacer para que mejore?*

*P4C: Pues sí, la verdad es que yo no entiendo por qué no me tocó lo mismo que a mi vecino. En mi casa trabajaron en el baño y en su casa le remodelaron la cocina. A ambos nos pintaron la fachada, que fue muy chévere, pero adentro los trabajos fueron diferentes. De pronto esto se podría mejorar.*

*R: Ah vea que interesante. O sea que ¿a usted le hubiera gustado que le preguntaran que necesitaba su casa?*

*P4C: Claro. O sea yo se que el baño estaba feo y eso, pero aja a mi me hubiera gustado más la cocina, porque aja eso cuesta más, ¿me entiendes?*

*R: Si claro, por supuesto. Y ¿cómo cree que se sentiría usted si el gobierno le pregunta que necesita antes de aplicar al programa?*

*P4C: Uhhh imagínate, a mi me gustaría mucho eso. Pero ajá, uno no se puede quejar porque nos están dando algo que no teníamos y eso es muy bueno. De todas formas ellos son los que saben, si me preguntan a mi de pronto no me paran bolas (risas) o les parecerá que es mejor hacer algo diferente. En cualquier caso, que quede claro que no me quejo.*

*R: Tranquilo señor Participant 4C, yo lo entiendo. Muchas gracias por su participación.*

*P4C: De nada, gracias a ti.*

**Participant 5C's profile:** female 36 to 40 year old, currently unemployed, living with a partner, with 6 people in her household.

*Researcher: Buenas tardes Participant 5C, muchas gracias por ayudarme y port u tiempo. Voy a pedirte primero que todo que te presents brevemente y me cuentes un poco sobre ti y tu familia.*

*Participant 5C: Buenas tardes, mi nombre es Participant 5C, vivo en Puerto Colombia, tengo cuatro hijos y vivo con ellos y mi marido.*

*R: Muchas gracias, ¿a qué te dedicas?*

*P5C: Ahora mismo al hogar, yo cuido a mis hijos.*

*R: ¿Hace cuánto vives aquí?*

*P5C: Yo he vivido en Puerto toda la vida. Primero con mi tía con la que me crié y desde hace 7 años con mi marido.*

*R: ¿Cómo ha sido para ti vivir en este barrio y en esta ciudad...*

*P5C: Bien, yo vivía como te dije con una tía hace años por aquí cerquita y estando por ahí conocí a mi marido y me vine a vivir con el. Aquí están mis amigos, tengo familia que vive cerquita, mi suegra y eso, vivimos bien.*

*R: Bueno, como te comenté antes yo estoy haciendo un trabajo para conocer un poco más sobre el programa de mejoramiento de vivienda. Entiendo que tu casa fue elegida para ser arreglada y quiero preguntarte un poco sobre eso. ¿Cómo describirías el programa?*

*P5C: Ay no sé... Pues lo que yo sé es que a las personas que eligieron les van a arreglar sus casas y ajá, se van a ver mejor digo yo.*

*R: Entiendo. Y ¿Cuál crees que sea su principal objetivo? ¿Para qué se hizo?*

*P5C: Bueno en mi caso yo creo que es para darle a mi familia una cocina más linda para cocinar. Ahora voy a poder invitar a la gente a que venga a mi casa.*

*R: Qué bueno. Y durante el proceso, qué me puedes decir. ¿Cómo viste el trabajo de las personas que trabajaron en tu casa? ¿cómo fue el proceso?*

*P5C: Bueno de las personas, bien, ellos venían trabajaban y se iban. En mi casa fue más bien rápido, aunque si sé que hubieron vecinos que se quejaron porque se les demoraban mucho y eso, pero en mi casa no.*

*R: Y del ¿proceso? ¿cómo supiste? ¿cómo aplicaste?*

*P5C: Ah eso si creo que fue fácil. Yo misma lo hice. Yo supe porque yo soy madre comunitaria del Bienestar y allá me comentaron que podía aplicar. Y de una lo hice.*

*R: Ah ok. ¿y desde que terminaron los trabajos cómo describirías el efecto del programa en ti y en tu familia?*

*P5c: No, nosotros contentos qué tal que no (risas). O sea, vienen y te arreglan qué más puede pedir uno. Que bueno que el gobierno esté ayudando a gente como nosotros y ajá podemos tener la casa más bacana ahora.*

*R: Y si te preguntara si hay algo que se puede mejorar, ¿qué dirías?*

*P5c: En verdad nada. Este programa es espectacular. Esto es algo que no habíamos recibido nunca y tendrá un gran impacto en nuestras vidas. Estamos muy agradecidos con el gobernador y ahora estaremos mejor porque nuestra casa se ve mucho más linda.*

*R: En serio ¿nada que mejorar?*

*P5C: No nada.*

*R: Participant 5C, ¿Te gustaría ser tenido en cuenta, o sea que te preguntaran qué necesitabas antes de crear el programa?*

*P5C: Si claro, o sea si a mi me preguntan yo voy (risas).*

*R: Muchas gracias Participant 5C por tu valiosa ayuda.*

**Participant 6C's profile:** male 46 to 50 year old, currently employed, living with a partner, with 6 people in his household.

*Researcher: Buenos días señor Participant 6C, en primer lugar muchas gracias por su colaboración y por permitirnos venir hasta su casa para hacerle esta entrevista. ¿Le puedo pedir que por favor se presente y me cuente un poco sobre usted y su familia?*

*Participant 6C: Hombree claro que si. Me llamo Participant 6C, tengo 46 a 50 años, y vivo con mi mujer, mis dos hijos, un varón de 20 años y una niña de 16 años y dos sobrinos de mi mujer de 14 y 16 años.*

*R: Muchas gracias. ¿a qué se dedica señor Participant 6C?*

*P6C: Yo trabajo como obrero en construcción, eso es lo que he hecho toda la vida, mi papa me enseñó y yo le estoy enseñando a mi hijo que ya también trabaja conmigo.*

*R: Ahh que bien. Y, ¿hace cuánto viven aquí?*

*P6C: Bueno nosotros primero vivíamos en Repelón y hace dos años nos vinimos a vivir aquí porque eso allá no había trabajo ni nada que hacer. Aquí estamos más cerca de Barranquilla y hay como más trabajo para nosotros.*

*R: Y hasta ahora, ¿cómo describirías tu vida en esta área?*

*P6C: Bien bien la verdad, es que desde que llegamos nos recibieron muy bien. Nosotros primero nos vinimos con mis hijos y luego hace un año los sobrinos de mi mujer se vinieron porque allá también estaban pasando más trabajo.*

*R: Bueno y cuénteme, sobre su casa.*

*P6C: Bueno, nosotros cuando nos vinimos fue a ver que encontrábamos. Un familiar nos recomendó que viniéramos, y conseguimos esta casita que estaba bastante mala, pero que pues fue el lugar al que pudimos llegar.*

*R: Y específicamente con el programa de mejoramiento de vivienda. Cuénteme cómo ha sido la experiencia.*



*P6C: Ahh no muy bien. Mi mujer fue la que hizo todo, ella y una vecina se metieron, averiguaron, mejor dicho consiguieron que nos dieran ese beneficio.*

*R: Y usted, ¿cuál cree que sea el principal objetivo del programa? ¿para qué cree que el gobierno está haciendo esto?*

*P6C: Bueno mira, en mi caso por ejemplo, antes yo no tenía cuartos separados, sino una cortina que separaba el cuarto y no le daba privacidad. Ahora tenemos una cocina y somos más felices. Esto es lo que hace el programa. Digo yo que para eso es. Tú te imaginas lo que es vivir toda esa gente aquí apretada sin privacidad ni nada, no mija un problemón.*

*R: (risas) Si claro que me imagino. Y ¿cómo le fue con las personas que vinieron a hacer los trabajos a la casa?*

*P6C: Andaaa bueno ahí si me buscaste la lengua (risas). Porque ajá yo trabajo en construcción y yo quiero ayudar, esta casa en parte la he ido mejorando yo con lo que he podido y con lo que sé. Aquí vino toda clase de gente, primero los que revisaron, los que dijeron que estaba como más mal y eso y luego los que vinieron a trabajar. Yo los vivía regañando porque a uno lo enseñan a hacer su trabajo bien limpio y a veces me dejaban un desorden que ni te digo.*

*R: Y eso, ¿le molestaba mucho?*

*P6C: Ayy claro, como así. A uno le molesta, pero aja uno entiende que es un beneficio que estamos recibiendo así que aguantamos.*

*R: Y ahora que han terminado los trabajos, ¿cómo se sienten usted y su familia?*

*P6C: Contentos, como te digo nosotros somos un poco de gente viviendo aquí y estábamos bastante apretados. Ajá nosotros recibimos a los sobrinos de mi mujer porque ellos lo necesitaban, pero no era que estuviéramos muy cómodos. Sobre todo tanto varón y mi hija por ahí. Pero ya con los trabajos, estamos contentos, más cómodos y tranquilos.*

*R: Señor Participant 6C, ¿hay alguna recomendación que querría hacerle al programa para que mejore?*

*P6c: Bueno, yo la verdad lo único que diría es que dejen que uno se meta, porque uno que sabe de eso de pronto puede hacer las cosas mejor o más rápido. A veces creo que se demoraban mucho en una cosa que era sencilla y se podía hacer rapidito. Eso a mi en la obra me ponen y yo estoy pilas.*

*R: Bueno y si le dijeran que antes de decidir cómo sería el programa, a usted lo podrían invitar a participar y opinar sobre cómo debe ser. ¿Qué opinaría de eso?*

*P6C: ¿Cómo así?*

*R: Si, imagínese que a usted lo llaman y le preguntan qué necesita en su casa, su barrio, sus vecinos, ¿le gustaría?*

*P6c: Ahhh claro eso si. ¿Pero qué me podrían preguntar a mi?*

*R: Bueno, cómo se siente, qué le gusta, que no le gusta, cosas así.*

*P6C: Ahh ya.*

*R: Y ¿cómo cree que se sentiría si eso fuera así?*

*P6C: No imagínese, muy complacido de que me pregunten, cómo no.*

*R: Señor Participant 6C, muchas gracias por su ayuda.*

**Participant 7C's profile:** male 51 to 55 year old, currently self employed, single, with 4 people in his household.

*Researcher: Buenas tardes señor Participant 7C. En primer lugar quiero agradecerle por su participación y por su tiempo. Le recuerdo que todo lo que hablemos aquí es para un trabajo académico y que nada de su información personal será vista por nadie excepto yo. Si usted quiere en cualquier momento me dice cuándo nos detenemos y con mucho gusto lo hacemos.*

*Participant 7C: Ah bueno listo.*

*R: Bueno, primero quiero pedirle que se presente y me cuente un poquito de su familia.*

*P7C: Buenas tardes, mi nombre es Participant 7C y vivo con mis dos hijas y mi hermana. Mis hijas tienen 25 y 28 años. Una trabaja en una oficina como asistente y la otra está estudiando para ser auxiliar de enfermería.*

*R: Y ¿hace cuánto viven aquí?*

*P7C: Nosotros hemos vivido toda la vida en Puerto. Yo estuve casado, tuve mis dos hijas y hace como 10 años me separé de la mamá de mis hijas y mi hermana se vino para acá a ayudarme con las niñas.*

*R: Señor Participant 7C, y ¿usted a qué se dedica?*

*P7C: Yo soy sastre, toda la vida me he dedicado a eso. Mi mamá nos enseñó a mi y a mi hermana y yo he vivido de eso toda la vida.*

*R: O sea, ¿usted tiene su propio negocio?*

*P7C: Si, aquí nosotros hacemos de todo. Arreglos, pantalones, vestidos, lo que usted diga. La gente gracias a Dios ya me conoce y pues siempre hay por ahí algún trabajito que hacer. Con eso he sacado a mis hijas adelante para que puedan estudiar y véalas allí están.*

*R: Entiendo. Entonces le va bien aquí, ¿cómo describiría su vida en esta área?*

*P7C: Bueno como todo ha sido duro. Yo esta casa donde la ve la he ido construyendo de a poquitos con el trabajo. Primero tenía que tener la máquina en el cuarto, ya logré tener aquí en la sala un espacio para atender a la gente y bueno como le digo la gente me conoce y me va bien. Con los problemas que uno ve por ahí a veces, pero yo no viviría en otro lado.*

*R: Ahh bueno. Y sobre su casa que me está contando, yo sé que fue beneficiado con el programa de mejoramiento de vivienda. ¿Cómo los describiría?*

*P7C: Yo pienso que el programa busca ayudar a las familias como la mía que son muy pobres, a tener una mejor casa y vivir mejor. O sea, usted me ve así, pero nosotros hemos molido bastante para poder ir levantando esta casita.*

*R: ¿Usted cree que ayudar a las familias es el objetivo del gobierno con el programa?*

*P7C: Si, yo diría que si.*

*R: Bueno, y ese proceso de aplicar, cómo se enteró, qué tuvo que hacer, cuénteme un poco sobre eso.*

*P7C: La verdad es que yo de eso no sé nada. Mis hijas fueron las que se encargaron de todo, porque yo como usted ve lo que sé es coser y no más (risas). Ellas se enteraron, no sé como y eso se pusieron a buscar, me dijeron papá vamos a hacer eso y la verdad yo no creía mucho, pero yo las dejé porque ajá no se perdía nada y bueno salimos elegidos.*

*R: Qué bueno, y durante el proceso de construcción, ¿cómo le fue? ¿qué tal el trabajo de las personas que vinieron a trabajar en su casa?*

*P7C: Con eso todo bien, la verdad nosotros no tenemos queja sobre eso.*

*R: Y desde que terminaron, ¿cómo describiría el efecto del programa en usted y en su familia?*

*P7C: Nosotros, estamos muy felices con el resultado. Ahora podemos invitar a las personas a nuestra casa y no sentir pena. Tenemos una cocina muy linda y cuartos separados. Yo creo que esto le ayudará a mi familia a sentirse mejor, a estar más cómodos y le agradecemos al gobierno por hacer esto por nosotros.*

*R: Hablando del gobierno, ¿hay alguna recomendación que querrías hacer para que mejore?*

*P7C: No imagínese, qué voy a recomendar yo si todo lo que han hecho. Agradecimiento es lo que tengo porque con todo lo que yo he tenido que trabajar para levantar esta casa, la ayuda ha sido una bendición para nosotros.*

*R: Claro lo entiendo. Señor Participant 7C, y a usted le gustaría que le preguntaran sobre otros programas o planes del gobierno antes de que se creen?*

*P7C: Bueno si me preguntan si con mucho gusto. Yo creo que es muy bueno que a nosotros nos pregunten que necesitamos.*

*R: Claro que lo es. Señor Participant 7C, muchas gracias por su participación y por su tiempo. Lo dejo seguir en su trabajo.*

*P7C: Con gusto, siempre a la orden.*

**Participant 8C's profile:** male 26 to 30 year old, currently employed, and single, with 5 people in his household.

*Researcher: Hola Participant 8C, gracias por tu ayuda para mi es muy importante poder contar con tu aporte para mi proyecto. Ya sabes que todo lo que hablemos sólo será usado con fines académicos y que toda tu información sólo será conocida por mi como está en el acuerdo que firmaste. ¿Estás de acuerdo?*

*Participant 8C: Si claro, de acuerdo.*

*R: Perfecto. Voy a pedirte que te presentes brevemente y me cuentes un poco sobre ti y tu familia.*

*P8C: Mi nombre es Participant 8C, soy auxiliar de informática tengo de 26 a 30 años. Soltero, sin compromiso (risas).*

*R: (risas). Cuéntame, ¿quiénes viven aquí en tu casa?*

*P8C: Bueno, aquí vivimos mi papá, mi mamá y mis dos hermanos.*

*R: Y ¿Hace cuánto viven aquí?*

*P8C: En esta casa hemos vivido toda la vida. Bueno, al menos desde que yo tengo uso de razón (risas).*

*R: Ah bueno. Y, ¿cómo es la vida aquí en el barrio, en Puerto?*

*P8C: Bueno aquí pasa de todo. Uno se entera de los cuentos del vecino, las peleas, los robos. En general vive gente que trabaja duro, pero ajá tu sabes siempre hay uno que otro desocupado que quiere ganarse la vida haciendo cualquier cosa.*

*R: ¿Cómo así, me puedes contar un poco más de eso?*

*P8C: Hombre sí, pelaos que no quieren estudiar, que quieren estar por ahí mamando gallo, metiendo vicio y bueno esos pelaos a veces forman peleas y vainas, pero ya uno aprende como a no meterse con ellos y ellos sanos con uno.*

*R: Entiendo. Pero, eso ¿nunca les ha causado problemas o querer irse?*

*P8C: Bueno pues que yo recuerde no. Mi mamá sí cuando estábamos más pelaos se preocupaba y nos decía que pilas que no nos fuéramos a meter en cosas raras, pero de verdad mis hermanos y yo como que nunca le hemos halado a eso. Así que como que problemas y eso no. Además esta casa yo no creo que mi mamá la deje por nada del mundo.*

*R: Y eso ¿por qué?*

*P8C: Ah porque ella dice que aquí se muere, que ella ha construido esta casa con mi papá de a poquito y que ella quiere vivir aquí toda la vida.*

*R: Entiendo. Bueno y hablando de la casa y la construcción, cuéntame un poco sobre el programa de mejoramiento de vivienda. ¿Cómo lo ven ustedes?*

*P8C: No, súper bien. Para mi mamá sobre todo ha sido una gran alegría contar con esa ayuda.*

*R: Y tu, ¿por qué crees que el gobierno está haciendo esto? ¿Para qué?*

*P8C: Yo pienso que para ayudar a las personas del Sisben a tener mejores casas. En mi caso me pusieron piso y pintaron el frente de mi casa. Ahora sí se ve como una casa de*

*verdad. Nosotros teníamos la casa bien y eso, pero no teníamos piso. Esa era una cosa que a mi mamá le daba mala vida, pero ajá nunca había habido plata para eso y ahora sí.*

*R: Claro debió ser muy emocionante eso. Durante el proceso, ¿cómo viste a las personas que trabajaron aquí?*

*P8C: Bien, o sea esos manes les toca pesado porque por aquí por la cuadra había varias casas que estaban arreglando y todo el mundo estaba pendiente de ellos. Pero pues nada, aquí llegaron, vieron que como que lo más urgente era el piso y eso fue lo que le dijeron a mi mamá que le iban a poner. Y ya luego sí empezaron a trabajar.*

*R: ¿Tuvieron problemas con ellos?*

*P8C: Nombre para nada, ellos relajados, además que mi mamá los tenía más pechichones, les hacía jugos, arepas, de cuanta cosa. Esos manes se iban llenos de aquí (risas).*

*R: (risas). Bueno y ahora que ya terminaron, ¿cómo crees que se siente tu familia?*

*P8C: ¡Bacano! Como te digo mi mamá es la que está mas hazañosa y nosotros ajá contentos porque la vemos a ella feliz.*

*R: Cuéntame un poquito del proceso. A mi me comentaron que tu habías hecho toda la aplicación y eso, ¿cómo fue?*

*P8C: Si, bueno la que aplicó digamos que fue mi mamá que es como la que aparece como dueña de la casa, pero yo fui el que le hice todo. Yo lo vi en un periódico y le dije de una y ella me dijo bueno hazme todo tu que sabes de eso (risas). Y ya yo entré a la página hice la aplicación y listo.*

*R: Y eso, ¿cuándo fue? ¿quién te contó?*

*P8C: Eso fue hace como seis meses. Yo lo vi en el periódico y le avisé de una.*

*R: De todo ese proceso, ¿hay alguna recomendación que querías hacer para que mejore?*

*P8C: Yo no creo que haya mucho que mejorar. Mi casa se ve muy linda y estoy muy feliz con el resultado. Yo tuve algunos problemas al aplicar, pero un amigo me ayudó y lo pude hacer.*

R: *¿Qué problemas?*

P8C: *O sea nada grave, al principio la página molestaba full, no sé si había como que mucha gente intentando o algo así. Pero nada después yo hablé con un amigo y lo hicimos desde otro computador que a el si le había funcionado y ahí si pudimos entrar sin problema.*

R: *Participant 8C, a ti te gustaría que te preguntarán sobre programas así más adelante, o sea que te incluyeran en la decisión, ¿que el gobierno averiguara que necesitan ustedes antes de ofrecérselos?*

P8C: *Si bacano, o sea si a uno le preguntan pues yo pienso que seguro que tendríamos muchas cosas que decir, vainas que uno ve aquí en el barrio en el pueblo. Pero pues eso yo no creo que pase. Aquí los políticos vienen cuando hay elecciones y preguntan y eso y uno ajá va y la vaina, pero así como que uno sienta que de verdad le paran bolas, no tanto.*

R: *Pero, ¿te gustaría?*

P8C: *Si.*

R: *Y, ¿cómo crees que te sentirías?*

P8C: *Yo diría que bien, pero de verdad yo no creo que sirva de mucho.*

R: *Perfecto, Participant 8C, muchas gracias por tu ayuda y participación.*

**Participant 9C's profile:** female 20 to 25 year old, currently unemployed, living with a partner, with 6 people in her household.

*Researcher: Buenos días Participant 9C. Muchas gracias por recibirme aquí en tu casa y por darme esta entrevista.*

*Participant 9C: De nada.*

R: *Bueno, primero quiero pedirte que por favor te presentes y me cuentes un poquito sobre ti y tu familia.*

P9C: *Me llamo Participant 9C, tengo 20 a 25 años, vivo aquí en mi casa con mis tres hijos, mi marido y mi mamá.*

R: ¿A qué te dedicas Participant 9C?

P9C: Ahora mismo al hogar. Yo trabajaba en un almacén, pero cerraron y me quedé sin trabajo, así que ahora mismo dependemos sólo de mi marido. El vende frutas en el mercado y con eso nos bandeamos.

R: ¿Cuántos años tienen tus hijos?

P9C: Tienen 1, 2 y 4 años.

R: Ok. Y ¿hace cuánto viven aquí?

P9C: Nosotros tenemos poquito tiempo, como dos años de vivir aquí. Vivíamos en el Carmen de Bolívar y nos vinimos cuando mi hijo mayor tenía 2 años y el segundo estaba recién nacido, porque allá nos estaba yendo muy mal y a mi marido se le metió que nos viniéramos para acá. Yo me traje a mi mamá porque ella me ayuda con los pelaos y pues ella se iba a quedar allá sola sin nadie.

R: Y en ese tiempo que llevan aquí, ¿cómo ha sido la vida en el barrio?

P9C: Bueno duro muy duro al principio. Mi marido había vendido una tierra que tenía en el Carmen y con eso llegamos y empezamos a construir esta casa de a poquitos, que no era mucho, pero ajá era lo que podíamos tener. Pero a los dos nos ha tocado trabajar duro, nosotros estábamos acostumbrados a trabajar en el campo, a eso nos dedicábamos y pues acá ya las cosas son distintas. Yo me le mido a todo y el también y por eso nos hemos rebuscado, pero no ha sido fácil.

R: Entiendo. Me decías que la casa la habían empezado cuando llegaron. Ahora que fueron beneficiados por el programa de mejoramiento de vivienda, ¿cómo lo describirías? ¿qué piensas de ese programa?

P9C: No, imagínate. Nosotros tuvimos mucha suerte, porque a mi varias personas me decían que nosotros apenas teníamos poco tiempo de vivir aquí y que por eso no nos iban a dar el subsidio, pero fíjate que sí. Para nosotros ha sido una gran ayuda.

R: Claro, me imagino. ¿Cuál crees que sea el objetivo del programa? ¿Para qué crees que el gobierno está haciendo esto?

P9C: Yo creo que esto me ayudará con la construcción de mi casa. Yo la estaba haciendo yo misma y con el programa ahora tenemos ayuda. Yo pienso que es ayudar a personas así como nosotros que hemos ido haciendo lo que podemos con las casas a que tengamos una ayuda adicional.



R: Y ¿cómo ves el trabajo de las personas que han venido a hacer los arreglos y eso?

P9C: Bueno, aquí en mi casa todavía no han empezado. Después de que nos eligieron, vinieron y revisaron todo para ver qué es lo que van a hacer, pero todavía no sabemos bien qué será y cuándo. Estamos esperando.

R. Bueno, como de todas formas aún no han recibido el beneficio, ¿cómo crees que se va a ver la casa cuando terminen? ¿cómo crees que les va a afectar a ti y a tu familia?

P9C: Ufffff, nosotros estamos muy emocionados. Como te digo, a nosotros los vecinos nos decían que fijo no nos daban nada, que eso era para personas que tenían mucho tiempo viviendo aquí, pero yo había averiguado y me dijeron que por el puntaje del Sisben yo si aplicaba así que apliqué. Yo creo que vamos a estar felices, sea lo que sea que al final nos entreguen. Es una ayuda.

R: Me decías que los vecinos te decían que no ibas a aplicar. ¿Cuéntame de ese momento, cómo supiste, cómo obtuviste el beneficio?

P9C: Yo le escuché el cuento a una vecina que tiene muchos años de vivir por aquí. Ella le empezó a contar a todo el mundo, pero ella decía que era para personas que tenían mucho tiempo viviendo en el pueblo. De pronto no quería que nadie más aplicara (risas). Pero, yo me metí a la página y llamé y averigüé y me dijeron que si, que podía aplicar así que metí mi formulario y mis cosas yo misma y luego me avisaron que habíamos sido elegidos.

R: Anda, y ¿la vecina que dijo?

P9C: Envidiosa (risas). No, pues nada, no podía decir nada porque ajá ahí estaba la prueba.

R: Bueno y de todo el proceso hasta ahora, ¿qué opinas? ¿te gustaría cambiar o recomendar algo?

P9c: No, como te digo hasta ahora nada, porque yo sólo he aplicado, me avisaron y vinieron a la casa a revisar a ver qué es lo que necesitaba la casa. A mí me gustaría que fuera más rápido porque ajá uno se desespera y le da miedo que se vaya a perder el beneficio, pero pues de resto nos dicen que tengamos paciencia que eso va a llegar y además yo ya sé de otros barrios donde ya han trabajado y eso ha salido en periódicos y eso así que estamos esperando.

R. Listo Participant 9C. Por último, me gustaría preguntarte, si en algún momento a ti el gobierno te buscara para preguntarte qué necesitas o qué querrías, ¿te gustaría ser tenida en cuenta?

*P9C: Ay siiiii. A mi que me llamen que yo soy una lora y voy donde me digan (risas).*

*R. (risas). Perfecto, muchísimas gracias por tu colaboración y por toda tu ayuda.*

*P9C: De nada, ya sabes que yo por aquí a la orden.*

**Participant 10C's profile:** female 51 to 55 year old, currently self employed, living with a partner, with 6 people in her household.

*Researcher: Buenas tardes Participant 10C. Muchas gracias por permitirme entrar a su casa y por concederme esta entrevista. Le recuerdo como le dije ahorita, que esto es para un trabajo y que usted puede decidir suspender la entrevista cuando lo considere. Cualquier duda que tenga me va comentando o paramos y le explico mejor, ¿estamos claros?*

*Participant 10C: Si señorita, clarísimo.*

*R: Listo. Le voy a pedir que primero se presente brevemente y me cuente un poco sobre usted y su familia.*

*P10C: Bueno, mi nombre es Participant 10 C, no te digo la edad porque estoy muy vieja (risas). Vivo aquí en mi casa como puedes ver con mi esposo, un hijo y una hija de 25 y 27 años y mis dos hermanos.*

*R: Ok, señora Participant 10C, ¿usted a qué se dedica?*

*P10C: Yo soy manicurista a domicilio. Voy a las casas de las personas que me lo piden y les hago las uñas.*

*R: Entiendo. ¿Toda la vida se ha dedicado a eso?*

*P10C: Toda la vida. Yo por muchos años trabajé en varios salones de belleza, pero eso era una esclavitud, los horarios, la cosa, y yo con mis hijos cuando estaban más pequeños sufría mucho por eso así que empecé a hacer las uñas a domicilio y así me quedé.*

*R: Bueno. Cuénteme un poco sobre su vida aquí en el barrio, en Puerto, ¿hace cuánto viven aquí? ¿cómo es la vida?*

*P10C: Yo he vivido toda mi vida aquí. Aquí conocí a mi esposo, aquí nacieron mis hijos, mejor dicho todo lo he hecho aquí. Nosotros vivimos tranquilos, niña con los problemas que tiene todo el mundo, pero bien tranquilos. Aquí todos los vecinos son muy queridos, nos conocemos de toda la vida, así que vivimos bacano.*

*R: Chévere, me alegra eso. Ahora le voy a hacer unas preguntas más sobre el programa de mejoramiento de vivienda que como sé usted fue beneficiada. Cuénteme, usted qué piensa del programa, cómo lo ve.*

*P10C: Yo creo que esto es algo muy importante. A nosotros ningún gobierno nos había ayudado como este. Para mí es una cosa así como del otro mundo y todo el mundo que conozco que le cuento que a mí me dieron ese beneficio, casi no me lo cree.*

*R: Usted, ¿para qué cree que el gobierno está haciendo esto, con qué fin?*

*P10C: Yo pienso que ayudar a la gente, así como nosotros. Ojalá se lo dieran a más personas de verdad porque es que aquí uno ve de todo.*

*R: Claro, así es. Y durante el proceso, cuénteme un poquito más de eso. ¿Cómo se enteró? ¿Cómo fue la aplicación?*

*P10C: A mí me contó mi hermano que yo creo que alguien le dijo y él me dijo que averiguáramos para ver si la casa de nosotros aplicaba para eso. Eso fue un rollo porque cuando fui a averiguar a la alcaldía nadie sabía nada, y era porque eso no era del alcalde sino del gobernador. Después me dijeron que eso era por internet y ahí sí peor todavía porque yo no tengo ni idea de esa vaina y según era por ahí que había que hacerlo.*

*R: Y, entonces ¿cómo hizo?*

*P10C: Yo le dije a mi hermano que él sabe más que yo, y a mi esposo y ahí entre todos pudimos hacerlo. Nos ayudó un vecino y llenamos el formulario y quedamos elegidos.*

*R: Y durante el proceso de construcción y mejoras en la casa, ¿cómo vio a los que vinieron a trabajar?*

*P10C: Ah bien, esos pelaos venían trabajaban y ya. O sea gente muy decente, había días que no venían y uno se quedaba esperando, pero pues lo normal. Todo bien.*

*R: Usted, ¿cómo cree que el programa afectó a su familia? ¿cómo se sienten?*

*P10C: Uy no todos felices. Mi esposo estaba feliz porque además a él le gusta todo eso de las obras, él es el que más mano le ha metido a la casa y con esto imagínese estaba en su yeré. Diciendo, opinando, mejor dicho metido en todo (risas).*

*R: Entiendo, si he escuchado de otras personas que también se han involucrado mucho en el proceso. De todo lo que ha vivido con el programa hasta ahora, ¿hay alguna recomendación que querría hacerle para que mejore?*

*P10C: Yo no creo que se pueda hacer diferente. Todas las casas quedaron bonitas y el gobierno me lo dio así que estoy muy agradecida.*

*R: Bueno y si le digo que a usted le podían haber preguntado antes de crear el programa, usted qué necesita o qué cree usted que necesita su barrio, su pueblo, ¿a usted le gustaría ser tomada en cuenta para eso?*

*P10C: Ay no sé niña. O sea si me preguntan si yo puedo decir qué veo yo y qué se necesita, pero aja ellos son los que saben, lo que yo diga ¿para qué lo van a usar? Si ellos, ya saben lo que tienen que hacer.*

*R: Entiendo, muchísimas gracias señora Participant 10C por abrirnos su casa y responder la entrevista. Le agradezco mucho su ayuda.*

*P10C: De nada mijita, por aquí siempre a la orden.*

**Appendix 4. Design Outcome: Public Service Design Guide for Practitioners within Complex Contexts (Separately bound from this document).**

**Appendix 5. Conference Acceptance and articles**



**POLITECNICO**  
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**ServDes2018** - Service Design Proof of Concept  
Politecnico di Milano  
18th-19th-20th, June 2018

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*Shaping a Discipline in Constant Evolution*

Dear Marisabella De Castro Abello,

Thank you again for applying to the PhD Special Seminar; we are pleased to inform you that your application has been accepted.

We are looking forward to meeting you in Milan, joining us in interesting and stimulating discussions.

Sincerely,

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# Global Conference on Services Management (GLOSERV 2017)

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CONFERENCE PROCEEDINGS

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## **Service Design Within the Public Sector in the Northern Region of Colombia: Governance and Community Challenges**

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### **Abstract**

There are two official ways in which poverty is measured in Colombia: the Multidimensional Poverty Index (IPM) that evaluates five different dimensions in which Colombian homes may be in a state of deprivation; and the monetary income, which evaluates the acquisition capacity of homes related to a basic shopping basket. According to the National Statistics Department, in 2016, the IPM showed that 17.8% of the population of Colombia was poor. Additionally, the monetary income indicated that 28% of Colombians were monetary poor with 8.5% of them living under extreme poverty conditions (DANE, 2017). Even though both indexes have seen reductions over the last ten years, the figures still show that many Colombians still require assistance both from government and non-government organizations in order to cope with their situation.

Specifically, this research has focused on the Caribbean Region of Colombia, in which the situation is worse than that of the national average. In 2016, 26.4% of the inhabitants of the Region were living in conditions of poverty. This is the second poorest Region of the country, only exceeded by the Pacific Region with a 33.2% (DANE, 2017). Taking these circumstances into account, this project has focused on how public services aimed at people living under these conditions could be enhanced in order to meet their requirements and be efficient and effective from the provider's perspective.

Owing to the situation described above, the Colombian National government through its local administrations provide services in order to care for its inhabitants necessities, and a special effort has been made into those aimed at people living under deprived conditions. However, delivering public services to underprivileged areas poses a challenge for national and local administrators. The aim of this on-going research is to identify those specific challenges and to propose a method by which the first part of the service design process could be improved in order to conceptualize, develop and evaluate services within the public sector in Colombia.