Anchoring of Service Design Projects for Successful Implementation: How Service Design Can Learn from Change Management

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ABSTRACT

Service design is the activity of planning and designing the experience of a service and the interaction between people and products within a service. Design of services usually happens as a project activity where service designers include the service providers and stakeholders in a user-centred design process. Anchoring is the activity of grounding and aligning project aims and goals in the organisations culture, needs and aims. This article gives an overview of research of anchoring tactics within the service design field as well as relating the theme to change management theory. A new approach for anchoring is suggested and the approach is discussed in a study of a service design project for a public service. The article concludes that service design projects should be treated a type of change management and suggests that service design should borrow theory from the management fields.

KEYWORDS: Service Design, Anchoring, Stakeholder Involvement, Change Management, Implementation, Public Services

1. INTRODUCTION

70 % of all new initiatives fail [1]. This is perhaps especially evident in innovation projects within the public sector, which can go over budget and scheduled time and produce average results [2][3][4][5]. In later years the public sector has been looking towards the service design field for solving important problems [6][7]. This could be due to service design's systemic and holistic approach, which might otherwise be difficult for public service organisations to achieve. Service design is an interdisciplinary approach, although it has a strong emphasis on user-centred design.

Introducing new services translates to a change in the organisation. Projects usually fail due to

implementation failures and not design failures as one might perhaps think [1]. The difficult part of organisational change is therefore not the new organisation design but managing the change to that organisation; the implementation. A substantial amount of research has been done on factors that can improve implementation outside of design research [8]. As service designers should focus on maximizing success rate, it is important to uncover what service designers might learn from other fields when it comes to managing change.

This article attempts to give an overview of anchoring in service design and the management field. First a presentation is given of central concepts related to anchoring within service design. Next, it explains what role anchoring has in service design and why it is important for the service designer to consider anchoring. The third part will give a short introduction to change management and give an overview of anchoring within this field, including different methods and approaches. It will then discuss the relationship between service design and change management on the subject of anchoring. Based on the discussion it will propose some principles for anchoring in service design projects. Finally, the principles and learning outcomes will be discussed in light of a project study.

This article is a review of literature from the fields of service design and change management, on the topics of anchoring, implementation management and stakeholder involvement. Literature used in this study is from textbooks and research articles from various academic journals, as well as some relevant news articles. The literature review is supplemented with examples from a service design project within the public sector.

2. DEFINITIONS
2.1 Service Design
Service design is a relatively new field and is still in constant evolvement [9]. It has established itself as a separate design discipline, however includes elements from various other fields ranging from phycology to management [10]. There are as many definitions of service design as there are practitioners and the definitions are often broad. In this article service design is defined as "the activity of planning and organizing people, infrastructure, communication and material components of a service in order to improve its quality and the interaction between service provider and customers" [11]. This definition illustrates service design's emphasis on the user, however it is also important to ensure that the service interface is effective, efficient and distinctive from the supplier's point of view [12]. An important characteristic of service design is intangible experiences that span over different touch points and time [13]. One way services differ from products, in addition to them being intangible, is that they are non-existing until used by someone. This is referred to as co-creation or co-production, which means that the customers are participating in creating the service [14].

2.2 Anchoring
Anchoring is defined as providing firm basis or foundation [15]. One approach to anchoring is alignment, although it is not often used in conjunction with service design. However, in the project management field, alignment refers to the activity of aligning project goals and objectives with various stakeholders, and it

must be done in the initiation phase, which is the first phase of a project. In Norwegian anchoring ("forankring") is commonly used in project and development work, and it refers to how stakeholders understand the value and importance of a process, as well as having an interest in the project being done [16].

2.3 Stakeholders

A stakeholder can be defined as someone who has the ability to affect a project in any way [17][18]. Design commonly refers to the term users, who are users of the product or service in question. Users are one of the stakeholders in a service design project. There are primary users, the ones the product is made for, and secondary users, for example service personnel or installers. Users are sometimes the customer, but not necessarily. One may have one subject paying for the product or service ("the customer"), and another subject using the product or service. Service design often refers to actors [10], which is a broader term than user, and includes everyone who are involved in delivering or using the service, also including staff or employees from the service provider organisation. The term stakeholder is used in both management theory and service design, and includes both users, customers and actors, as well as decision makers and back office staff in the organisation that delivers the service. In services there are often many stakeholders involved. For public services, stakeholders can include service recipients, delivery agencies, their partners, ministers, other politicians, civil servants and taxpayers [19]. See Figure 1 for an illustration of how these concepts relate to each other.
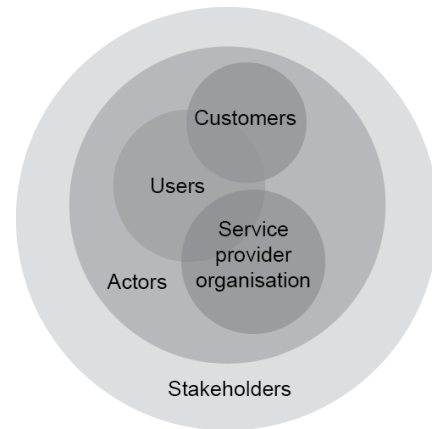

Figure 1: Stakeholders

3. THE IMPORTANCE OF ANCHORING IN SERVICE DESIGN
3.1 The Complexity of Services

Service design has evolved from the field of product design, and comparing the two fields allows us to see why service design has to be a separate approach. In essence, product designers design for the interaction between product and user. To design a product, the designer needs to have an understanding of how people will interact with the product. The product is fixed and will behave in a predictable way based on different inputs. Services are more complex and consist of different service encounters. A service encounter is an interaction between people or between people and products; what is referred to as service evidence [9]. All people are different and have individual needs. People are more complex than products and will not behave in a predictable way based on different input.
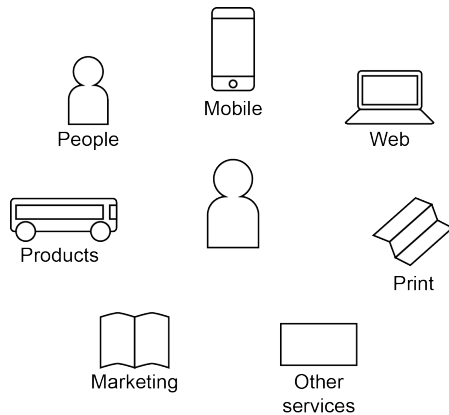
Figure 2: Touch points and service encounters, adapted from Polaine, Løvlie & Reason [14].

In the case of traditional product design, the deliverable of a design project is a finished product, ready for implementation. Services on the other hand, cannot be designed and delivered in the same way. Services are intangible and do not exist until they are used, since services are created in the interactions between users and service providers. Designing services is therefore not about producing an end result, but designing "a platform for action with which diverse actors will engage over time" [20]. Services rely on complex and relational entities that cannot be designed or pre-determined [21]. For instance, in order to implement a new service where the front staff has to act in a different manner than before towards the customers, the staff needs change their existing routines before one can see the result. While for the implementation of a new cash register system, it is ready to be used after installation.

The organisation or company that delivers the service, referred to as the service provider, is ultimately the one who will deliver the service, or, in other words, implement the service concept. Management, front-line staff, etc. all have a part in delivering the service. Since the actors in the organisation are the ones delivering the service, they need to be motivated to do it the right way. The client or management are often decision makers in the project, and in some cases there may also be other stakeholder groups that affect final decisions. Because of this, an important task of service designers is to engage multiple stakeholders group [22].

3.2 Service designers are user-centred

Designers aim to be user-centred, which means that they attempt to see the product or service from the point of view of the user. This is called empathy, which is defined as the ability to be aware of, understand and be sensitive to other people's feelings and thoughts without having had the same experience [23]. Empathy with the user is achieved through various design research methods, for example observation, data collection and analysis, and iterative prototyping. Service designers excel at achieving empathy with end users and visualising new ideas and concepts, however they are criticized of their poor ability to implement new solutions [24].

Service designers strive to create delight and desire, and focus on what is called the user experience. There is an asymmetric power distribution between the user and the organisation, where the organisation is in control over the resources and information, while it is the user who decides whether or not the service is a success [18]. Therefore, for service designers it is common to focus on the user's needs, and less on the needs of the organization.

But are the service designers too focused on the user? By focusing too much on the user, and not

on the organisation, service design projects run the risk of failing. A design project or a project where design thinking is applied, normally moves through three stages in a non-linear, iterative process; inspiration, ideation and implementation [25]. Implementation is where the execution of the concept happens, and as mentioned earlier this is a difficult stage where most of the responsibility lays on the organisation. This again underlines the importance of engaging stakeholder groups.

3.3 Why Service Designers Need to Know About Anchoring

Because of the complexity of services, service designers must include and engage different stakeholder groups within the service provider organisation. The stakeholders in the service provider organisations must have aligned goals to be able to deliver a service concept. In real life, stakeholders are often not completely aligned at the start of a change project. Therefore, it is important to anchor the service design concept at different levels in the organisation in order for the organisation to be able to implement it and develop it further, without the help of the service designer [26] [27].

While designers may do a big part of the work in the initial phases of a service design project, the organisation and the stakeholders are the ones that will eventually deliver the service. To deliver a successful service, the service providers need to contribute value of their own to the service and believe in the intrinsic value of the service [28]. By involving the stakeholders and taking into account their culture, resources, routines, needs, and agendas, a more sustainable solution can be created [29] [30].

4. HOW TO ANCHOR IN SERVICE DESIGN

In service design, stakeholders are usually included in the design process through various methods. Stakeholder involvement methods contribute to anchoring the service design project in the service provider organisation. The following chapters will explain some of the different methods being used by service designers.

4.1 Co-design

Co-design is a common way to involve stakeholders in service design projects, where the stakeholders are included in the creative process and contribute to the design of the concept. This is usually done by having stakeholders from different levels in the organisation attend a workshop facilitated by the designer [31], where everybody works together to achieve the same goal and create ideas. Bringing together people from different disciplines and levels in the organisations helps anchor a common goal and unites them in being user-centric [32]. Allowing the stakeholders to come up with the ideas themselves, also creates a stronger ownership to the project and contributes to anchoring the project. There is a range of benefits of using different participatory design methods, including improvement of learning and exchange of ideas, better communication and cooperation between different groups of people [26].

4.2 Spread of Service Design

Another typical way to include the stakeholders is to communicate and train the stakeholders in design thinking and in being user-centred. This is called expanding the organisation's design capacity [33] or "spreading" service design [34]. This is a way to anchor the objectives of the

project and increase understanding of why the project is important. This will make it easier for the organisation to further develop the service after the same principles as the designers, as well as making it easier for them to make choices and priorities later. It can be argued that a foundation for this automatically happens in the discussion and negotiating between the designer and the organisation when the project and brief is defined, and can also be seen as a way of anchoring the knowledge of design [35].

4.3 Visualisations

A third important technique for involving the organisation in service design projects is through the use of visualisations. Some common visualisations techniques in service design are customer journeys, service blueprints, stakeholder maps and storyboards [10]. These types of visualisations make it easier for stakeholders to view the service as a whole and gain an understanding of the user perspective, as well as enabling them to picture and concretize possible solutions and helps create shared understanding between the involved parties [32]. The use of visualisation might also stimulate creativity and positivity towards the project among the stakeholders [22].

5. HOW TO ANCHOR IN THE MANAGEMENT FIELDS

5.1 Change Management

Change management can be described as a process of continuous renewal of an organisation's direction and structure [36]. It could also be described as the process where any entity within the organisation takes a different state than its current or previous state, as shown in Figure 3 [37]. There is a clear focus

on the fact that change is a process, not an event, and that implementation is a key activity [1]. Change management is thus less about designing the end result, and more about facilitating the change [38]. In another sense change is the activity of implementing a new organisational design.
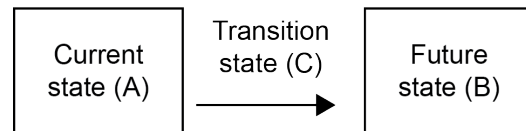

Figure 3: Organization change as transition, adapted from Nadler and Tushman [37].

5.2 Approaches to Anchoring

The change management field consists of many different theories and approaches, and an exhaustive overview is not feasible in this paper. However, some of the practical theories include similar principles [36], which will be described in this chapter.

Implementation of change processes needs to be considered at project start or before, and not - as it is commonly believed - at the end of the project. Change is difficult, therefore there is a need for the organisation to accept and want the change, or in the context of services; the new service solution. Since implementation is so important, it needs to be managed carefully and this includes managing stakeholders [18]. An approach to stakeholder management for a successful change or implementation, consists of three parts; shaping the political dynamics, motivating constructive behaviour and managing the transition [1].

Problem	Implication
Power	Need to shape the political dynamics associated with change
Anxiety	Need to motivate constructive behaviour in response to the change
Control	Need to systematically manage the transition state

Figure 4: Change problems and implications, adapted from Krüger [1].

To shape the political dynamics, the stakeholders in the organisation must be mapped out, including mapping who the promoters and opponents are. The next step will be to lay a strategy for building support for the change process among the stakeholders in the organisation. This can be done through for example participation, bargaining and isolation. Getting the support of key leaders is also an important step. In the implementation toolbox are activities like workshops, participation, prototyping and successful pilot projects.

Motivating constructive behaviour can be done by creating dissatisfaction with the current state, which is also referred to as unfreezing. By using participation, the stakeholders can more easily understand what is wrong with the current state. In managing the transition, it is important to clearly communicate the future state and its benefits, so that the organisation understand why the transition must happen. Consistency and openness to feedback is important throughout the process.

6. DISCUSSION

Service design and change management have several things in common. They are both processes that in some way contribute to change and they have largely non-tangible outcomes. They also have in common that their designs are difficult to implement. The two fields of studies also share similar tools and methods, and both are processes that has to be designed and adjusted according to the situation [38].

Service design is a relatively new field of study, and it could therefore benefit from adopting practices from the larger field of management. Several authors have already commented on the similarities between service design and change management [34][41][42]. Service design approaches like "Designing for Services" and "Transformational Design" also consider service design as a change process [9][26]. Based on the review of service design and change management literature, we present three important principles service design could learn from change management. The principles will be explained in the following chapters.

6.1 Stakeholder involvement

Service designers have been criticised for focusing too much on the end user experience and neglecting to consider the needs and wants of the stakeholders in the service provider organisation. While creating empathy with the end user, they are not necessarily very empathic with the client organisation - service designers might be a bit more preoccupied with solving user needs, than business needs [32].

While service designers and service providers might share a common goal in obtaining business objectives, their approaches to achieving this might be different [32]. Co-design Is most often used with the client, and not so often with the customer and user, which could imply that the actual objective is anchoring. As

well as the importance of aligning goals, it is important that the process is transparent, which means that each participant must have access to the same information and the same understanding of the purpose [31].

In change management an important task is the mapping of all stakeholders and their role in the organisation. Service designers could perhaps put more emphasis on this activity as it is important in order to understand how the change will be received by the organisation. To ensure anchoring of the project aims, decision makers and key leaders on different levels in the organisation should be identified and included in the process.

6.2 Journey over destination
While change management has a clear focus on the process, this is not always the case in service design where the main focus tends to be on the user and the user experience.

Although design is everywhere and the emphasis in design in todays modern world is important, there are a lot of misconceptions as to what design is. Design is often used as a noun, instead of a verb, in the popular press. This presents design as a thing, rather than a process [28]. Design is often referred to as features of a product, rather than the process of arriving at the product [39].

Service designers should reflect on their role as a facilitator of change and the organisational change that comes with implementing a new service.

6.3 Change from within
In change management theory there is wide agreement that change needs to come from within the organisation [40]. While change management originated in consulting firms, change management as a discipline is now taught at business schools to future business managers. This results in the business management already understanding the need for change management.

Service design also seems to have shifted towards being design with and within organisations [41]. However, there are still challenges with misconceptions of design among businesses. Design is often introduced in the periphery of the organisation, and is commonly seen as a separate phase of a project, that comes after strategy [9]. The design activity might also be seen as a work done for, and not together with, the organisation, which means that the organisation is often not prepared to put in sufficient efforts on contributing to the project [31]. Another problem occurs when the service design project is not anchored at all relevant levels of the organisation. This might make it harder to achieve involvement from the organisation. Therefore, it is also important to look at how we can spread the knowledge of service design. The organisation needs to see and understand 'the value of design as a strategic resource' and support it, before design can be integrated in their process.

7. PROJECT STUDY: NAV
The aim of this project study was to explore how the principles of this article and theory from change management can be used in a service design project. To understand the context of the problem, the characteristics of public services and NAV are explained, before discussing how the approach was used in this project.

7.1 Characteristics of public services

Public services have some characteristics that makes anchoring of a service design project more challenging than with private services. Firstly, as mentioned, in public services there is a range of different stakeholders, for instance it can include service recipients, delivery agencies, their partners, ministers, other politicians, civil servants and taxpayers [19]. Secondly, the services often have monopoly, which means that the users may not have a choice between different service providers, and in some cases do not pay for the use of the service, as it is financed by taxes. A private organisation can look at profit and customer retention as measures of success. If they do not make profit or have returning customers, they will go bankrupt, and they have to improve their services to avoid it. The public organisation might lack awareness of these problems, since profit and customer retention can be poor measures of success in their case, and they will thus also lack the incentive to improve the services. Thirdly, bureaucratic culture is common in public organizations. Bureaucratic organizations are frequently concerned about rules and fairness, and avoiding errors or unfairness can be a stronger motivator than achieving success [43]. This means that the focus shifts from the user or customer, and to the correct, fair and consistent practicing of rules. This can make it hard for public organisations to find a common goal and vision across departments.

7.2 NAV: The Norwegian Labour and Welfare Administration

NAV is owned by the government and administers different welfare schemes and provides related services [44]. NAV is a huge and complex organisation. It employs around 19,000 people and have local offices across the whole country and has over hundred specialized units. The local offices are more or less autonomous in which services they provide to the public, while the managing of resources is done on a national level where the rules are laid down by the government. A separate unit in Oslo, detached from the local offices, works with the improvement and digitalisation of NAV's systems and services. This means they implement new solutions that will be used nationwide. See figure 5 for a simplification of NAV's organisational structure. NAV's services are often criticized in the media and they seem to have challenges with being user-oriented. Although NAV's mission is to help individuals getting a job, from the outside they can seem more concerned about following their own rules than at succeeding in their organisational mission.
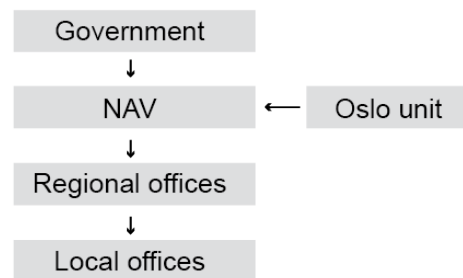
Figure 5: NAV's organisational structure

7.3 Project aims

In light of the characteristics of public services and NAV that have been discussed, a service design project within NAV must start with an anchoring of the service design approach or the user-centred mind set (hereafter referred to as user-centred design thinking). One of the aims of the project was therefore to contribute to the spreading of user-centred design thinking within the Oslo unit. The starting point for the project was to provide insights about a specific user

group, while at the same time teaching about user-centred design thinking.

For NAV to change the organisation from being centred around the system and laws, into being centred around the user, organizational change must happen. Before a change can happen, the organisation needs to understand the importance of being user-centred, as well as wanting the change to happen. The scope of the project, due to limited resources, was not to implement a new service and thus not do a full change process, but rather to prepare for a change process to come in a later stage.

7.4 Anchoring strategy
Background
The Oslo unit focused on digitalization of services was the project owner, while student service designers executed the project. In the execution of the project, tools from service design like co-design and visualisation, were combined with the presented principles from change management. In this chapter, the strategy for the project will be discussed in light of the principles.

Stakeholder involvement
In addition to involving employees from local and regional offices, we presented the project to the Oslo unit. The Oslo unit consists of the people that shape NAV's national IT systems and services, which means they affect practices in all the other offices. The Oslo unit is therefore a good starting point for anchoring, because they have the ability to affect the entire organisation. The aim of the presentation was to create empathy with the user and show the importance of being user-centred.

External stakeholders were also involved in the project. The external stakeholders were neither employees, customers nor users. For example, we involved people from a labour union that were passionate about the problem and had the power to affect the politicians and other decision-makers on, which means they could affect the problem of the project at a higher level than the Oslo unit, as shown in figure 6.
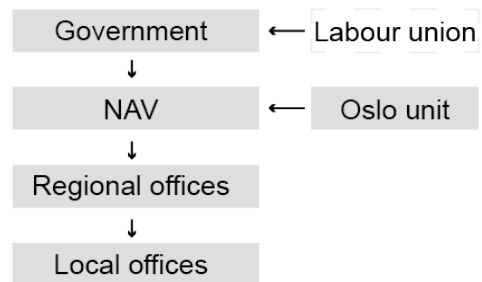

Figure 6: Influencers

Journey over destination
The project was treated as a starting point. It was important to look at how the project outcomes could contribute to the anchoring of the user-centred design and how this would be done. In change management terms, we contributed to unfreezing the situation by showing them the problem at hand. However, to affect real change a continued effort is necessary, and therefore we had to give the organization the tools to continue this process on their own. The deliverables of the project had to have the ability to live on within the organisation.

Change from within
The change has to come from within the organisation; they have to want it themselves. We tried to give some information to many in the organisation, in order to motivate small change overall, rather than much change in one

place. We wanted to create engagement for user-centred design thinking, and hopefully motivate individuals within the organisation to contribute to change.

7.5 Tools and Deliverables

The deliverable had to be engaging, in order to motivate stakeholders into following the user-centred design thinking. The deliverables consisted of the presentation, and a project package consisting of a short video, a one-pager and an inspiration document, that was distributed via email.

Presentation

There are limitations to the presentation format when it comes to anchoring, therefore the presentation strategy had to be laid down carefully in order to provide the most impact. For it to have impact, it had to be memorable, therefore techniques such as storytelling, visual communication and humour were used. In addition, the audience was invited to participate in an exercise during the presentation. All of the participants also received a visually attractive brochure with the most important insights, to take home, see figure 7. The tools proved to be effective based on the feedback and interest that followed.

Project package

The aim of the video was to create interest in the project, and empathy for the user. The one-pager had a visual summary of the most important outcomes, so that is would be easy for the reader to understand in a short time. The insights provided for NAV had to be actionable, and they had to be simple to understand. We achieved this by simplifying and visually communicating the insights. Some principles were given for how the insight should

be used, and some concept were presented as examples of how to use the insight. This gives the audience a small lesson in how the user-centred process is done – how to translate user insights to concept. The inspiration document was for people who wanted to learn more, giving a more thoroughly explanation of how to be user-centred.

Figure 7: Presentation brochure.

7.6 Evaluation and Weaknesses

Lack of stakeholder involvement was evident in that it was difficult to motivate NAV employees in terms of dedicating time to this project. While this lack of dedication is an example of the consequences of poor anchoring of the project in the organisation, we can not rule out that the researchers being students hurt the project's credibility.

Based on some of the comments from the audience during the presentation, there is still much work to be done in laying this ground work. We observed that the people who are user-centred and the people who are not, understand basic problems in very different ways. Take the problem of users not understanding how NAV's services work: At sign-up the users are given long legal documents that they have to read. The user-

centred people argue that because the documents are too difficult and time-consuming to read they need to be presented in an easier way – otherwise the users will not read them. In this perspective, the organisation and its rules must adapt to the user. The non-user-centred people argue that the users will not understand the service if they do not read the documents, and that the documents have to explain everything in a correct and thorough way. In this perspective, the user must adapt to the rules of the organisation. The two parties understand the user problem in different ways and therefore it can be difficult to unite around one solution.

This project is a good start, but it is not sufficient to create change. The methods were successful based on feedback from the people who participated. However, we did not use a quantitative method, so it is not yet possible to judge the effects of any of these initiatives. On the other hand, these weaknesses are natural consequences of the limited scope of the project.

Looking ahead, one might see some limitations to using this method in a future project. The method is resource intensive, and it is perhaps difficult to get an organisation to pay for this if they do not understand the need to begin with; nor to get the organization to dedicate the necessary amount of time to the project.

8. CONCLUSION

Anchoring in the service organisation is important for successful implementation, which is the goal of service design projects. Because implementation of a new service depends on the organisations ability to change, service design project should be treated as a change process. Service designers should look to the field of change management for theory. The following three principles can be used as an approach to anchoring:

Stakeholder involvement: Alignment of stakeholder and deliberate stakeholder management.

Journey over destination: Treat the service design project as change process.

Change from within: The change must come from within the organisation itself.

Further research is needed to test the approach in order to find out to which degree it has any quantitative effects. However, our project study illustrates how service designers in the meantime can treat service design as a change process, and we gave examples of some tools that can be used for this.

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