

**Designing
for
Value
Sensitive
Service
in
the
Public
Sector**

Designing for Value Sensitive Service in the Public Sector

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This work is dedicated to my son Linden, and to my mother, who taught me that the best way to inspire my child to pursue his educational dreams is to pursue my own.

Abstract

Human values are reflected in every design artefact, yet values remain implicit in most design processes. In the last few decades, Value Sensitive Design (VSD) has been developed as an approach to technology design that formally addresses values in the design process in order to achieve ethical outcomes. Use cases of VSD mainly focus on product design, however cases of VSD applied to services and to design for public sector are emergent, such as in design of service robots (van Wynsberghe, 2016) and for health care (Yoo, 2018a). The high requirements for social benefit to be produced by design for public sector, and the fundamentally interactive nature of services, make public sector service design an excellent candidate for more extensive application of VSD to achieve ethical, beneficial public service outcomes. The objective of this thesis is therefore to explore the possibilities of combining approaches of VSD and Design for Service in the context of public services. To do so, research into service design for prisoner rehabilitation services, referred to as client development services, was conducted with Rikosseuraamuslaitos (RISE), the Criminal Sanctions Agency of Finland.

To conduct this exploration, literature from the fields of design, service science, sociology, and psychology, as well as primary documents from RISE were reviewed. With the help of a translator, RISE client development staff from multiple organizational levels were interviewed using a value-oriented semistructured interview method (n=10), and RISE staff were engaged in ongoing conversation and reflection throughout the project. Mapping processes were used for both data collection and analysis. Reflexive methodology, a qualitative approach emphasizing reflection on interpretation, informed the research and analysis design of the thesis.

Research findings indicate that a key challenge to designing public services with values is the complexity of multi-layered value systems at play in both the public sector and in service ecosystems. This thesis therefore applies a Design for Service approach as a framework to address such complexity, in particular the notion of using values to create service ecosystem conditions as opposed to designing specific service paths. In addition, the service science concept of value co-creation, combined with psychology research on values, offers a model of how values operate in service ecosystems to influence benefit co-creation. Theories of human values are compared to understand values as a material of design, and Care Ethics supply a normative ethical framework to the application of VSD, addressing two common criticisms of the VSD approach.

These findings are applied to current service development for the new Hämeenlinna women's prison to uncover (1) personal values are used extensively by RISE staff in planning and delivering rehabilitation services, but their use is almost entirely implicit and informal; (2) organizational values are explicitly stated but their use is limited; (3) values held among

staff vary widely and affect their participation in service delivery, both positively and negatively; (4) RISE managers see potential benefit in addressing value conflicts as a way to support alignment of service quality, which they believe will also contribute to RISE's ongoing organizational mindset shift from punishment to rehabilitation.

Based on these findings, this thesis proposes a service ecosystem model for RISE that (1) makes visible the values implicated in the system; (2) addresses conflicting values through mapping; and (3) creates a set of guiding principles that make values actionable in prison services. Implementation is proposed in the experimental context of the new Hämeenlinna women's prison, through a set of values mapping tools designed for RISE to use in training workshops with prison officers.

The aims of this thesis are to provide insight into how Value Sensitive Design methods, applied through a Design for Service approach, can be used to daylight and resolve value conflicts that inhibit benefit creation in service ecosystems, and how attending to values in service design and delivery can support organizational transformation.

Keywords values, value sensitive design, design for service, transformation design, public sector design, care ethics, benefit co-creation, values mapping

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INTRODUCTION

“Our human imaginations have the potential to be moral – to imagine what constitutes lives of quality and societies of quality, human beings living well and other living creatures living well. Technology shapes our human experience and impacts all of nature. Thus, in Terry Winograd and Fernando Flores’s (1986, p. xi) words, ‘in designing tools we are designing ways of being’ – ways of being with moral and ethical import.” (Friedman & Hendry, 2019, p. 1)

Human values are reflected in every product and service we design, yet values remain implicit or hidden influences in most design processes. When we design services – processes and flows that can be described as social technologies (Nelson, 2003)— we design ways of being, and there is an ethical responsibility to shape ways of being that align with, support, and show the way toward what we have collectively agreed constitutes “living well.” Ethical responsibility arises from the powerful impacts of effective design, but few design approaches center or help designers grapple with this responsibility. Increasingly, designers are called on to consider ethical implications of design outcomes but seldom engage values as a formal consideration of design process (Friedman & Kahn, 2003).

Ethical responsibility for shaping ways of being is even greater in the design of public services. The high requirements for social benefit to be produced by design for public sector, and the fundamentally interactional nature of services, make public sector service design an excellent candidate for more extensive application of values-based design approaches. The objective of this thesis is therefore to explore the possibilities of using values-based design methods with a Design for Service approach as a way to achieve ethical, beneficial public service outcomes.

This thesis research is motivated by four key aims:

- Explore values in context of design as a way of understanding how to create ethical services, with a focus on the Value Sensitive Design (VSD) approach
- Analyze public sector services through the lens of a Design for Service approach
- Bridge VSD and values-based methods into service design, which at this time is an emergent application of VSD

- Increase my capacity as a designer to responsibly and effectively work with values

To achieve these aims, a practice-led research was conducted in partnership with Rikosseuraamuslaitos (RISE), the Criminal Sanctions Agency of Finland, to study service development and delivery in context of the new Hämeenlinna women’s prison. RISE’s case is appropriate to a values-based experiment because its work is deeply important to society, must be sensitive to the needs of marginalized and vulnerable people, and has a long history of moral, institutional and organizational complexity.

A set of three primary questions guided this research:

1. How are values made visible in design process?
2. How are values used in the design process?
3. How can service design that formally engages values support transformation goals in a public sector organization?

In exploring the question “How are values made visible in design process?” this thesis explores the Value Sensitive Design (VSD) approach pioneered by Batya Friedman, David G. Hendry, Alan Borning, Peter Kahn, Jr., and the Value Sensitive Design Lab at the University of Washington. Critiques of VSD are explored as well as subsequent research contributions that address them. Other contemporary approaches to ethical and socially-responsible design are briefly discussed.

After an initial review of values-based literature for this research, Values Sensitive Design (VSD) was selected as the approach to study more closely. This was due to the active community of researchers developing the approach across several types of applications, and the robustness of the VSD framework that includes both theory and methods. VSD has been developed as an approach to technology design that formally addresses values in the design process in order to achieve ethical outcomes. To date, published use cases of VSD mainly focus on product and digital design, however cases of VSD applied to services and to design for public sector are emergent.

“How are values used in the design process?” is the central question in the project case research, investigated through analyzing RISE’s official statements of organizational values and interviews with RISE sources. This research uncovers how workers in RISE’s

Effectiveness of Sanctions team are using organizational and personal values to shape and support their work in planning and delivering rehabilitative services to women incarcerated in Finland's prison system. Findings from this research are used to make visible the values at play in the various organizational layers of RISE, and to propose new ways of working with values in designing and delivering services at the prison level.

A third question, "How can service design that formally engages values support transformation goals in a public sector organization?" provided direction for inquiry into the roles values can play in organizational transformation. This question lifts analytical focus to systemic implications of values, and led to the development of a system model showing the important motivational role values play in the co-creation of benefit by actors in the system. This work draws on a Design for Service approach scaffolded by Service Dominant Logic to propose a model for a RISE prison as a value-sensitive service ecosystem. The proposed system model is operationalized through a set of care-based service principles that focus on connecting values to service delivery and planning. These principles can be further developed by RISE through tools for working with values on the frontline of service delivery, as prototyped in a "Values at Work" workshop with prison officers.

Thesis topic scope

Contemporary research into human values spans many fields, including philosophy, psychology, sociology and political science. This project narrowly considers values as a material in the design process, focusing on how people use values in decisions-making, and how values motivate behavior. This research takes an agnostic view of what values are, and sets aside philosophical and sociological questions of what values mean. It is taken as a basic assumption of this research that all individuals possess values.

As for design approaches to working with values, these are fewer but still numerous, if only subtly differentiated by scholars. In consideration of time constraints, background research into other values-based design approaches was limited to a few prominent approaches that are contemporary to VSD, including Responsible Design and Participatory Design, and focus on practical application of methods.

Through the case study, this project aimed to learn how a team composed of many different

cooperating disciplines —security, social services, adult education, health and management — can understand and use human values in designing service offerings for a public system.

At the start, the fuzzy scope of this project allowed for open inquiry, and let findings about values lead a design engagement with RISE. The research entry-point for this work with RISE was to investigate the design of the prisoner visitation services in the new Hämeenlinna prison, paying close attention to the processes that create visitation experiences that are hoped to be a meaningful part of the prisoners' own goals for self-improvement. Through probing how values are understood, located, and used by RISE staff, the research focus expanded to consider how values shape organizations, and how they become visible and useful to support or drive organizational mindset shifts. As Junginger and Sangiorgi describe (2009), insights gathered from this zoom out to the organizational level allowed the design process to zoom back in to the prison level at a different point, where values conflicts were most urgent to understand and address. This resulted in a shifted focus at the prison level, as the proposal experimented with values-based design methods to initiate a new working culture among Hämeenlinna's prison officers.

Beyond this immediate scope, the project aimed to contribute to knowledge about how services designed to operate within complex, multilayered value systems to achieve big change are impacted by, and can use, social values. In practice, this thesis sets out to understand the design of public services through a values-sensitive lens, and then develop what could arise from this understanding.

01 OBJECTIVES

1.1 Research Gap

This research addresses a gap that Deserti and Rizzo describe in their 2014 article on design in public organizations: the problem that “little reflection is being made on how public organizations can internalize and integrate the new knowledge [gained from beginning to adopt design innovation practices] and how the change process can be fostered or managed...”(p. 87). It is the same gap recognized today by the dedicated and skilled service providers working within RISE prisons, several of whom asked “We have the values, but how do we use them?” Underlying both of these assessments is acknowledgement that there is a disconnect between the change goal of the organization and its day-to-day practices. Therefore this thesis project experimented with a unique combination of design frameworks and methods, scaffolded by the ethical framework of care, to propose a solution that bridges this gap in the context of Finnish prisons.

In the Value Sensitive Design and Design for Service bodies of literature, there is yet little practice-based research applying VSD methodology integrated into a Design for Service approach. A google scholar search in September 2020 returned less than ten total entries for “value sensitive design” in combination with either “design for service,” “design for services,” or “designing for service”; of those, only two items addressed Value Sensitive Design as a formal methodology and Design for Service as a defined approach to service design (Yoo et al., 2019; Radywyl, 2014). This research aimed to explore the opportunities for producing social benefit by combining these two complementary frameworks.

1.2 Research Questions

This research was organized through three primary questions and their subquestions:

1. How are values made visible (legible, communicated, understood, experienced) through a public service?
 - a. What are values?
 - b. Where do values show up in an organization?
 - c. Who needs values to be visible?

2. How are values used in design process of public services?
 - a. How do values function as a material of design?
 - b. How can conflict between values be addressed?
 - c. What design methods effectively engage values?

3. How can service design that formally engages values support transformation goals in a public sector organization?
 - a. What is unique about design for public services that makes values relevant?
 - b. How does future evaluation of design outcomes change if social values are included as formal goals and drivers of design process?

02 THEORETICAL BACKGROUND

2.1 VALUES

If ethical design calls for formal use of values in design process, then how can values be understood as a material of design? Are values subjective, defined by the individual and as infinitely varied? Or are there essential, universal human values that supercede demographic or cultural differences?

2.1.1 Values as Design Material

This section examines literature from sociology and psychology which attempts to define sets of universal values, and understand how values interact with personality and culture to influence human behavior. Case studies of participatory design, value sensitive design, and responsible design which offer working definitions of values are also discussed.

Designers' values usually sift into a design project in an informal or unseen way as part of a "designerly approach" to a problem. In user research we find reference to Maslow's Hierarchy of Needs (Keinonen, 2008) as a way of understanding and prioritizing human concerns, and thus designing for conditions that must be met in order for an individual to thrive. Maslow's needs are often expressed as values, for example "self actualization" can also be described as a value that shapes cultural attitudes and directs behaviors in a society. However Maslow's needs and the many hierarchies based on them only address a few of the values it is possible for people to hold, and other values come to bear on design outcomes in complex and sometimes surprising ways. How to understand these other values, or values as a whole, in the context of design?

There are many studies of values around the world, and models for applying them. Some of the main ongoing studies and prominent research institutes include the European Social Survey, Hofstede Insights, and Barrett Values Centre, but background research for this thesis focuses on two: World Values Survey (the largest of the longitudinal values surveys) and Schwartz, whose research is often referenced by other values researchers (Fischer et al., 2010; Dimitrov, 2014).

Since 1981 The World Values Survey, a large-scale effort to document and understand human values as universally-held concepts, has collected more than 400,000 responses. According to the project website, “WVS seeks to help scientists and policy makers understand changes in the beliefs, values and motivations of people throughout the world” (WVS, 2020). The WVS is conducted every five years in nearly 100 countries, and is currently the most comprehensive and longest-running survey of human values. Analysis of results over this time has produced several insights into how values work in and through cultures, indicating that “people’s beliefs play a key role in economic development, the emergence and flourishing of democratic institutions, the rise of gender equality, and the extent to which societies have effective government” (WVS, 2020). Building on this analysis, WVS social scientists Ronald Inglehart and Christian Welzel have mapped nations according to culturally-prominent values on two dimensions: traditional vs secular-rational values, and survival vs self-expression values. Within the category of self-expression values, they draw particular attention to “emancipative values” or values that “combine

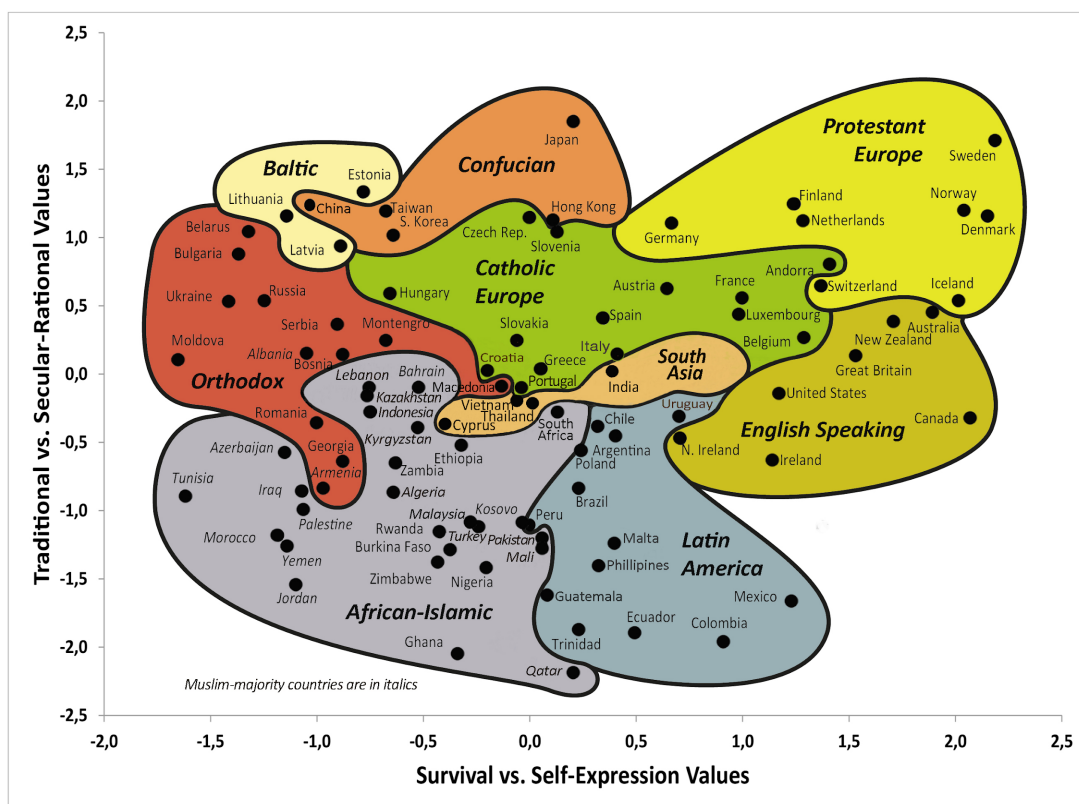


Figure 1. Inglehart–Welzel Cultural Map, World Value Survey (WVS, 2020).

an emphasis on freedom of choice and equality of opportunities” that reflect priorities of autonomy and participation. (WVS, 2020) In Welzel’s book *Freedom Rising*, he draws on the findings of WVS to argue that “emancipative values constitute the key cultural component of a broader process of human empowerment” (Welzel, 2013; WVS, 2020). WVS findings suggests that in order to support human empowerment, those working with values should direct attention to and amplify the power of these types of values in design outcomes.

In the 1980s sociologist Shalom H. Schwartz began a long-term research project to identify and categorize a set of universal human values. Schartz and his collaborators identified ten values, grouped into four categories, that they claim are consistent across cultures. These are known as the Schwartz Theory of Basic Values, and they are used widely in academic research as a basis for working with values (Schwartz, 1992; Schwartz, 2012; Schwartz et al., 2012).

Schwartz’s theory contributes six criteria that define what values are, and how they operate. Values 1) are beliefs that are linked inextricably to affect; 2) refer to desirable goals that motivate action, and 3) transcend specific actions and situations. With these criteria we can define values as emotional, motivational, and universal. In terms of how values operate, Schwartz argues that 4) Values serve as standards or criteria; 5) Values are ordered by importance relative to one another; and 6) The relative importance of multiple values



Figure 2. Schwartz Value Wheel. (1992, 2012).

guides action. This means that values are also normative, relative, and guide action through complex interaction (Schwartz et al., 2012). Based on these criteria, Schwartz et al describe a set of ten universal human values: Self-Direction, Stimulation, Hedonism, Achievement, Power, Security, Conformity, Tradition, Benevolence, and Universalism. They group these values into four categories relative to the motivations that they express (Schwartz, 1992, 2012) and present them in a wheel diagram. Other values are organized subordinately under these primary values.

Schwartz used this theory of values as the basis for the Schwartz Value Survey, (1992) a questionnaire in which respondents rank values via descriptions of desirable end states. The purpose of the theory, and the measurement tools that have sprung from it, is to understand how values serve to regulate individual behavior, and how people use values in the construction and negotiation of social relationships. Schwartz's work is particularly helpful in considering how values relate to each other, and could give designers insight into why particular values might come into conflict.

In An Overview of the Schwartz Theory of Basic Values, Schwartz (2012) makes an important distinction about the societal levels on which these values theories operate:

An astonishing finding of the cross-cultural research is the high level of consensus regarding the relative importance of the ten values across societies. In the vast majority of nations studied, benevolence, universalism, and self-direction values appear at the top of the hierarchy and power, tradition, and stimulation values appear at the bottom. This implies that the aspects of human nature and of social functioning that shape individual value priorities are widely shared across cultures (p. 14).

However, their research also indicates that while these values may be consistently prioritized across societies, individuals within the same societies differ significantly in how they prioritize these values. Since most design projects focus on a subset of individuals in a society, the assumption of universality of values at the scale of nationality becomes less useful (Schwartz, 2012). While these findings may serve designers at the outset of a project by orienting values elicitation activities toward a ranked set of values, understanding broad cultural profiles doesn't eliminate the need for designers to creatively engage values

elicitation methods with project stakeholders.

Value Sensitive Design's (VSD) theoretical framework considers this focus in its approach to defining values. In VSD projects, values are considered in context, defined as "what is important to people in their lives, with a focus on ethics and morality" (Friedman & Hendry, 2019, p. 4). Values can be held by any actor in the design context — user, stakeholder, commissioner, designer, or other relational party (Friedman & Hendry, 2019). In VSD, what values are is less important than what values do. VSD's definition of values is purposely broad in order to be context-responsive, however this is also a source of confusion about which values are material to a design project (Manders-Huits, 2011; van de Poel, 2013).

Research on values in relation to personality and motivation offers some helpful refinement to VSD's definition without losing a context-responsive approach. Citing Ravlin and Meglino's (1987) basic models of values, Parks and Guay (2009) refine values into two categories: "values as preferences" and "values as principles." In their analysis, "Values as preferences (work values) are essentially attitudes," while "values as principles, often termed individual or personal values, are guiding principles regarding how individuals ought to behave" (Parks & Guay, 2009, p.676). They give examples of these types of values with phrases such as "I like to" or "it's important to me that" to describe values-as-preferences, and "one should" and "I ought to" to describe values-as-principles.

Based on this description of values, Parks and Guay dismiss values-as-preferences (attitudes) as having limited impact on decision-making. They argue that values-as-principles (personal values) — those that set normative conditions for behavior, helping individuals determine what is the appropriate behavior in a given context — are evaluative, general, learned beliefs that are more stable than attitudes but are not as stable as personality traits. Personal values are learned through social interactions, practiced and ordered through grappling with conflicts between values, and— although they are deeply held— can be changed through introspection and socialization (Parks & Guay, 2009).

Term in Literature	Term in Project	Definition	Example of use	Field of use	Source
Social Values, Human Values, Values-as-Principles, personal values	Value, Values	important normative states or ideas of what is appropriate	"I value trust in a relationship." "Equality is a value of our organization."	Sociology, Psychology	Liedtka, 1989; Parks & Guay, 2009; Schwartz, 1992; Tronto, 1998;
Fundamental assumptions, core assumptions, organizational mindset, paradigm	Mindset	Set of underlying truths about how things work in a system	"A shift in mindset from punishment to rehabilitation changes the purpose of providing services in prison"	Service Science, Psychology, Systems Theory	Junginger & Sangiorgi, 2009; Meadows, 1999;
Value, Value-in-Use, Social Value	Benefit	worth, usefulness	"We create benefit for society and our organization by investing in our staff's capabilities."	Service Science, Designing for Service, Public Sector	Alves, 2013; Deserti & Rizzo, 2014; Wetter-Edman et al., 2014
Ethics	Ethics	"knowledge about how to live a good life"	"We have an ethical responsibility to safeguard human rights during incarceration."	Philosophy, Cultural Studies, Critical Theory, Law	Tronto, 1998; White & Tronto, 2004
Morals	Morals	belief about what is right or wrong	"It's morally right to treat people as you would want to be treated in the same situation."	Philosophy, Theology	Parks & Guay, 2009; Schwartz, 1992

Table 1. Project Definitions.

2.1.2 Definitions of Terms

Value, values, value creation – the meanings of these terms differ in many fields. Research in economics and management science distinguishes between “value-in-use” and “value-in-exchange” as two main types of value discussed in these fields. Meanwhile in philosophy, psychology and sociology, “values” refers most often to important normative states or ideas of what constitutes socially-appropriate human behavior. In this thesis I use the term “value” to describe an important normative state or idea of what is appropriate, and “benefit” to describe the value created by a service interaction. I describe value created in a public service interaction as “benefit” because public services are evaluated in terms of their production of beneficial outcomes (“value-in-use”) for both service users and society, rather than the production of capital (“value-for-exchange.”) (See Table 1.)

2.1.3 Value Sensitive Design

In the last few decades, Values Sensitive Design (VSD) has been developed as an approach to technology design that formally addresses values in design process in order to achieve ethical outcomes. Use cases of VSD mainly focus on digital and product design, however cases of VSD applied to services and to design for public sector are emergent as research on VSD is rapidly growing (Friedman et al., 2017).

The purpose of Value Sensitive Design is to “guide the shape of being with technology” (Friedman & Hendry, 2019, p. 3). If we apply VSD to social technologies such as services and service ecosystems, then we might say that value sensitive design of services shapes “being through” services. That is, it shapes the quality of experience of living through the service (Nelson, 2003).

VSD is an approach explicitly developed to help designers ethically engage human values in the design of technologies. It grew out of research in the 1990s in the US to define ethical approaches to privacy and security in digital technologies. VSD’s “tripartate methodology” of conceptual, technical, and empirical investigations was first crystallized around Friedman, Felten and Millett’s work on ethical design guidelines for informed consent in online environments (2000). Designers and researchers continue to expand VSD’s application to healthcare, sustainability and service design projects, and more (Sze-man Mok et al., 2016; van Wynsberghe, 2013, 2016; Yoo, 2018a, 2019). VSD foregrounds the wellbeing of all humans and the environment, and is intended to elicit and analyze values at play in a project context so that they may to be used by a design team as drivers for design decisions.

VSD’s theory is expressed through commitments — the statements that scaffold design decisions that can be implemented through VSD or other design methods. Of particular relevance to this project is VSD’s commitment that “the relationship between technology and human values is fundamentally interactional” (Friedman & Hendry, 2019, p. 3-4), which aligns with a central proposition of Service Dominant Logic: that services are co-created by interaction between a service provider and a service user. Thus VSD applied to service design creates the possibility for a new three-part interaction: service provider - service user - human values. This three-part interaction can then become the elemental

material of a service ecosystem design that creates the conditions for value-sensitive service interactions that continuously self-produce what is most important to the actors in the ecosystem.

VSD's methods are a combination of newly-created methods to address specific concerns of working with values, and familiar methods adapted from other disciplines that have been prototyped and refined through VSD projects. These methods are broadly selected and developed to aid designers and researchers in:

- making values visible
- identifying stakeholders
- analyzing how values interact in context of the design project, and
- creating value-sensitive frameworks or design principles. (Friedman et al., 2017)

In providing these tools within the VSD methodology and theoretical scaffold, VSD also helps designers to rationalize expanding the design space of a project to include a formal engagement with values (Friedman & Hendry, 2019).

Working with Values: Disconnects and Conflicts

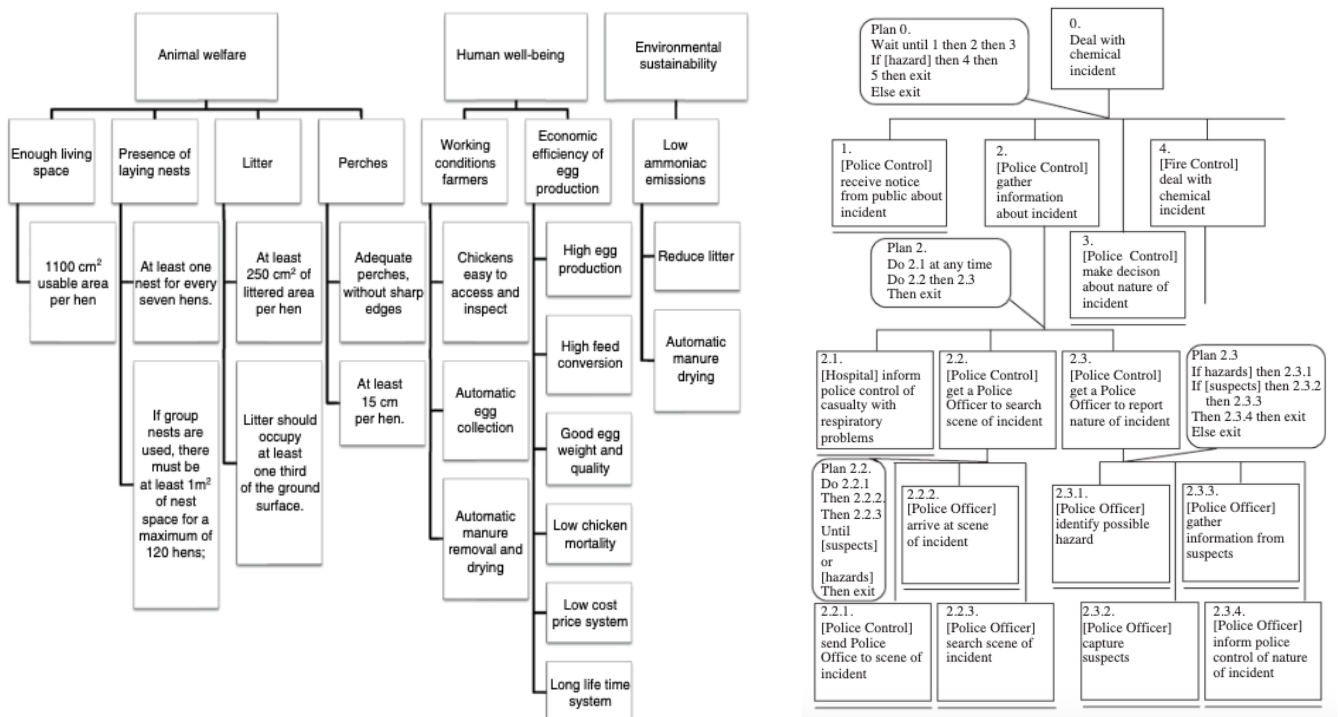
Early in this project, one participant asked a question that reverberated through the research: “We have the values, but how do we use them?” This question was asked by a social worker in the context of translating organizational-level values to everyday work practices, however, it is salient to any practice of VSD. Ibo van de Poel offers insight on how to translate values into design requirements from an engineering perspective in his 2013 chapter of *Philosophy and Engineering: Reflections on Practice, Principles and Process* (pp. 253-266).

Van de Poel remarks on this question as an underdeveloped aspect of VSD methodology, and proposes to address translation between values elicitation and design requirements through a tool he describes as a values hierarchy, “a hierarchical structure of values, general norms and more specific design requirements” (2013, p. 254-258). From engineering cases that have prominently addressed values, he extracts three concerns in translating values into design requirements that are highly relevant to service design: 1) area-specific expertise may be required to accurately translate values into requirements; 2) that

translating values is in itself a value-laden process, and 3) that values-based requirements are context-dependent (van de Poel, 2013).

Based on van de Poel’s findings, designers can address these concerns in several ways by drawing on strengths from many subfields of design. For example, transdisciplinary design processes that employ co-design and co-creation can effectively engage area experts to help accurately translate values elicited through VSD methods into design requirements. Designers who cultivate reflexive creative practice are better prepared to lead processes that address values, and tools from critical design may support effective reflection as well. Finally, holding space in the early part of the design process for adequate discovery of context can help designers avoid creating patterns for certain values and then applying them inappropriately to contexts where those values have different meaning or hierarchical position.

Values Hierarchy, the tool that van de Poel proposes to translate values into requirements, is similar to a Hierarchical Task Analysis in Human Computer Interaction, or a Function Analysis in product architecture engineering, in that each of these charts uses a visual



Figures 3 and 4. Left: van de Poel’s Values Hierarchy tool (2013, pp. 254–258). Right: Hierarchical Task Analysis (Stanton, 2006).

hierarchy to order design components or tasks. In both types of charts illustrated, the visual hierarchy denotes procedural importance — describing where to start, which decisions must be made or tasks must be completed in a specific order, and the consequences that result. In the Values Hierarchy, the top layer is the value set identified through VSD elicitation methods with project stakeholders. Immediately below that are the context-specific norms and accepted practices that relate to those values. Flowing below that are the technical specifications and design requirements for a specific design project (van de Poel, 2013). Using this tool, designers can create a clear path for the project team to follow back and forth from specific requirements to agreed upon project values.

In service design, translation of values into design requirements is often done through service principles, or “rules for characteristics or behavior of a product or service” (Tollestrup, 2012, p.3), although these usually only include organizational values. Seldom are values interrogated as to how they are defined, where they come from, or if the value set for a project is complete, including direct and indirect stakeholders. This thesis explores the potential in adding VSD as an approach to project definition in order to define values-based design requirements, and make service principles a more effective tool.

Values Conflicts

A key concern in working with values is made clear when examining values through van de Poel’s Values Hierarchy: how to address conflicts among values. During the discovery phase of a project, values must not only be placed in hierarchical positions relating to norms and requirements, but must first be placed in hierarchical relation to each other, so that as conflicts between requirements emerge, there is guidance about how to resolve them.

Individuals most often have already done this ranking internally without necessarily realizing it until faced with a conflict. Management Studies researcher Jeanne Liedtka notes “behavior is rarely the result of a single value, rather it is [...] clusters of beliefs and values that act in concert with each other” (1989, p. 806). Liedtka refers to psychologist Milton Rokeach’s definition of values systems as sets of values organized on a “continuum of relative importance” (1989, p. 806).

As mentioned earlier, Schwartz's (1992, 2012) research dives further into the nature of the interplay of values within values sets, resulting in different contextual meanings of the same value, and thereby impacting values expressions in people's actions. To illustrate how interacting ranked values can result in both internal and external conflicts, take an example from contemporary social life. In this example I hold the two values of belonging and privacy, which come into conflict in a situation where I feel I need to publicly disclose something personal about myself in order to make a meaningful connection with another person. If privacy is the more important value to me, I may sacrifice fulfilling my value of belonging in the situation, and withhold my private information. However belonging is still a value, so I might create alternative ways of expressing it without impacting my privacy. This is a common values conflict for users of social media, and demonstrates how values conflicts may impact or inhibit action in surprising ways. In the example above I could attempt to resolve my own values conflict by "lurking," or logging on frequently to a social media platform to see others' content, but not engaging with any of the platform's features to create my own. I may also attempt to create connection with another person by referencing content from the public platform in one-on-one conversations. However these attempts to resolve my internal values conflict may create new conflicts with others who place belonging above privacy. They may resent the lack of connection or sense of coherent community available to them as a result of my preference for privacy.

Values conflicts compound when power imbalances between stakeholders enter the situation, such as when employee values come into conflict with organizational values. Liedtka developed a Value Congruence Model in an attempt to understand the typical nature of these conflicts (1989, pp. 810-813). For example, in hierarchical organizations with strongly articulated value systems, this conflict is usually resolved in favor of organizational values due to the power imbalance motivating compliant behavior from employees (1989, pp. 810-813). However, in organizations that operate as service ecosystems, and rely on employees and customers to creatively integrate resources to co-create interactions that produce benefit, power dynamics are more complex. In this type of organization, customers, employees and leadership (representing the organizational point of view) all share some degree of power, and resolving conflicts between values held by any of these actors becomes more difficult. Tools that can make values explicit, identify values conflicts that impact service quality, and help actors resolve conflicts become necessary for these organizations.

A Field Full of Values

In addition to VSD there are other emergent approaches organized to meet the needs of designers in addressing values and ethics in practice. Parallel developments of technology design that address values have been happening mainly in Europe as Responsible Design, in which Ibo van de Poel is a leading scholar, as well as Values-at-Play, Worth-centered Design, and Science and Technology Studies (STS), and the new Virtuous Practice Design. Key innovations in ethical design have emerged from intersections with or critiques of VSD and these other approaches, in particular defining a strong value-proposition for working with values and ethics in technology (Steen & van de Poel, 2012) and projects on service robots that has brought Ethics of Care into application through VSD methods (van Wynsberghe, 2013, 2016).

Participatory Design, a contemporary ethical design approach popular in Nordic design practices, takes democratic values as the normative framework that drives design using PD methods. Humanistic Design is an approach focused on healthcare design that centers on values that support human dignity. From an ethical perspective, these approaches are less context-responsive than VSD or the other values design approaches in that they are adopted as a way to express specific values rather than as a means to understanding and supporting values that arise from the project context (van der Velden & Mörtberg, 2014; Mannen & MacAllister, 2017).

Which Values Should Shape Our Experiences?

While asserting VSD's openness regarding the specific values to prioritize, founders of the approach offer guidance toward some values commonly emphasized in technology projects: human well-being, dignity, and justice. However this doesn't rise to the level of the needed normative ethical framework for expanding VSD to wider applications. This resistance to defining the underpinning ethical ontology of VSD is one of the key debates among the VSD community of scholars and practitioners (Jacobs & Huldtgren, 2018). In particular, Noëmi Manders-Huits (2011) expresses this critique by delving into the specific gaps in VSD framework and their implications. These gaps are detailed in five concrete points, of which two are particularly relevant to this thesis' research, despite recent innovations in the VSD literature:

“(3) VSD runs the risk of committing the naturalistic fallacy when using empirical

knowledge for implementing values in design, [...] (5) VSD lacks a complimentary or explicit ethical theory for dealing with value trade-offs” (Manders-Huits, 2011, p. 271).

The naturalistic fallacy that Manders-Huit refers to in VSD is the core stance that values should shape design decisions and evaluation of design outcomes. The crux of Manders-Huits’s criticism on this point is that stakeholder values “are” and therefore design outcomes “should be” aligned with them, an underlying ethical logic that classifies values as “natural” and therefore ascribing them normative power. The other point, that VSD lacks support for dealing with value trade-offs, is particularly salient to designing for complex systems where there are many conflicting values spanning unbalanced power relationships and very different stakeholder perspectives. (Manders-Huits, 2011). The presence of this gap is also reinforced by Schwartz’s (1992, 2012) research cited above, documenting how the meanings and power of values change when they are placed in different relationships to each other.

While seemingly abstract, these are questions with vital importance to design outcomes. Take Manders-Huit’s example of the potential danger in a design process based on values without a defined ethical framework:

Consider the value of human dignity: it is true that any culture can subscribe to this value. Yet what is left of its (universalist) meaning if the substance given to it differs in each context? In the one culture or context the value of human dignity may be taken as the basic principle to treat people equally, regardless of their race, skin colour, or religion. Yet in another context, the very same value may have an oppressing effect on people (even if unintentionally). Just consider historical and cultural examples regarding differences in dignity, e.g. of women vs men, or ‘black’ vs. ‘white’ people (2011, p. 282).

Without a normative ethical framework to bound and support application of values in a design project, Manders-Huit’s example demonstrates how we could design with values and still arrive at a morally reprehensible design solution such as segregated drinking fountains in the Jim Crow South of the US in the 1960s. This was a design that interpreted the value of human dignity for only one narrow set of stakeholders at the expense of many others. If it is possible to use VSD to create technologies that are solely sensitive to values within

the scope of a particular project — and end up much more effectively producing societal harm through design — then VSD alone is not enough to support designers in creating ethical outcomes. Therefore, until such time as the VSD community decides to adopt one normative ethical framework that defines how these questions are addressed in a VSD process, a key design decision that must be made when using VSD is the selection of an ethical framework that will guide the sources, definition, application, and interaction of values in a project. For design projects that involve human care and service, Care Ethics is emerging as a useful framework to support successful application of VSD.

2.1.4 Care Ethics and Empathy

According to philosopher Maurice Hamington (2017, 2019), feminist scholars Carol Gilligan, Nel Noddings, and Joan Tronto led the development of care as an alternative form of relational moral deliberation to deontological ethical philosophies, and laid the main theoretical ground for an ethical system based on care and care relationships. Hamington defines Care Ethics as characterized by 1) moral deliberation that is situated in a particular context, 2) a focus on relationships rather than a “preemptive formulaic approach to right action,” and 3) a form of attention that requires continuous interaction between cognitive assessment of need and empathic emotion expressed through action. “Care posits a relational ontology or the notion that humans exist in a dynamic web of relationships that define who they are and participate in every decision” (Hamington, 2017, p. 265).

In grounding an ethics of care in practices of everyday life, political scientist Joan Tronto defines ethics as “knowledge about how to live a good life” (1998). Tronto describes care as an ethical system with four main phases: 1) attention (“caring about”), 2) responsibility (“caring for”) 3) competent action (“caregiving”) and 4) responsiveness (“care receiving”) (1998, pp. 16-17). She notes that since any single act of care can alter the situation, care is a complex system that is fraught with potential conflict and uncertainty. Care needs may come in conflict, especially when needs exceed resources. In light of this, Tronto calls for care to take place in “an environment in which all of those engaged in caring — caregivers and care receivers as well as other responsible parties— can contribute to the ongoing discussion of caring needs and how to meet them” (1998, p. 19).

The Role of Empathy in Care

According to Tronto and Hamington, claiming to care is not enough; true care requires action motivated by what Hamington describes as “accurate empathy” (2017, p. 267). Accurate empathy is based on unbiased understanding of particular individuals’ stories, resisting projection on the part of the observer, or reference to stereotype. Empathy is not imagining oneself in the other, it is “feeling along with;” both selves are intact through the process of accurate empathy. Through methodical inquiry into the particulars of another’s story, we are able to employ this rich understanding to simultaneously experience the world as ourselves and as another: “I never cease being myself but if I try to empathize I am endeavoring to feel with the other” (Hamington, 2017, p. 271).

Sustar and Mattelmäki (2017) make a similar argument for the importance of a rigorous empathy in designing for complex systems, particularly systems that attempt to serve vulnerable populations. They advocate for a definition of empathy in practice that goes beyond attempting to understand the user’s emotional world and extends empathy to understanding a user’s context and the designer as situated in that context. The authors refer to this as “intercultural empathy” (Sustar & Mattelmäki, 2017, p. 2). Moreover, they discuss systematic application of empathic design tools as one way of addressing the “asymmetrical power relationships between the customer and the service provider”(2017, p. 1) framed as an important problem in service design by Deserti and Rizzo (2014).

A contextualized, accurate empathy rigorously applied within the normative framework of Care Ethics through design tools that focus on users’ values: all of these elements come together in a small but growing area of design research called Care-Centered Value Sensitive Design.

Care Ethics Applied to VSD: CCVSD

Robot ethicist Dr. Aimee van Wynsberghe (2013, 2016) brings care ethics into VSD through her research on service robots, and has created an approach called Care Centered Value Sensitive Design (CCVSD) to guide design of robots for the healthcare sector. This approach supplies care ethics as the normative ethical foundation for a project using VSD. In practice this means that care relationships and the stakeholder values that relate to them are prioritized as design drivers (van Wynsberghe, 2013).

While van Wynsberghe's application of CCVSD focuses on robots, the basic test she has devised to determine appropriate application of CCVSD describes the conditions of designing public sector services as well. She asserts that CCVSD takes care ethics as its normative foundation through "the use of care practices for: i) structuring the analysis, and ii) determining the values of ethical import" (2016, p. 319). In van Wynsberghe's application of CCVSD, care relationships and the values that flow from centering these relationships are the values that are made visible and useful through VSD methods (2013, 2016).

Van Wynsberghe also gives direction on how to apply CCVSD to care practices that fall outside of the healthcare sector. She describes these conditions for assessing a care practice: "...that 1) the care practice be a response to the needs of another, and 2) the care giver and the care receiver be engaged in reciprocal interaction" (van Wynsberghe, 2016, p. 320). While RISE is not solely a healthcare organization, their practices meet these criteria: they are comprehensive care providers and the rehabilitative relationships that they engage in with clients constitute care relationships for the purposes of CCVSD.

2.2 SERVICE

“... [E]verything is service, and goods or other physical artefacts simply play roles in value creation.” Lucy Kimbell, 2010.

The area of design concerned with planning interactions and the artefacts that support them to meet business goals is broadly called Service Design. Recent work by design researchers has extended concerns of service design beyond user experience within a brand framework into a means of critical engagement with value-creation, organizational transformation, and complexity. Research by Sangiorgi, Junginger, Kimbell, Manzini, Meroni, Wetter-Edman, Mattelmäki, and others (Kimbell, 2011; Junginger & Sangiorgi, 2009; Manzini, 2011; Meroni & Sangiorgi, 2011; Sustar & Mattelmäki, 2017; Wetter-Edman, 2014), is pushing service design beyond “an activity of planning and organizing a business’s resources (people, props, and processes) in order to (1) directly improve the employee’s experience, and (2) indirectly, the customer’s experience” (Nielson Norman Group, 2017). The outcome of this research is an approach called Design for Service, or “The activity of proposing new kinds of value creation by developing frameworks and tools to shape the conditions for certain forms of interactions and relationships to emerge.” Another way to describe the object of design in this approach is “the socio-technical affordances that enable interactions and define experiences (Secomandi & Snelders, 2011, as cited in Kimbell & Blomberg, 2014). Wetter-Edman (2014) traces a distinction between “design for services” and “design for service” by synthesizing the contributions of Vargo and Lusch to Service-Dominant Logic:

The core change was that we as customers integrate our knowledge and capabilities with those from the firm (both people and artifacts) in co-creation of value. This understanding of service changed the conceptual position of the customer from being a ‘passive’ consumer, of interest to the firm in the moment of purchase to an active co-creator of value (p. 40).

2.2.1 Design for Service and Service Dominant Logic

In the past two decades, design researchers have been in productive dialogue with Service Science researchers to conceptualize Service Dominant Logic as a basis for understanding how value is created through services. Sometimes writing collaboratively, key experts in

both fields have dovetailed definitions of value, models of value co-creation and service ecosystems into a rich framework that supports service innovation on organizational and systemic levels.

Benefit Co-Creation

Both service design and service science are concerned with how benefit is created, and Designing for Service as an approach uses Service Dominant Logic as a model for understanding how benefit is created through services. Vargo, Akaka and Vaughan propose that benefit is created at the point of interaction between a service provider and a service user (2017). They assert that benefit is proposed but not created through the act of offering a service, and benefit is only created when the service is perceived as valuable and hence used by the user (Vargo et al., 2017, pp. 4-6). Therefore, benefit is being co-created at the moment of service interaction by both the provider and user, and both are equally essential to benefit outcomes. To paraphrase earlier work by Vargo in this context, “[benefit] co-creation happens at the point of service interaction between the [public] service provider and the service user.” (Vargo et al., 2008, p. 149).

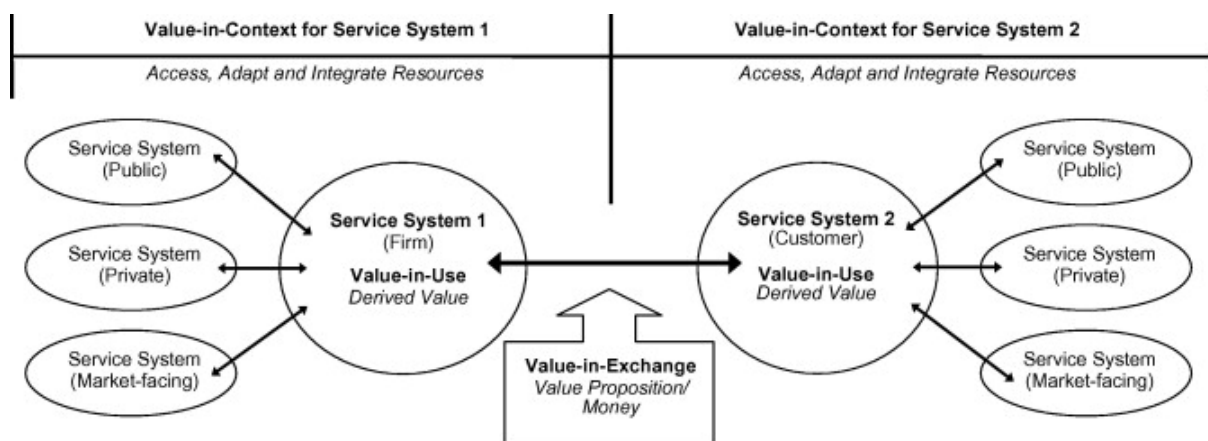


Figure 5. Co-creation of value in service exchange (Vargo et al., 2008, p. 149)

This interaction is driven by the individual motivations and intentions of both the user and the service provider, which are then enacted (or hindered) by capacity and resources of each. Alves (2013) summarizes the additional responsibility of the service provider’s role in the interaction: “...to understand how the process of value creation is perceived by clients,

fostering the value creation opportunities and managing the ways and means favourable to the co-creation of value” (p. 676).

Storbacka, Brodie, Böhmman, Maglio, and Nenonen (2016) apply a strategic management research lens to these interactions by considering them as the “micro-foundation of [benefit] co-creation” (p. with the aim to situate service interactions in a causal relationship to benefit co-creation in order to anchor the abstract concept of benefit to processes and contexts that can be designed. The authors discuss service interactions as “actor engagement,” and describe the disposition and intentions of actors as being produced both by internal motivations such as personal values, and by practices that are shaped by shared institutional logics, including organizational norms and values (Storbacka et al., 2016). In other words, personal and organizational values are both important influencers of benefit co-creation.

In conclusion, each of these interactions is a complex interface of values, experiences, capabilities and attitudes. A change in any of these elements can produce unexpected outcomes for the interaction. However, even though the service interaction is an incredibly powerful place for design interventions to influence the creation of benefit, it does not produce this benefit in a vacuum.

Storbaka et al.’s (2016) analysis is intended to create an expanded understanding of actors to include technologies and organizations, and open new possible paths to managing how actors integrate resources in a service system. But for the purposes of this research we can layer Storbaka et al.’s description of practices as enacting institutional logics (2016) into an understanding of how Design for Service seeks to design the conditions for service interactions, rather than the services themselves. Designing for Service, taken from this view, can encompass designing empathic practices based on organizational values that service providers can use to co-create service interactions with users.

To summarize, the service interaction is the basic unit of benefit co-creation in a public service, and a key place to act when shaping beneficial outcomes.

Through this model of benefit co-creation, we can identify a leverage point for influencing effectiveness of service provision to be the motivations, both internal and external, that prompt service providers to interact with service users in ways that promote beneficial

outcomes. However, the service interaction alone is not creating benefit. The interaction — and the motivations that prompt it — derives its power to create benefit, and its meaning for the actors, from the context in which it takes place: the service ecosystem.

Service Ecosystems

Benefit co-creating interactions happen within service ecosystems, or “relatively self-contained, self-adjusting systems of resource-integrating actors connected by shared institutional logics and mutual value creation through service exchange” (Wetter-Edman et al., 2014, p. 107).

According to Vargo et al. (2015), service ecosystems have the following components:

- Actors — These are all of the participants of an ecosystem: clients, staff, visitors, management
- Context — This includes the physical space of the service interaction, as well as the other events occurring in the actors’ lives, and the wider social/ political environment
- Resources — These include knowledge, skills, capabilities — anything that enables action to achieve aims.

In the ecosystem view of benefit creation, the change of state that happens in a service interaction — the creation of benefit — is a change in state to the entire system, and represents “a change in the viability (well-being) of a referent system” (Vargo et al., 2017, p. 3), or in the context of public services, a positive change in the benefit that a system provides to society.

To locate this concept in the case of the service ecosystem of the Finnish justice system / RISE, it means that benefit-creating service interactions between prison officers and prison clients are both influenced by and influencing systemic conditions, and the benefit created from these interactions by the actors becomes both their increased wellbeing, and the increased wellbeing or effectiveness of the justice system.

Because of this systemic nature of benefit creation, efforts to influence it must take simultaneous action on multiple systemic levels. Fortunately, research on service science

and Designing for Service has integrated an approach to complexity in the context of organizational transformation through design.

2.2.2 Organizational Transformation and Complexity in Designing for Service

Designing for Service, as Lucy Kimbell articulates,

“...points to the impossibility of being able to fully imagine, plan or define any complete design for a service since new kinds of value relation are instantiated by actors engaging within a service context. Designing for a service remains always incomplete” (2011, p. 45).

When designing for service, designers are opening enquiry into the possibilities for value creation, and attempting to shape favorable conditions for it. Manzini describes this activity as designing “...not the end result (the interaction between people), but an action platform” (Manzini, 2011, p. 3). Manzini’s action platform might be correlated to the service ecosystem — designers can (ideally) define and organize the resources available in the ecosystem, but they cannot control if or how the actors choose to use them, nor the novel consequences of these choices that in turn shape anew the ecosystem conditions.

To effectively embrace this mindset of designing for service, Manzini (2011) calls on designers to become aware of themselves as actors in the service ecosystem as well. Situated within the context of a design, and therefore to operate within design process as both facilitators and proponents, designers are the specialists who bring both their own and others’ ideas into the design space (Manzini, 2011, pp 4-5). If designers are to participate responsibly in this agentic way within a co-design space, tools and frameworks for working with values become even more relevant to an ethical practice of design for service.

Sangiorgi (2010) adds urgency to the call for more a more reflexive design practice as Design for Service continues to expand designers’ capability to influence transformation in organizations and societies. Elaborating on UK Design Council’s introduction of transformation design as a new design discipline, Sangiorgi broadens the definition of transformation design to an approach in which design for service is practiced as “means for supporting the emergence of a more collaborative, sustainable and creative society and

economy” (2010, p. 29). The change objects of transformation design can be working in both directions – users/ citizens driving transformation in organizations or society, and organizations driving transformation in user communities. Yet Design Council points out a clear difference between transformation design and change management: “Transformation design does not claim to be a change management process, but aspects of participating in the design process may help to move towards the desired outcome” (Burns, Cottam, Vanstone & Winhall, 2006, p. 22). This is analogous to Design for Service’s approach to creating conditions for benefit co-creating services rather than designing specific service paths. Transformation design process “can provide initial steps toward changing the culture, aligning thinking, and focusing around the end user,” with the intention that after this initial design intervention the organization will be able to carry on with the tools and capacity co-created with designers. In this view designers are change catalysts rather than change managers.

Sangiorgi proposes a theoretical framework for transformation design based on participatory action research, and underscores the responsibility designers undertake when they engage in transformation design, “especially when engaging with vulnerable communities” (2010, p. 31). Basing the framework in participatory action research supports designers to position themselves responsibly in relation to power dynamics and user agency, and provides tools for action as subjective, questioning agents within systems (2010).

Design for Service and transformation design rely on an understanding of systems informed by systems thinking, in particular ideas set out in the watershed work of Donella Meadows. In *Dancing with Systems* (2001), Meadows expresses how a systems paradigm differs from a command-and-control mindset:

Systems thinking leads to another conclusion—however, waiting, shining, obvious as soon as we stop being blinded by the illusion of control. It says that there is plenty to do, of a different sort of “doing.” The future can’t be predicted, but it can be envisioned and brought lovingly into being. Systems can’t be controlled, but they can be designed and redesigned. We can’t surge forward with certainty into a world of no surprises, but we can expect surprises and learn from them and even profit from them. We can’t impose our will upon a system. We can listen to what the system tells us, and discover how its properties and our values can work together to

bring forth something much better than could ever be produced by our will alone (Meadows, 2001, pp. 58-59).

There are many flavors of systems. In this thesis, RISE can be viewed as a complex adaptive system, such as those described by Plsek and Greenhalgh:

“A complex adaptive system is a collection of individual agents with freedom to act in ways that are not always totally predictable, and whose actions are interconnected so that one agent’s actions changes the context for other agents. Examples include the immune system, a colony of termites, the financial market, and just about any collection of humans, for example...a primary healthcare team” (2001, p. 625).

Based on systems thinking, where should design intervene in a system to catalyze change? Meadows lists among the most productive places to intervene in a system: the rules of the system, the distribution of power over the rules, the goals of the system, and the most powerful place to intervene — “the mindset, or paradigm of the system, from which its goals, power structure, rules and culture arise” (Meadows, 1999, pp. 17-18).

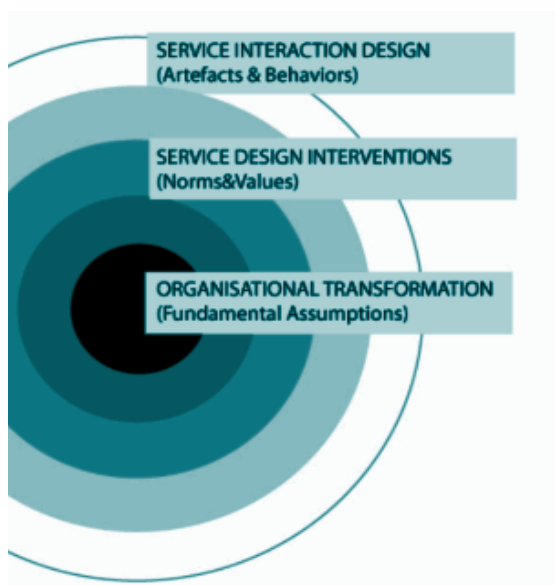


Figure 6. Layers of service design influence in organizations (Junginger & Sangiorgi, 2009).

Junginger and Sangiorgi (2009) directly connect paradigm change for transformation to organizational change through service design practice. They assert that a rigorous service design practice is necessarily an inquiry into the organization in which the service is situated, and “has to pay attention to aspects of organizational change” (Junginger & Sangiorgi, 2009, p. 4341). Designers can do this by reflexively engaging at different levels of the organization: from the periphery where users interact with service artefacts and behaviours, to the middle levels where design interventions

engage organizational norms and values, to the center, where fundamental assumptions of the organization shape and direct values, norms, behaviors and artefacts (Junginger

& Sangiorgi, 2009). And the engagement doesn't have to be linear; in a rigorous practice designers can select which levels to zoom in and zoom out of in order to most effectively uncover what is most useful to the organization and its transformation goals.

Through a Design for Service approach to transformation, Value Sensitive Design methods can help designers engage with core assumptions of a complex system, and catalyze or invigorate change in the system through values-based interventions on several organizational levels. One key way to do this is through innovative uses of a familiar design method, mapping.

Mapping Complexity in Service of Transformation

Mapping is one of the oldest service design methods, used by G. Lynn Shostack to create the first service blueprints that defined frontstage and backstage processes along a service path (Shostack, 1984). Since then, designers have developed mapping as a collaborative tool to understand customer journeys, stakeholder relationships, and organizational processes and structures. Adapting techniques from social sciences and community activism, mapping has become a tool for not only making visible what is, but co-designing what could be with stakeholders.

Participatory mapping, or community mapping, shares the conceptualization of the problem space with stakeholders and co-designers, and brings co-creative knowledge and ideas into understanding the challenges to be addressed (Manzini, 2015; Perkins, 2007). Several of the values-based design cases examined for this thesis use values mapping as a way of making visible to all stakeholders the values at play in a problem space (Bozeman & Sarewitz, 2011; Dignum, Correljé, Cuppen, Pesch, & Taebi, 2016; McCullough, 1993).

Community mapping can also be used to generate possible solutions by mapping future or preferred states of the problem space, and in fact can facilitate the adoption of those solutions by building shared ownership of them. Along these lines, Manzini (2015) discusses two possible outcomes of community mapping as community building and weak signal amplification. The process of collaboratively mapping a shared understanding or perception of a system builds solidarity and a common language for the problem space among the map-makers. And with strategic design choices about what to map and with

whom, mapping can be a way to amplify the novel or hidden cases or ideas that resonate with widely-shared values and lead to innovative solutions.

Perkins underscores community mapping as an empowerment process with an explicit purpose to change the state of what is being mapped (Perkins, 2007). In this view mapping is not only a tool to document and make sense of a design challenge, but a method for empowering stakeholders to engage with the transformation goals of an organization, and to innovate and drive a transformation they desire.

Mapping stakeholders and service ecosystems allows designers to understand the levels and boundaries (or entanglements and permeability) of the systems they engage in, and plan their zooming in/zooming out more effectively.

2.2.3 Designing for Public Services – Unique requirements for Public Service outcomes

Much research, including several recent Masters theses at Aalto, has been carried out on the challenges of designing services for public sector organizations in Finland (Berg, 2018; Gros, 2020; Kokki, 2018; Marton, 2019, Ollila, 2012; Väkevä, 2018). In considering system conditions of complexity, and the opportunities to influence transformation that a values-based approach can provide, there are particular challenges salient to mention in the context of this thesis's research.

Complex stakeholder relationships and values

As mentioned in the section on Care and Empathy, there is a characteristic asymmetrical power relationship between service providers and service users. This imbalance is exacerbated when service users are members of vulnerable populations (Alves, 2013; Sustar, & Mattelmäki, 2017), and becomes extreme in the context of prison, where users are in fact non-consenting participants in services due to incarceration and mandatory sentence plans made by the government. Designing service interactions with these users, and defining appropriate outcomes for the benefit created, carry serious ethical burdens unique to these services.

The complexity introduced by power imbalances is magnified by the sheer number of users that the criminal justice system must serve. In addition to those direct users who

are in some phase of incarceration — awaiting sentence, serving sentence, on probation or paroled — other direct and indirect users include family members, employers, mentors and peer counsellors, housing agencies, health agencies, external social services, government officials, and the wider public. User-centered design requires that users are meaningfully engaged in the design process, and in the case of prison services there are difficult choices to be made in design processes that cannot logistically engage every stakeholder. Understanding how values play in relation to each other, and recognizing the implications of power imbalances on which values are expressed in a design, can help practitioners navigate which stakeholders are essential to include despite obstacles to their inclusion.

Values are at play everywhere in an organization — from the private motivations of individuals, as discussed earlier, to the public commitments of purpose made by the organization to the society it serves. Values are present in every interaction throughout the organization, constantly influencing behaviors and decisions and, because they can remain hidden and are deeply important, can lead to conflict that creates surprising outcomes. For example, recent changes to Finnish labor law intended to enhance prison workers' wellbeing have instead created angry responses from workers, and led to surprising disruptions to work practices that would seem unrelated to changes in the law. This situation illuminates a key challenge to designing public services — the complexities of multi-layered value systems at play in both the public sector and in service ecosystems make designing public services without creating unintended values conflicts very difficult.

Public Benefit as Explicit Outcome of Investment

In the private sector, where service design originated as a means of value-creation to streamline operations and gain competitor advantage through creating customer experiences, the desired outcomes of services are usually prioritized as efficiency of resource use and return on investment (Holmlid & Evenson, 2008; Shostack, 1984). These outcomes are usually measured in customer retention, operational efficiency, and overall profitability of an enterprise. Designing for public services, however, requires consideration of unique additional constraints, outcomes, and metrics.

Unlike private businesses, or even publicly-traded companies, democratic nations are governed by public consent, and are mandated by the governed to instantiate their will

through laws, policies, and services. Efficiency of operations has lately been increasing as an important public concern of government operations, however long standing expectations that government steward common resources in accordance with law, fairness, and an orientation toward public good place a higher bar for public service outcomes.

In some countries these expectations are expressed through public opinion and at the polls, but in others more formal standards are applied. For example, in 2012 the UK parliament enacted a law that explicitly calls for social benefit as an outcome of goods and services procurement. The Public Services (Social Value) Act of 2012 (Chapter 3) states that a public authority issuing a bid for services or products must consider:

- (a) how what is proposed to be procured might improve the economic, social and environmental well-being of the relevant area, and
- (b) how, in conducting the process of procurement, it might act with a view to securing that improvement.

In addition to this expectation of public benefit gaining renewed attention from lawmakers, there is a growing international movement in the private sector to demand social benefit as an outcome of for-profit business. Using the various terms community interest companies, social enterprises, B Corps, and public benefit corporations, for-profit organizations are codifying in their business structures the dual purposes of producing social and financial benefit. These companies are often organized in close partnership with public and third sector organizations as new means of creating sustainable revenue streams to address social problems. That social benefit must result from design activity as well as economic benefit means that designers need tools to meet these constraints and fulfill these project outcomes. In this context responsible and ethical design approaches such as VSD take on new urgency and significance.

Complicated systems to address complex problems

Another defining challenge of design for public services is the complex nature of the problems these services must address. In the case of RISE, its organizational mandate is to fulfill the decisions made by the justice system. It must create services that promote public safety, reduce criminal activity, and rehabilitate to society individuals who face significant

personal challenges, including high rates of homelessness, drug addiction, violence and poverty — interconnected, complex social problems that have no definitive solution. Moreover, the organization cannot select its users or clients — by law it must provide these services to anyone who has been convicted by the legal system, and anyone connected to that person.

This complexity is being met with difficulty by public organizations with outdated organizational structures and mindsets that have been developed incrementally, in some cases over hundreds of years and by many governments with conflicting agendas. As a result many public sector organizations are designed to address complicated rather than complex problems.

“Hierarchical and silo structures are perfectly designed to break problems down into more manageable fragments. They are not, however, so effective at handling high levels of complexity. For this reason, many of our most long standing institutions are now struggling to adapt to a more complex world” (Burns et al, 2006, p8).

The UK Design Council’s assessment of the current situation is applicable to public sector organizations outside the UK as well. In Finland, recent efforts have been made in several agencies (Innovation Lab in the Office of the Prime Minister; Inland Design agency at Migri, D9 spanning several national agencies) to increase the innovation capacity of the government and to promote organizational work across siloes. These efforts have mainly included increasing design capacity through hiring designers, and the adoption of service design tools and methods, as later illustrated in discussion of the RISE case study.

03 PROJECT CASE | Hämeenlinna Prison

3.1 RISE and Hämeenlinna Women's Prison

Rikosseuraamuslaitos (RISE) is the Criminal Sanctions Agency of Finland. It is the governmental agency responsible for carrying out criminal sentences passed by Finnish courts. To fulfill this responsibility RISE operates a nationwide system of prisons, probation offices and assessment centers. The agency is administered by the office of RISE's Director General, which collaborates with the Ministry of Justice to set RISE's performance targets, and leads the management of the nationwide system through the Central Administration Unit. The Central Administration Unit creates and implements RISE's policies, goals and work structures, which are then carried out in three regional divisions (Western, Southern, and Northern/Eastern). Each regional division operates its own central office, assessment center, and portfolio of open and closed prisons, health clinics, and probation centers.

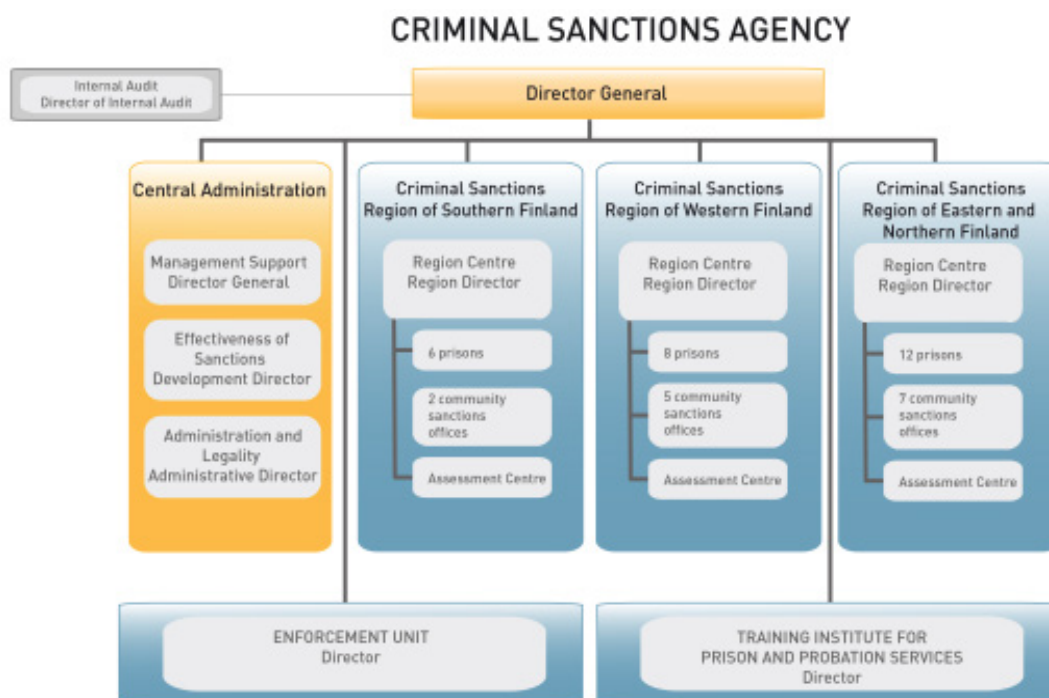


Figure 7. RISE organizational chart (RISE, 2020).

A working group called “Effectiveness of Sanctions” in the Central Administration Unit creates and manages policies and work practices on prisoner rehabilitation and therapy. This work is referred to simply as “development work” or “client development” in RISE. Effectiveness of Sanctions group includes development managers and specialists from the fields of psychology, social work, education and criminology. They provide vision, research and training support to the three regional divisions, who each have their own development staff working in their regional centers and prisons.

Development staff in the regional centers in turn provide vision and training to the staff of each of the prisons, community sanctions offices, and assessment centers in their region. Within each prison there is also dedicated development staff who deliver rehabilitative programs and services to inmates. This way of structuring development resources has created accountability for and expertise in prisoner rehabilitation at each management layer of the organization.

Assessment centers in each region determine how a criminal sentence is carried out through programs and services. For example, a criminal sentence may mandate a one year prison term. The assessment center then assesses the health, skills and life situation of the prisoner and makes a personalized sentence plan for them that may include development work such as anger management classes, family counseling, education services, group therapy, and drug addiction therapy. The sentence plan dictates the types of services that must be accessible to the prisoner, and they are assigned to a prison with those services.

RISE is responsible for the daily incarceration of roughly 3000 people. Of those, almost 2000 are in closed prisons, meaning inmates spend their time confined to the prison facility during the day and sleep in cells at night. Of this national closed-prison population, 124 are women. They are incarcerated in one facility in RISE’s Western Division, the Hämeenlinna women’s prison.

The clients, the term RISE uses for inmates, in Hämeenlinna prison are people in need of care. According to RISE assessments,

- About half of women prisoners were convicted for violent offences.
- The second most common reasons for imprisonment are drug and property offences.
- Many female prisoners suffer from substance abuse and low self-esteem, and they do

not trust their own ability to cope and be independent.

- On average, women prisoners also tend to be in poorer health than their male counterparts. They have often experienced sexual abuse and violence.

In 2018, 50% of women prisoners were serving sentences of 1-4 years, while 29% were incarcerated for less than a year. Recidivism remains a stubborn issue, with approximately half of women prisoners having been incarcerated at least once before (RISE, 2019).

Internally, officers are perceived as fixed contact points, since prisoners flow through prisons faster than officers typically leave their positions. As such, officers will impact many individuals' lives during their careers.

Approximately half of RISE's 2600 employees work as prison guards, which RISE refers to as officers. Training for this role has changed significantly over the last 30 years. An increasing share of prison officers have received training and certification from RISE's own training institute (RSKK) which emphasizes three areas of professional competence: 1) Adherence to the law and ethical principles; 2) Security and monitoring; 3) Rehabilitation and guidance (RSKK, 2020).

3.2 Organizational Culture and Transformation

RISE carries out criminal sanctions on behalf of the Ministry of Justice. For many people, justice is synonymous with punishment. But that is not RISE's only mandate. Finnish imprisonment law states that "the goal of prison is to improve the prisoner's readiness for life without crime by advancing the prisoner's life skills and reintegration into society, and to prevent crimes during the sentence." RISE's mandates are to both punish and rehabilitate, two roles that increasingly conflict as practice in both areas is refined through research and experimentation.

For more than 30 years, RISE development staff, in collaboration with researchers from Finland and abroad, have been evolving a human-centered approach to the problem of inmate rehabilitation. They've invested in understanding the reasons why inmates commit crimes and the conditions of life that lead people to break the law. They've found that the majority of offenders are making choices based on experiences of trauma and a lack

of life skills. This research has led to a working assumption: If cruelty and disinvestment has led inmates to commit crimes, then kindness and investment can help them change their lives. They've taken the old way of thinking — “If you commit a crime, you must be punished” and turned it upside down: “If you commit a crime, you need and deserve help.” This mindset transformation from punishment to rehabilitation manifests in one of RISE's four named values: the belief that people can change, which was added as an official organizational value approximately ten years ago.

RISE's organizational structure for development work contributes to a robust culture of research and experimentation that flows from central administration through regional centers to prisons, supported by the RISE training institute and close relationships with universities including Laurea, University of Helsinki and Aalto University. Contemporary research into rehabilitation methods quickly makes its way through this system into practice at the prison level, such as the Five Minute Interventionist (FMI) technique that originated in the UK and was first piloted in 2013, with a wider UK roll-out in 2015 (Tate et al., (2017). RISE conducted the first officer trainings in FMI in 2018 based on positive UK results reported in 2017, and have now made FMI techniques the foundation of a new series of officer training workshops offered in 2020.

There is a high degree of autonomy and goal orientation (rather than structural orientation) in the working culture of RISE's development staff at each level. Despite the organizational structure of top-down policy implementation, among the RISE development staff there is a strong sense of collaboration and a noticeable absence of hierarchical structure in interactions.

3.3 A Facility to Enact a Transformation

The old Hämeenlinna prison, built in 1972, is increasingly unsafe to inhabit due to poor indoor air quality. It also lacks modern sanitation facilities, which brings it out of compliance with international policies on prison standards. In addition, the facility has become an insufficient space for the new therapy and rehabilitation methods adopted over the past 30 years by RISE. Inmates are currently being housed in the former prison hospital, and will be transferred to the new prison facility beginning in the summer of 2020, with transition to the new facility completed by end of 2020.

The new Hämeenlinna prison will be an embodiment of RISE’s vision to transform the Finnish prison system from an instrument of punishment to a regime of rehabilitation. The ways in which the old building no longer functioned properly for Finnish incarceration methods point to the shift in core organizational assumptions underway in RISE. The general atmosphere of the environment was drab and oppressive. The family visiting rooms provided little space for interaction between family members. The old prison lacked rooms suitable for holding group therapy sessions, for less-supervised family visits, and flexible spaces for practicing life skills or for one-on-one coaching sessions between inmates and staff. Despite the prison campus being surrounded by forests and fields, there wasn’t green space available for families to use.

Pauli Nieminen, Development Director of RISE at the time of planning the new prison and now Director of the Western Division, sums up this transformation:

“Using the current planning instructions, we have built prisons that emphasize surveillance and containment of the prisoners. At worst, this can mean that the prisoners take outdoor exercise three metres below ground level and don’t see any natural environment at all.

We don’t want to build this kind of environment in new prisons. As a prison is supposed to be a learning environment for a crime-free future, features such as a new management style, rehabilitation, activation and interaction will be the key issues” (Kostiainen, 2017).

The new Hämeenlinna prison is designed to support service delivery in a rehabilitation mindset. Its purpose is to “create a learning environment for a crime-free future.” The design of the building is aspirational, in that it facilitates work practices in client rehabilitation according to the most advanced research to date on this topic. The building itself then becomes a space that work practices can “live into” — the building invites clients and staff to organize themselves in ways that support rehabilitation and move away from the old interactions based on surveillance and punishment.

Parallel to the development of the new prison building, RISE has been implementing

new rehabilitative, security and management methods across the prison system. RISE management are currently training frontline staff on a new officer role, the Vastuuvirkkamies, or the RISE version of the FMI role of “key worker.” This new officer role functions as the primary contact and coach for each assigned client through their prison journey. In collaboration with Laurea University, RISE is implementing changes to the officer training program to prepare new officers to take on the Vastuuvirkkamies role. Additionally, RISE staff have changed the way they speak about prisoners, instead referring to them as “clients,” a respectful term that reinforces the intention to create opportunities for prisoners to have agency in their own rehabilitation.

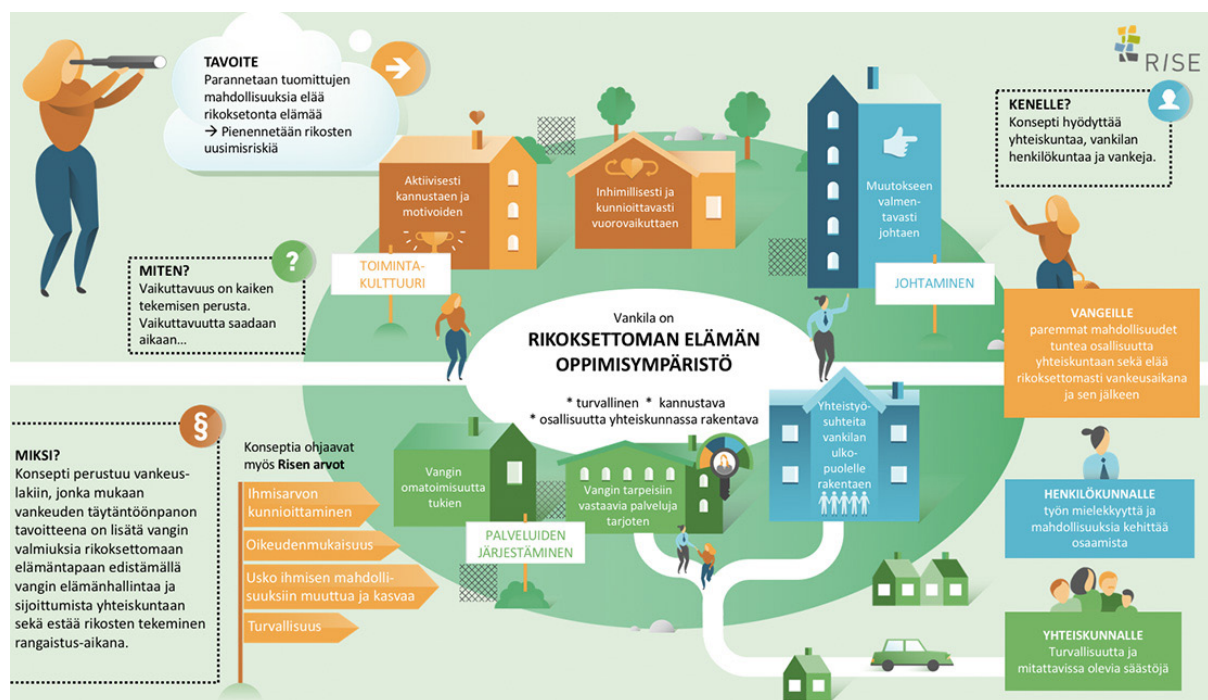


Figure 8. New Hämeenlinna Prison vision visualization (RISE, 2018).

Connected to this rehabilitative development strategy, RISE is in process of system-wide adoption of an approach to security called Dynamic Security. According to the UN’s Handbook on Dynamic Security and Prison Intelligence (UNODC, 2015), Dynamic Security is “a concept and a working method by which staff prioritize the creation and maintenance of everyday communication and interaction with prisoners based on professional ethics.” (sort this citation with the two sources). The UN Office on Drugs and Crime explains how dynamic security relies on balancing different aspects of security with

positive relationships with clients:

“Physical and procedural security arrangements are essential features of any prison but they are not sufficient in themselves to ensure that prisoners do not escape. Security also depends on an alert group of staff who interact with, and who know, their prisoners; staff developing positive staff-prisoner relationships; staff who have an awareness of what is going on in the prison; fair treatment and a sense of “wellbeing” among prisoners; and staff who make sure that prisoners are kept busy doing constructive and purposeful activities that contribute to their future reintegration into society. This concept is often described as dynamic security and is increasingly being adopted globally” (UNODC, 2015, p. 29).

Finally, through hiring director-level development staff at the Central Administration Unit, and development-focused Deputy Directors in many prisons, RISE has invested in placing client development on equal footing with security in prison operations. Service design methods, such as service maps and service guarantees, have also been introduced. These tools are being used to align program delivery through a series of service evaluation workshops with program and administrative staff, and to introduce a user-centered perspective in service planning.

04 RESEARCH METHODS AND PROCESS

4.1 Methodology

This research examines the topic of human values in the context of a prison as a service ecosystem. Therefore one of the main research goals is to understand the participants' attitudes, perceptions, beliefs and values about their own work and society in general, and seeks to understand from a design perspective how these shape action in a system and inform the design and delivery of services.

Value Sensitive Design methodology plays a key role in this research. Friedman et al. (2017) describe VSD as a tri-partite methodology, iteratively weaving “conceptual, empirical, and technical” investigations (p. 7). This approach guided my engagement with the subject matter and the research design. Conceptual investigation was conducted primarily through a wide-ranging Literature Review that included academic articles and primary sources from RISE. Empirical investigation was carried out through VSD methods of Value-oriented Semi-structured Interview and Stakeholder Tokens to gather data about values and context in the RISE case. Technical investigations were conducted through experimentation with service design and VSD methods and tools, including a prototype workshop that used Values Scenario and Value Sketch combined with Participatory Mapping. In applying a Care-centered VSD methodology in this case context, subjectivity of the designer role and interpretation of data became key considerations.

Designer as Embedded Research Subject

This research is practice-led, and seeks to apply findings directly into use in the RISE prison system. As both researcher and designer embedded in the research context, I operated simultaneously as design researcher, design facilitator and design proponent (Manzini, 2011). Under these conditions, the data was simultaneously generated, gathered and changed through working with it. Collection and analysis activities occurred simultaneously and built on each other, and findings led to adoption of new data collection methods along the way. This is particularly true in the case of interviews with RISE development staff, which led to an ongoing reflective dialogue on findings that created the opportunity to co-design and prototype the workshop. The workshop served as both analysis

tool — testing validity of insights developed through interviews and background research — and new data collection about officers' values, and how these values come into conflict with organizational values.

In addition, interviews that asked participants to consider values in the context of the organization created the possibility among those participants of working with values to effect organizational transformation. In this case, the research activity influenced the conditions for an appropriate result. However this change can also be seen as a validation of the research findings. If the research participants' assessment of the path to the proposal had been inconsistent with the meaning of the data, they would have rejected the proposal. If, for example, the analysis had concluded that the data shows that a proposal including harsher treatment of prisoners would be an expression of the data, this proposal would have been rejected as an inappropriate interpretation and a bad result.

As a designer embedded in this system I also have values that influence my behavior and shape my action. In order to hold awareness of this position and to guide interpretation of the data, I applied a reflexive approach to data collection and analysis.

Reflexivity and Interpretation

Alvesson and Sköldbberg discuss reflexivity as a qualitative research approach that considers data as an interpretation rather than a representation of reality (2000). Reflexivity positions the researcher as inextricably part of the creation of meaning, both in considering what is data, and deciding what the data means. It affords inclusion of the researcher's own reflection and interpretation in data gathered from participant interviews, and recognizes the effect of the interviewer on data collection. This is most important to consider when interpreting data about hidden or unconscious values that ask the participant to move these unconscious influences to a conscious state by reflecting on them in the interview. The act of collecting the data changes the data in profound ways.

In conducting reflexive research, the researcher constructs meaning from reflecting on the object of research, the researcher as a subject, and the social context that shapes the researcher. "To put it simply: reflexivity, in the research context, means paying attention to these aspects without letting any one of them dominate" (Alvesson & Sköldbberg, 2000, p.

246). In fall of 2019 the researcher prepared to apply accurate empathy (Hamington, 2017) to the interview design by consuming media made by prison officers, incarcerated people, and previously-incarcerated people, including first-person essays, videos of conference presentations, and podcasts created by prisoners and prison guards. The researcher used Barrett Values Centre's online personal values tool to increase awareness of personal values that influence interpretation of data. During the fall of 2019 and the winter of 2020 the researcher explored personal responses to the data collected by participating in an artistic collaboration with a group of artists and designers in the US to construct a participatory installation about the nature of incarceration called The Holding Shanty (Ranpura et al., 2020).

Theoretical Background

This thesis uses theory to explain the case context and ground practical design decisions in design research. Research into values and Value Sensitive Design was a first immersion into these topics, and sources were chosen for their definitive influence in the respective subject areas. Critical and elaborating sources were chosen for their engagement with and from area-defining authors. Design literature was selected based on engagement with topics identified in the case context, including systems, complexity, transformation and public sector. In keeping with the practice-led quality of this thesis, the selected literature served as initial background for the project case and as immersion at the beginning to navigate the breadth of the research topic. Theoretical background was used as a supporting method, and therefore it should not be considered as an exhaustive academic literature review.

4.2 Participants and Context

RISE leadership, management, specialist, and frontline staff from multiple organizational layers were engaged in this research. The majority of research participants were employees of RISE, drawn from the following organizational levels:

- Four (4) at Leadership level: 1 Project Manager and 1 Development Specialist in the Central Administration Unit, 1 Deputy Director of Hämeenlinna Prison, and 1 Development Manager in the Western Division, all currently working on the design process for the new Hämeenlinna prison
- Three (3) at Management level: 1 Development Manager and 1 Development

Specialist in the Western Division responsible for planning and delivering activities to raise quality and increase alignment of service delivery across the Western Division's system, and one (1) Program Manager from a social welfare NGO

- Twelve (12) at Operational level: Three (3) Development Staff responsible for providing family work services at Hämeenlinna prison, and nine (9) current RISE prison officers training to take on Vastuuvirkamies roles at Hämeenlinna Prison,

A total of nine (9) criminal justice and social work professionals were interviewed for the project. Eight (8) interview participants within RISE were identified based on recommendations from thesis advisors, and were selected by the advisors based on the research participants' decision-making role in the new prison design, or work currently planning or delivering services in Hämeenlinna Prison. In addition to RISE staff, one (1) program manager working in a third-sector agency providing services to RISE client populations was interviewed. This participant came to the project after a presentation of the thesis plan at a research seminar hosted by RISE for knowledge-sharing on digital service development in RISE prisons. In addition to formal research participation from the above groups, the interim Director of Western Division gave informal responses to the research presentation and shared his perspective on organizational transformation.

All of the participants spoke Finnish as their mother tongue and those interviewed had at least some fluency in English and other languages. All were of working age with technical or university-level educational attainment, and all interviewees had been working with RISE or in an adjacent field of sociology for at least three years. Three (3) leadership and management-level RISE staff participated in eight (8) online and telephone co-design sessions, and two (2) RISE management staff participated in a sense-making debrief session following the prototype workshop.

In addition to the interview participants, nine (9) currently active RISE prison officers participated in the prototype Values Workshop (1) at Hämeenlinna Prison in June 2020. They were recruited to the project by their supervisor, the Deputy Director of the prison, and each participated in Finnish.

Clients (prison inmates) and their families were out of this project's scope and did not participate in this research.

4.3 Selection of Methods

Data collection, analysis, validation and reflection happened iteratively throughout the project, guided by VSD tripartite methodology. As new data was collected, and new insights created, the design of the thesis project itself evolved. Insights were validated in follow-up interviews with three participants, and presented to the full RISE development team in a staff meeting, which opened the opportunity to collaborate with the Western Division team to test new ways of working with values. This led to a collaboration with two longtime RISE staff responsible for officer training in client development collaborated on the workshop design with the thesis researcher through an iterative process of sketching, discussion and revision.

Navigating Constraints

The research plan was originally designed before the COVID-19 pandemic, and favored face-to-face, in-context data collection and validation methods. Quick alternatives were found to replace in-person methods, in response to the sudden remote work situation that took place during the project.

In addition to the pandemic, the project context presented other constraints which were addressed in the design of the research plan and in the selection of methods. Permission to conduct research within RISE was applied for and granted by a committee in the Central Administration Unit, however separate research permission is required to interview incarcerated clients. Due to staff shortages and preparations to transition to the new facility, interviews with clients were discouraged by the prison administration during this thesis project's timeframe. For example, an early site visit to the Hämeenlinna prison was limited to visiting staff offices in a temporary outbuilding followed by a brief exterior tour to look into the windows of the old family visitation rooms in the now-condemned prison building. Videos, news articles, white papers, and photos produced by RISE and YLE News partially filled this gap of understanding the context of RISE client and officer experiences (RISE, 2019; Turtola, 2019). These materials showed clients and officers speaking about their experiences, and physical images of RISE prison interiors throughout history, including what they will look like in the future.

Early in the research process, attempts were made to uncover client experience through engaging formerly-incarcerated participants outside of RISE's domain. This was done through an interview and subsequent contact attempts with Sininauhaliitto, or Blue Ribbon Foundation, a third-sector organization that provides services for socially-marginalized people, which often includes those who are formerly incarcerated. A caseworker was interviewed about the challenges former RISE clients face, and how values inform the design of services for and with this population. This resulted in access to an outside perspective on the values present in RISE which helped inform designerly reflection on the RISE values map. However, other attempts made through these channels didn't result in connections with formerly incarcerated clients.

4.4 Methods

Flowing from both VSD and reflexive methodology, qualitative methods drawn from Value Sensitive Design and other design research approaches were used in data collection and analysis. Data collection was undertaken using a Value-oriented Semi-structured Interview method supported by Stakeholder Tokens, both from VSD. Results from interviews and data from RISE source documents were analyzed using interaction design method Affinity Diagrams, and a hybrid method, Values Mapping.

In *A Survey of Value Sensitive Design Methods*, Friedman et al. (2017) give recommendations for working with VSD Methods. They remind researchers of the need to remain sensitive to the design situation when working with values, and affirm that modifying and creatively combining methods to respond to the design context is appropriate in applying VSD (Friedman et al., 2017).

4.4.1 Data Collection

RISE internal documents and daily work are produced and conducted in Finnish, in the language of the participant. Heidi Kulmala, Aalto Design B.A. student researcher, was engaged as research assistant to provide Finnish language support to researcher and participants during interviews and to translate RISE documents. All interviews were audio recorded and photographed as permitted. Research reflections were documented in a project notebook, recorded through text and sketches.

Value-Oriented Semi-structured Interviews

This is a VSD values-elicitation method used to gather stakeholder ideas and attitudes about a technology, and to probe responses to possible resolutions to values conflicts uncovered in the interview (Friedman et al., 2017). The semi-structured quality allows the interviewer to respond flexibly to new ideas brought forward by the participant and operates like a guided conversation about “stakeholders’ evaluative judgements about a technology... as well as rationale” (Friedman et al., 2017, p. 21).



Figure 9. Taina Taipale (right) interview.

Between November 2019 and February 2020 eight (8) value-oriented semi-structured interviews were conducted with ten (10) participants from all of the categories described above in relation to Family work/ service provision. Interviews were conducted by phone (2), video conference (2) and in-person in Hämeenlinna (2) and Helsinki (2). Interview questions were organized based on the participants’ roles in order to address these topics:

- Participant role in relation to client development and Hämeenlinna prison development
- Goals, problems and opportunities participants see in Family work/ service provision/ service development in RISE
- Which social values do participants think are currently expressed through the services in prisons? Do participants see conflicts between values, and if so how are these addressed?

Stakeholder Tokens

Stakeholder relationships in Hämeenlinna client services were discovered through the VSD method of Stakeholder Tokens. Stakeholder tokens is a visual interview method that frames conversations about stakeholder roles in a values-oriented interview through placing

physical tokens on a blank field to help interviewees identify and discuss stakeholder roles in a complex social situation. This method is used to uncover all stakeholders in a situation and the types and qualities of their relationships (Yoo, 2018b).



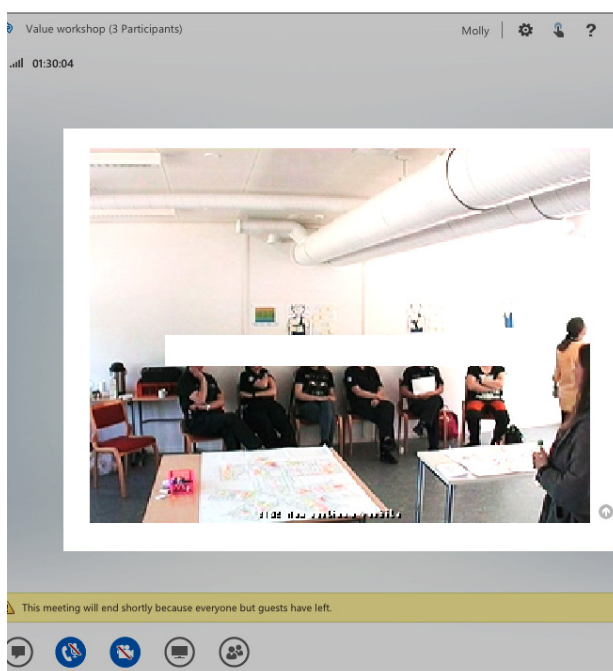
Figure 10. Interview with Hämeenlinna Prison Client Development Staff using Stakeholder tokens.

During their interview, Hämeenlinna client development staff were asked to identify all of the stakeholders in a typical client visitation situation. Participants wrote each stakeholder role on a token and positioned the tokens on a blank piece of paper. Then researchers and participants discussed the values that were visible based on the positions of the tokens. Participants added some tokens during the discussion to fill in missing information, and repositioned other tokens to describe what they discussed as a more ideal work process, because it would result in a better expression of RISE values in the visiting situation. The conversation during positioning was included as data in the documentation as well as the final composition of the tokens on the paper.

This method typically requires participants or facilitators to draw lines denoting relationship types between tokens, however the participants in this interview were reluctant

to draw and in consideration of the added layer of translation happening in the interview the facilitator decided to leave out the lines and instead construct a separate stakeholder map from information in the interview.

Digitally-mediated Observation



Figures 11 & 12. Top: digitally assisting facilitators of the prototype workshop. Bottom: screenshot of Lync meeting connection to prototype workshop.

In spring 2020, due to the COVID-19 global pandemic, travel to Hämeenlinna prison to observe and assist in-person with the prototype workshop (discussed later in this chapter) was prohibited by Aalto University and RISE. Instead, the workshop was observed and documented using a combination of large-screen conference room monitor, a laptop, two webcams, the Microsoft Lync video meeting platform, and Quicktime screencapture software. The monitor and webcam in Hämeenlinna was set up to allow the researcher to view the entire room, and the materials in the room were oriented to the view of webcam as well. The researcher observed the workshop via live video stream and, despite periodic interruptions to the connection, was able to address the participants and assist the facilitators when needed.

Since the workshop was conducted in Finnish the observation focused on noticing and documenting physical and non-verbal emotional cues, the time taken to complete each step of an

activity, and how the printed materials were used in the activities. In a debrief session following the workshop, the researcher used the observation notes and screencapture recording of the video feed to guide the facilitators in recounting the significant moments in the workshop and conversation topics and attitudes of the participants.

4.4.2 Data Analysis

Sense-making occurred iteratively throughout the data gathering process. A number of different qualitative data analysis techniques were used throughout the project.

Stakeholder map

Data from the stakeholder tokens activity was analyzed through constructing a stakeholder map that located the interactions between stakeholders and allowed a view of the officer-client interactions situated in the complex context of the RISE system. The final map shows relationships between the main actors in the system. Actors inside the circles are in relationships; actors placed on the circle are the ones responsible for driving the relationship.

Affinity Wall

Data resulting from different sources can benefit from the equalizing influence of physically locating data points on one plane and experimenting with intuitive categorization by the researcher (Lucero, 2015). Data gathered from interviews and primary sources, translated from the many documents provided by RISE, was organized into a first set of themes: organizational change, interactional change, personal change. Researcher reflections on data points and on the research process, taken from notebooks kept during the project, was also included in the affinity wall and incorporated into category definitions as a way of creating a reflexive analysis of the data. As the research and analysis process continued, points on the affinity wall were added, taken away, and moved. Near the end of the process a new sort was applied to the data, which informed the final insights of this research. Categorizing the data into “values, mindset, goals and tools” helped to reveal which stakeholder perspectives were missing from the research, and led to decisions about the forms and content of the proposal.



Figure 13. Affinity Wall tool in use.

Values Mapping

Values Mapping is a hybrid method that incorporates Value Source Analysis from VSD and other mapping practices from design and sociology. Value Mapping is an effective sense-making activity (Bozeman & Sarewitz, 2011; McCullough et al., 1993) to extract and document values expressed in interviews. The initial values map for RISE was created by analyzing interview recordings and notes taken during interviews for natural language expressions of values, which were collected into a spreadsheet. Values were filtered based on Parks & Guay's definition of "values-as-principles" (2009). Values were mapped according to source, then ranked by the researcher based on statements made by interview participants. Ranking was based on the number of times the value was expressed by participants and the importance they attached to them. Schwartz and other values researchers point to the meaning-making action of ranking values, and ranking was employed both as a means of data analysis and reflection-on-analysis. The initial map was then shown in second interviews with two RISE participants. Their reflections on the values and their rankings were then collected to further aid in analysis of findings.

Translation of Primary Documents

Hundreds of pages of Finnish-language primary documents and several slide decks used in officer trainings were acquired from interview participants. Primary documents that could be translated by software were run through Google translate, and important concepts in these translations were checked in follow-up interviews. Slides and infographics required manual translation to English, and were done so through a sense-making debrief workshop with the project research assistant. In this half-day meeting the assistant translated Finnish text to English and the research team matched information in the slides to the interview content documented in written notes and in the interview recording. During this meeting observations made during the interviews were also discussed.

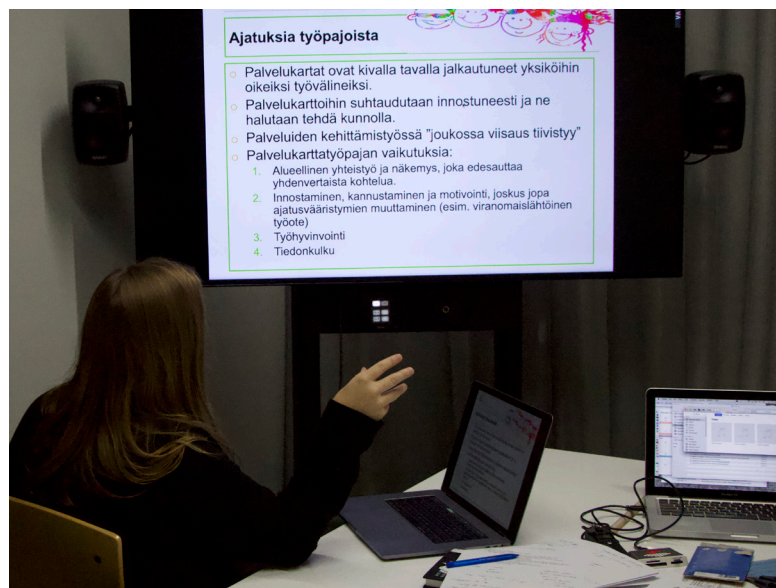


Figure 14. Data analysis translation session with Heidi Kulmala.

Prototyping

An initial set of tools for working with values was developed from background research. Their proposed use is to aid development managers and frontline staff in working with values to shape motivations for service delivery. Testing the validity of these tools was done through a prototyping opportunity co-designed with RISE Western Division staff. Conducted through online video meetings and shared digital documents (Microsoft Lync and Google Docs), co-design was a multi-month process that responded to changing conditions brought about by the COVID-19 pandemic. First planned to take place in-person in March 2020, then moved online as the pandemic unfolded, then placed on hold, the workshop took place on 10 June 2020 at Hämeenlinna Prison. Three (3) tools for working with values in service delivery were tested in the form of a training workshop with prison officers. Three (3) RISE staff facilitated and nine (9) officers participated.

Prototyping service interactions is a common method in service design and innovation practices (Hillgren et al., 2011). Prototyping as a method in this project was both a data collection activity and a validation of initial results, and highlights the iterative nature of the research design. A full description of the prototype workshop and its outcomes follows in Chapter 5, Results.

05 RESULTS

The data collected and analyzed through the methods and process in the previous chapter revealed values as important influences on service delivery and organizational transformation at RISE. Values are active in many decisions in the organization but not formally engaged in design processes. Moreover, values conflicts are indicated as barriers to achieving organizational transformation. In this chapter, findings are crystallized into design insights, which in turn are addressed through a proposal for three values-based interventions in the leadership, management and frontline work of the organization.

5.1 Key Findings

5.1.1 Values in Service Delivery

Use of Personal Values

Interview participants indicated that personal values are used extensively by RISE staff in designing and delivering rehabilitation services, but the use of these values is almost entirely implicit and informal. For example, client development staff at Hämeenlinna prison use personal values to motivate their work despite continued deep engagement with clients' traumatic life experiences, and slow client progress or even regression toward rehabilitation goals. They cited values of human dignity, forgiveness and respect as driving their ongoing efforts to provide services to clients even though clients had significant barriers to rehabilitation. They also discussed professionalism and responsibility as values motivating their efforts to strive for quality in their work, which is about providing effective services for clients.

The values emphasized by frontline client development staff differ from those prioritized by RISE on an organizational level but participants didn't report conflict between these value sets. When asked how they defined meaningfulness of work, participants described situations in which clients demonstrated a change in their behavior around a life situation or personal challenge. Examples given of these behavior changes included healthy parenting behaviors during family visits, active participation in group therapy sessions, and behaviors that reflected increased self-esteem such as goal-setting or positive self-talk.

“I know my work is meaningful, that’s how I keep going every day despite the heaviness.”

- Hämeenlinna frontline staff

different perceptions among officers regarding 1) the purpose of their work and 2) the duties appropriate to their role. Participants characterized a mindset among some officers that the purpose of their role is to carry out punishment, and that their duties should focus on security and carrying out the sentence of incarceration rather than engaging in rehabilitation of clients. These perceptions are often held by officers who entered the workforce with minimal training resources and have been working in the same way for many years.

Interview participants reported feedback from officers that they interpreted as an “old-school” view of the purpose of contact with clients. According to one participant, they had spoken with an officer who saw their role as one who is responsible for providing punishment to clients. “I have seen [this officer] with their dogs, and they are so patient and gentle. And then at work they are so different. They would not treat their dogs this way! I asked them why, [they] think that when I am at work I need to be not friendly, that [the prisoners] should feel bad because they are in prison.” When asked if this officer was alone in this behavior, the participant said that no, there were other officers who have this “old-school” idea about their work, and they are mostly those officers who have been working at the prison for several years.

These evidences of meaningfulness offer potential metrics for the effectiveness of applying values in service delivery.

According to interview participants, values held among prison staff vary widely and affect their participation in service delivery, both positively and negatively. There are distinctly

“You have to be a little bit crazy to do this work, you have to believe that it matters.”

- RISE client development specialist

Other interview participants had a similar assessment of the differences in mindset among the officers in prisons throughout the RISE system. When asked where the old mindset was most active in the system, thinking from organizational leadership through program management and staff, to leadership at the prison level to prison staff, all respondents described instances of some prison officers who continue to view their role as responsible in part for carrying out incarceration as punishment to fulfill the criminal sentence. One participant reported that they had observed this mindset in an officer they had worked with, and had also witnessed a mindset transformation in this officer over the course of three years of development workshops. This particular officer's comments and attitude had started as one who saw clients as criminals to be punished, and over the years transformed to one who advocates for clients' ability to change and grow and is embracing RISE's development approach in their work. This is a change consistent with Parks and Guay's findings about "values-as-principles" as discussed in Chapter 2; even deeply-held values can change through a process of meaningful reflection (2009).

Use of Organizational Values

RISE has four official organizational values:

- Justice
- Respect for human dignity,
- Safety,
- Belief that people can change.

Organizational values are stated on RISE's website and are included in public presentations about the organization and staff trainings. When asked how organizational values are considered in developing and delivering services, one interview participant described efforts to connect human, organizational, and management values to the performance of daily work. They gave the example of a recently-released "Child and Family Work Principles" document. This 2-page document lists guidelines for family work deriving from the Consideration of the UN Convention on the Rights of the Child in the criminal sanctions field. It sets forward baseline criteria for the way in which family visits to prison are carried out that are intended to support clients' connections to families and children. According to the participant, this document was emailed to all staff in the RISE system

with the instructions to read it and think about it. This activity was conducted to help meet an important organizational goal: to align service access and quality across the RISE system.

Alignment of service quality is a primary goal of RISE's service managers and planners at both the Central level and the Division level. Values that participants described being connected to that goal were equality, fairness, and human dignity. Equality and fairness emerged as implicit goals held at every layer of the organization, a finding consistent with assessed values of Finnish culture by values research organizations including World Values Survey and Hofstede Consultants (Dimitrov, 2014; WVS, 2020)

On an organizational level, values are explicitly stated and visible to staff but their use is limited compared to use of legal requirements, for example, which participants reported thinking about in relation to decisions made in the course of daily work. Particularly among front-line staff, participants demonstrated awareness of RISE's organizational values but reported a lack of understanding about how to operationalize values in day-to-day work.

In addition to organizational values, various United Nations and European Union resolutions provide sets of values specific to human rights and incarceration. These were referenced especially by management staff in discussing how organizational values align with wider societal values.

5.1.2 Values in Service Planning

Aligning Service Quality Across the RISE System

RISE Development staff use service design tools — including client typologies, service maps, and workshops — to plan services and manage service alignment. Service alignment across units is a management goal connected to continuing the organizational mindset transformation introduced in Chapter 3, from a mindset of punishment to one of rehabilitation. Values are implicitly present in the service planning process but the tangible service outcomes are not explicitly linked to values, and therefore the values used in planning are not showing up to the staff who enact the services. This is resulting in an underlying conflict of values between service planners and frontline staff, and this

conflict is contributing to uneven service quality as indicated in the examples of officer behavior given above. One interview participant estimated that the RISE system achieves a high level of service provision in approximately half of all facilities, with most closed prisons assessed as having lower service provision than the new baselines set by the Effectiveness of Sanctions staff, referred to as the quality “happotestit” or “litmus tests” developed for each area of service provision. Service design tools have been deployed to support an increase in quality throughout the system, but there are currently no tools in place to explicitly address these values conflicts.

“Thirty years ago, things were different. Now we ask how can we help? We are creating new neighbors.”

- RISE client development manager

In using service design tools to systematize mindset transformation, and in conducting development training workshops for staff to practice mindset transformation, the RISE development team applies the “belief that people can change” mindset not only to clients, but to RISE staff as well. As part of the operational migration from the old Hämeenlinna facilities to the new prison, RISE is conducting a series of training workshops to support officers in taking their new role as “Vastuuvirkamies” or “key worker.” The workshops are designed to teach officers an approach to work called “lähityö”, roughly translated as

“Attitudes have changed a lot since I started [thirty years ago, same as him.]”

- RISE senior leader

“intentional work.” This approach aims to bring a higher level of intention to officer-client interactions, and is organized around the new officer-led approach to client development called “5 Minute Interventions” or FMI. To pilot this new approach, each

client in the new Hämeenlinna prison will be assigned their own Vastuuvirkamies. This relationship will form the basis of mentorship through the client's sentence plan.

One manager has identified a main area of concern in the implementation of this approach to be in the ongoing mentor relationship between officers and clients. In follow-up evaluations, RISE has learned that the first wave of officers who have participated in training workshops on the FMI approach reported that they don't use the methods in an ongoing way, finding it difficult to connect the idea of intentional interactions to the real-life situations in which most interactions occur.

Transforming the Organizational Mindset

RISE managers see the potential for benefit in making staff values visible and addressing values conflicts as a way to support alignment of service quality. In meetings to discuss co-design of a values workshop, participants expressed hope that this values workshop — as it precedes the series of “key worker” training workshops — will give officers self-awareness, and open the officers up to thinking about clients differently. One participant expressed desire for this workshop to contribute to a positive change in working culture at the prison. Planning staff hope that connecting self-reflection and values awareness to the subsequent trainings will help the officers understand their own benefit in adopting the “lähityö” approach.

Values were discovered to be a key motivation for frontline staff working with clients. At the same time, when asked about values in service design at RISE, other participants told stories of how values were active in RISE's organizational transformation. Following both threads through further interviews and primary documents (workshop plans, source materials for trainings) led to the discovery of the presence of values conflicts in frontline service delivery that negatively impacted organizational transformation. These results indicate that implementation of values elicitation and values conflict reconciliation tools with RISE frontline staff is appropriate to the aims of organizational mindset shift from punishment to rehabilitation as a core assumption of the Finnish prison system.

5.2 Insights

Findings from interviews (n=10) and primary documents were considered through the findings of the literature review in Chapter 3 to create Insights 1-3 described below. The insights were developed using reflective writing and sketching, Values Mapping to identify values alignments and conflicts, and an affinity board to organize and analyze common themes in the data and identify areas of opportunity. These insights were iteratively revised and validated through follow-up conversations with three research participants, and presented at a RISE staff meeting for feedback and reflection from the Western Division Development team. Insights 1-3 drove the initial development of the proposal.

Insight 4 was created through reflection on new data about officer values generated from the prototype workshop. Values data from the workshop was analyzed together with reflections by the co-design team in a debrief meeting following the workshop. Together, all four insights drove the final version of the proposal.

INSIGHT 1 | Transformation creates new values conflicts

RISE has been undergoing a 30 year transformation, from an organizational mindset of punishment and containment to an organizational mindset of rehabilitation and client development. In practice, this transformation has led to RISE leadership adopting several new carceral and management models, including:

- Vastuuvirkamiesmallin, based on the Five-Minute Interventionist model, which assigns a primary-contact officer for each client,
- Dynamic Security, “a concept and a working method by which staff prioritize the creation and maintenance of everyday communication and interaction with prisoners based on professional ethics.” (UNODC, 2015)
- Lähityö social services approach, which emphasizes working closely and directly with clients

This transformation has expanded the responsibility and agency of frontline staff — the prison officers who work directly with clients— in the creation of benefit, which has created new opportunities for their values to be expressed through their work. Now that these values are being expressed, some of them are coming into conflict with organizational

values and values held by managers. This has resulted in conflict between leaders who are driving the change, and prison officers who are being asked to change long-standing approaches to their work.

These conflicts are becoming more urgent as the transformation-oriented approaches noted above are set to become standard working practices in the organization. To date, the issue of change-resistant places in the system has not been recognized as a conflict of values but has been approached through a lens of service quality alignment, and tackled through efforts including email communications, workshops, and staff trainings. Despite these efforts, organizational transformation has remained unevenly successful throughout the RISE system, and change resistance remains strongest among some officers who work directly with clients and perceive punishment as a basic function of the system, and of their role within it. In order to continue progress on organizational mindset transformation, these service-level values conflicts must be made visible, understood and resolved.

INSIGHT 2 | Transformation changes how benefit is created

As this mindset transformation has been in motion, it has had implications for the value proposition of RISE's work. If rehabilitation is the purpose of the system, then punishment-oriented actions no longer produce benefit. Punishment practices in frontline work must be replaced with rehabilitative practices, but to do this kind of work requires intentional interactions on the part of frontline workers. It also requires a shift in the perceived value of the interaction for both clients and frontline workers. Clients must understand the agency they have in the service dynamic, and that agency must be made tangible by the service ecosystem. This change has been started in the organization already by such measures as changing the terminology to describe prisoners as "clients", and the proposed measures to increase transparency of sentence plans to include client awareness and feedback on caseworker recommendations for how their time in prison is spent. Prison officers must also understand the agency they have in the service interaction, and must be equipt to use it effectively to drive benefit creation for both actors.

INSIGHT 3 | Rehabilitative prisons as complex systems require design for complexity

Aside from the sheer number of people that use RISE’s services — because all of us are using prison every day, all the time, as a constant function of our social order — the rehabilitative purpose of RISE’s services is for each client to experience a change in mindset, capacity, or both, depending on their personal situation. This means that in every service interaction the goal is for at least one actor to change from a known state to an unknown state. This action as the basis of benefit creation results an inherently open system with a multitude of possible outcomes (Young, 2008). If change is at the core of RISE’s value proposition, then service design for RISE needs to respond to complexity as one of the desirable conditions of the system.

INSIGHT 4 | Values of Security and Tradition underly change resistance in frontline workers

The personal values that officers most identified as necessary for success in their work — tradition and security — are the same values that cause conflict and resistance to an organizational transformation from a punishment mindset to a rehabilitation mindset. These are the values that officers who participated in the prototype workshop most often ranked 1 and 2 among the personal values that they would give to a new officer to help them be successful in their job. They were also the values that they mapped most often as the values implicated in conflicts that they could imagine taking place in the course of performing their daily work in the new prison, and in their new roles as *Vastuuvirkamies* (Responsible Officers). How these values were elicited is described in more detail in the Prototype section later in this chapter.

5.3 Prototype: “Values at Work” Workshop

Validating the initial project findings with RISE Development staff led to an opportunity to co-design an experiment based on these insights. Together with development experts from the Western Division, a prototype workshop was co-designed to test three tools for working with values as part of the training process for the *Vastuuvirkamies*, or responsible officer program. The “Values at Work” workshop was conducted with nine (9) prison officers in

June 2020 at a training room in the current Hämeenlinna prison. This workshop followed a series of trainings the officers had already participated in on how to fulfill their new Vastuuvirkamies (responsible officer) role. Taina Taipale and Pia Ylikomi, two senior RISE development staff responsible for officer training in client development, collaborated on the workshop design with the thesis researcher through an iterative process of sketching, discussion and revision. The deputy director of Hämeenlinna prison also participated in design discussions and goal-setting for the workshop. The deputy director secured permission for the workshop to happen from the director of Hämeenlinna prison, and selected the officers to attend.

The prototype allowed us to experiment with a value sensitive approach with frontline staff training, and to test the effectiveness of values-sensitive design tools proposed in this thesis project. It also provided new data on the values in conflict with organizational transformation, which is translated into Insight 4.

Goal Type	Goal	Outcome
Workshop Goal 1	Make frontline staff (officers, supervisors, training staff) values visible	Staff leave the workshop knowing their own values
Workshop Goal 2	2: make prison-as-service-ecosystem (organizational) values visible	Staff leave the workshop knowing the values of the prison/organization
Workshop Goal 3	3: make conflicts between frontline staff values and org values visible	Management knows where the values conflicts between staff and prison/organization/culture are occurring
Values Goal 1	Staff discover more meaningful/satisfying work activities/ interaction approaches to use with clients	Find new ways of interacting with clients to produce new development outcomes, especially related to officer support for the sentence plan
Values Goal 2	Organization find new ways of supporting officers working with values in conflict	Unlock the potential for transformation encoded into the new prison

Table 2. Goals and outcomes set by the co-design team for the workshop.

Pia and Taina facilitated the workshop, which took place on a Wednesday from 9:00 to 15:00 in a large meeting room. A third RISE officer, Tiina, assisted the facilitation. The room was set up in the morning for the first two activities, and then during the

lunch break tables and chairs were moved to make proper space for the final activity and reflective discussion. Due to the coronavirus pandemic restrictions on travel and gatherings in place at that time, the thesis researcher wasn't able to observe in person. A video meeting using a large screen mounted on one wall in the room was kept open during the workshop, and video and audio of the workshop was captured by the researcher via Quicktime screencapture. The officer assisting the workshop took photos of the workshop facilitators, environment and artefacts.

None of the workshop participants gave permission for publication of their name or likeness, which was in keeping with an overall skeptical attitude from the participants at the start. From conversations later in the day and after the workshop between facilitators and participants, we learned that the initial skepticism was generally directed toward the content of the workshop, the organization's intention in holding the workshop, and the unknown researcher observing on video. Despite this initial attitude, every participant took part in each of the activities, and by the end of the morning session each of the participants was fully engaged in the activities and group discussion. At the end of the afternoon session the officers had agreed to continue talking about the issues raised in future work meetings.



Figure 15. Workshop environment in Hämeenlinna Prison.

5.3.1 Prototype Outcomes

In the debrief session immediately following the prototype workshop, the RISE facilitators gave their impressions of what happened in the workshop and initial ideas about outcomes. Comparing the conversations in this workshop to the scores of others they have conducted, the RISE facilitators evaluated the overall outcome as excellent. Taina described the honest, difficult conversations the participants engaged in: “They talked about unspoken things... I’m very, very proud of them, they were so brave.” These unspoken things included personal values conflicts with the organization and fears about the new ways of working in the new building. Despite expressing skepticism in the beginning of the workshop, and fear and conflict in the last mapping activity and concluding conversation, each participant engaged in thinking and discussing about values in the context of their work. Pia and Taina agreed that the conversations prompted by the workshop were particularly productive, motivating the officers’ discussion: “They thought about how they could bring this into their work.” The participants took their reflections and discussions about values from the three activities and began already in the group discussion session to synthesize the outcomes into ideas to apply values to challenges they are currently facing and that they expect/fear they will face in the new work environment. The facilitators agreed that this was a surprising and positive outcome of the design.

Based on analysis of the workshop artefacts, a new insight that informs the proposal came into view. The values that officers most identified as necessary for success in their work — security and tradition — are the same values that cause conflict and resistance to an organizational transformation from



Figure 16. Pia Ylikomi and Taina Taipale, RISE client development experts, facilitating prototype workshop.

a punishment mindset to a rehabilitation mindset. This insight prompted new ideas from the collaborators about how subsequent officer trainings that addressed conflicts with these two values might accelerate successful adoption of the three new working approaches (Vastuuvirkamiesmalla, Dynamic Security, and lähityö) RISE is implementing. It also showed new possible ways of activating their existing values to help them with the change. For example, by intentionally co-creating new work rituals for the new prison that embrace and celebrate the new ways of working with clients, or investigating together how the ‘tradition’ value might be a positive influence for change. Next workshops could include content to open up and expand the idea of what security means for the officers as well.

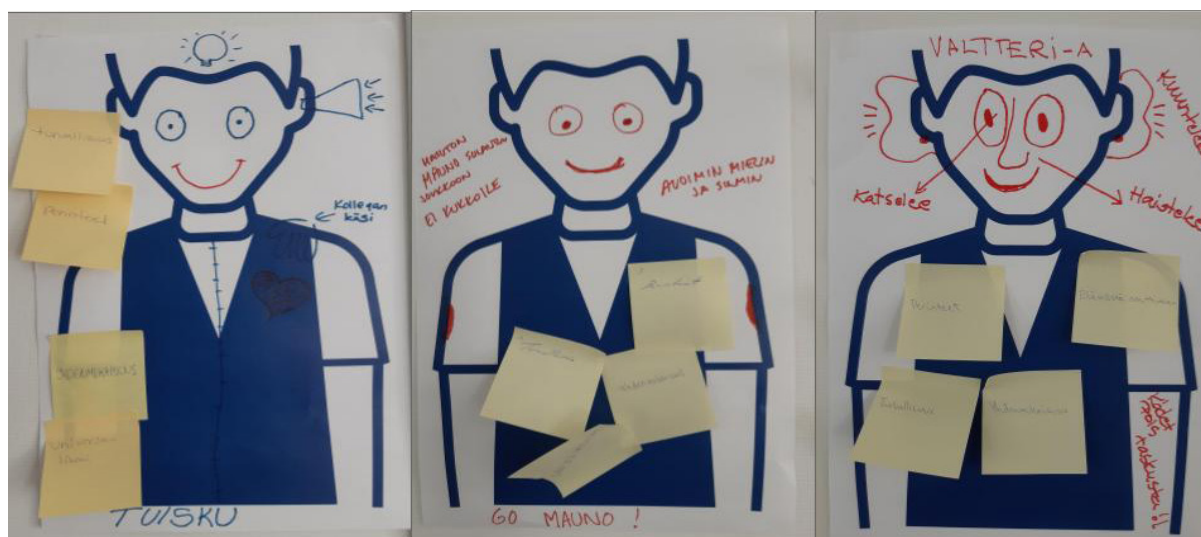


Figure 17. Workshop artefact documenting values each group gave to their new officer avatar, ranked by either written notation or placement on the poster.

The work values held by officers that emerged from the workshop, in order of importance:

1. Security
2. Traditions
3. Coherence
4. Universalism and Good Life (tied)

The prototype results confirmed that 1) there are indeed values conflicts between organizational layers, 2) that values are foundational to organizational change and working culture, and 3) that values could be utilised as an approach to co-create the new frontline staff actions and realise a new service approach to align with the transformation to a rehabilitation mindset in RISE.

RISE has determined that this work is promising, and has committed to continuing to explore the transformation potential of working with values in the context of client services. Findings from this research will be integrated into a redesigned half-day version of the values workshop that will be piloted in Western Division prisons in Autumn 2020, using the Values Mapping Tools set forth in the next section.

06 PROPOSAL

This thesis proposes a way of thinking about values in the context of organizational transformation, realized in three design components: a benefit co-creation model, a set of service principles, and a set of tools for making values visible and actionable. Each component addresses values at different organizational levels: leadership, management, and operations.

The first part of the proposal addresses the leadership level, providing a model for thinking about the role values play in benefit co-creation in a service ecosystem, and the following research questions:

How can service design that formally engages values support transformation goals in a public sector organization?

- c. What is unique about design for public sector services that makes values relevant?
- d. How does future evaluation of design outcomes change if social values are included as formal goals and drivers of design process?

The service principles address the management level, providing guidelines for implementing values in practice, and the following research questions: How are values used in design process of public services?

- e. How do values function as a material of design?
- f. How can conflict between values be addressed?
- g. What design methods effectively engage values?

The values mapping tools address the operational level, aiding frontline staff and trainers in implementation of service principles, and the following research questions:

How are values made visible (legible, communicated, understood, experienced) through a public service?

- h. What are values?
- i. Where do values show up in an organization?
- j. Who needs values to be visible?

Taken together, these three components (1) make visible the values implicated in the system

and how they influence the creation of benefit; 2) create organizational capacity to address conflicting values; and 3) define some foundational ways that values become actionable in designing prison services.

6.1 Model for Co-Creation of Benefit in a RISE Prison as a Value-Sensitive Service Ecosystem

Jenni Winhall, then-Director of Design and Innovation at former public service design agency Participle, described the approach they took to designing a new social enterprise for connection and practical help for aging Londoners as “providing the structure for creating a new service”(Winhall, 2011, p. 137). The Participle team proposed a concept with three aspects, including thoughtfully framing the opportunity, prototyping a new service experience, and designing the service model. “In developing the model for the service, the designer’s role is to hold the thread of what is beneficial to the end users and the transformational principles of the concept” (Winhall, 2011, p. 137). Through a combined VSD and Design for Service approach to this case, a useful model for RISE is one that shows the conditions that make co-creation between frontline staff and clients possible, and explains how values are key to this exchange.

Based on data from interviews and primary documents, it became clear that many RISE leaders and development staff share a vision of transformation for the organization. This vision shows up in specific service initiatives (Vastuuvirkamies is the best example) but it requires a more holistic expression to effectively shape decision-making throughout the organization, and help communicate it beyond those who already understand its importance. The vision documents guiding the development of the new Hämeenlinna prison facility are a good overview of what the rehabilitation mindset looks like expressed in a prison facility, but they don’t place the components of the system — the actors, resources, and context — into actionable relationships, and the vision remains at a high-level, without detail. What is missing is an expression of the transformation in the service context that shows how benefit is created through applying values in a rehabilitative mindset.

Service ecosystem models can be used as the shared framework for understanding

how services create value (Vargo et al., 2017). This type of model can be used to think strategically about how decisions support or hinder the production of benefit in the system. The purpose of the model proposed in this project is to show how services organized and delivered through a rehabilitation mindset create benefit, and how values are key to that. This gives a common starting point for RISE decision-makers to identify elements of the ecosystem that already support benefit creation, and those that might be reconfigured to support greater benefit creation. This model can also help RISE leaders and managers who champion the mindset shift to communicate this vision to others in the organization.

In this new mindset of rehabilitation, prison services are intended to support clients in personal change. This means that services must be driven by the client's needs, capabilities and motivations. Frontline staff are the place in the service ecosystem where the clients' needs, capabilities and motivations interact with the organization. It is in this interaction, repeatedly performed between clients and frontline staff, where the organization has the ability to meet needs, develop capabilities and engage motivation. However, in order to sustain these interactions, the frontline staffs' needs, capabilities and motivations must also be continually engaged in the interaction. In practice, by adopting a model of benefit co-creation as occurring in interactions between clients and frontline staff, resources at every level can be directed toward supporting the quality of these interactions for both actors, and the abilities of both actors to produce quality interactions can be increased.

Based on this thesis's research, both personal and organizational values emerge as the fuel that sustains these interactions within the ecosystem. Service principles that guide how values are made visible in the system, and how conflicts among values can be resolved, offer a practical tool for understanding and making use of values in the service ecosystem.

The values-sensitive ecosystem model proposed here is based in service successes already being achieved in the Western Division. It can help RISE foment wider adoption of a rehabilitation mindset in part because it shows that these practices produce benefit already, and how values are already involved in the production of benefit. In the prison context this model is a radical vision, however, because it shows that benefit is produced by relocating agency — the power to create benefit, or not — in both the clients and the frontline staff. For this reason the model also serves as a provocation to consider a next transformation boundary of the rehabilitation mindset: a prison system whose goal is freedom.

Sharing this model with the actors in the ecosystem through a set of service principles is one way of shifting the logic of the system to support rehabilitation; another is through tools that allow for hands-on work with frontline staff, making values visible and creating capacity to resolve values conflicts in their work. Implementing these service principles and values tools in prisons throughout RISE’s three divisions can work as a ground-up force for mindset shift in the whole organization.

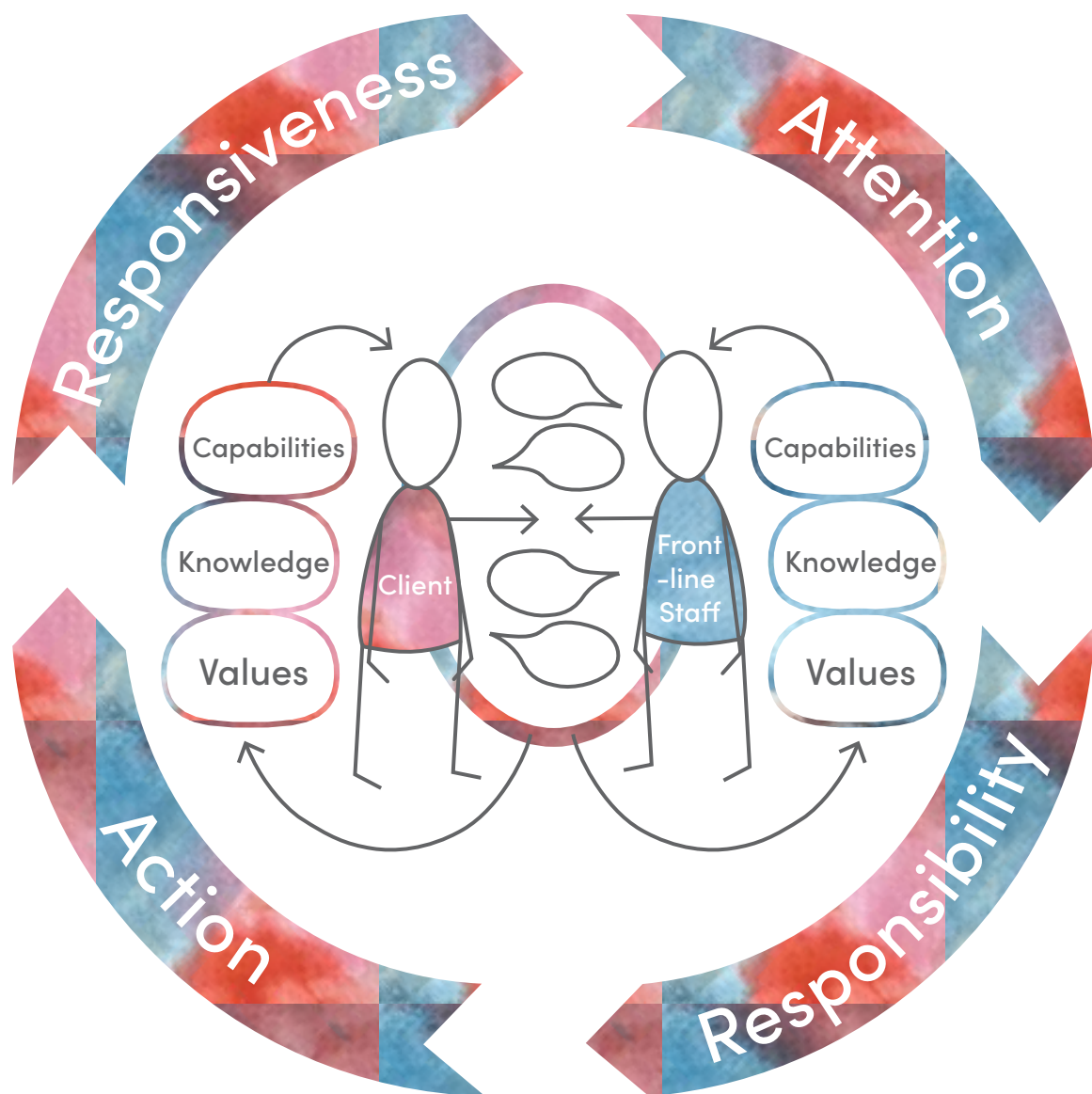


Figure 18. Model of Value Sensitive Benefit Co-Creation.

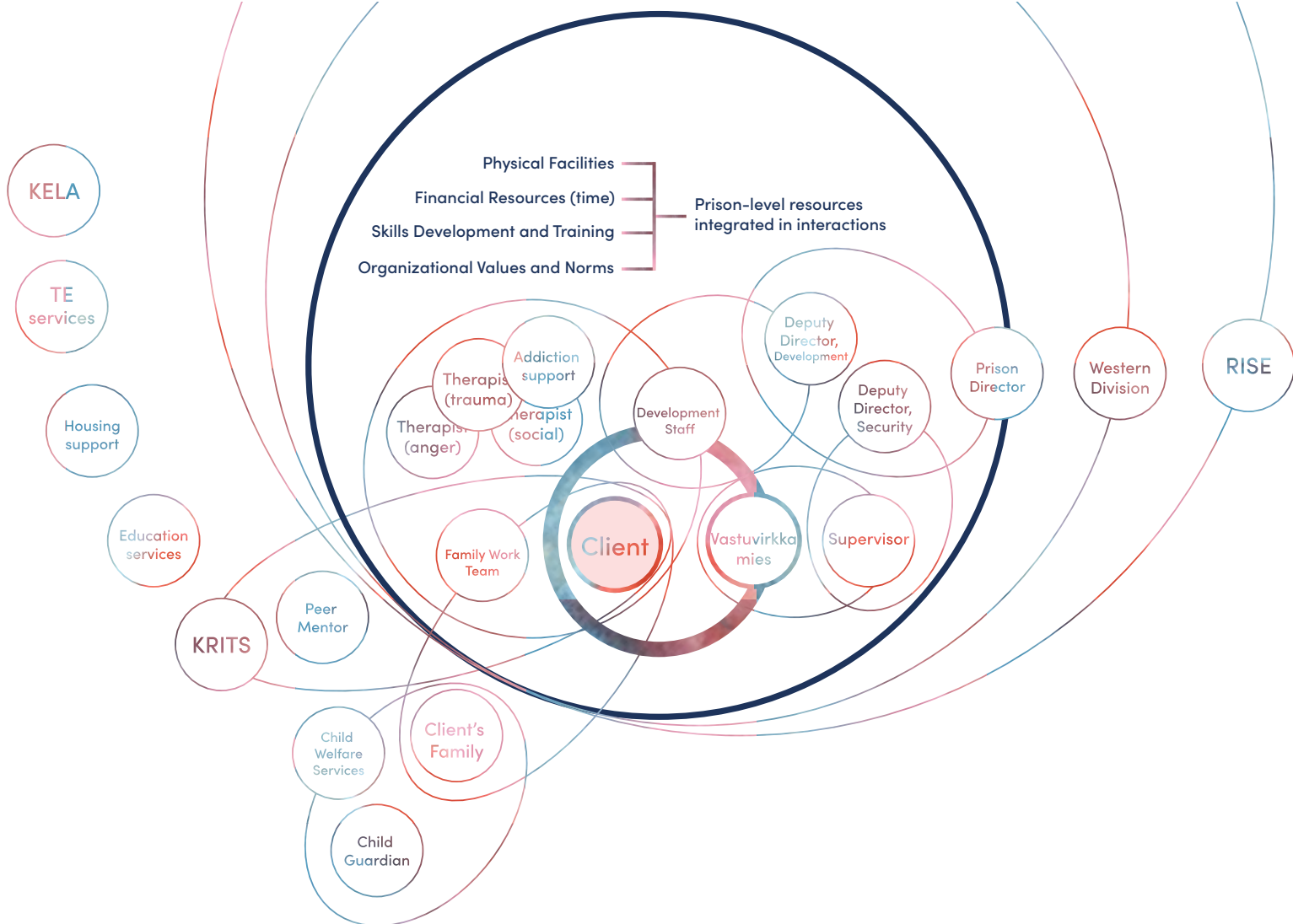


Figure 19. Prison as a Care-Centered Service Ecosystem.

6.2 Principles for Working with Values in RISE

Lavrans Løvlie, founding partner of service design agency Live|work, describes service principles as “tools to unite departments to deliver a coherent customer experience” (Løvlie, n.d.). If services are products of systems, service principles are the rules that guide creation of services by the system. They operationalize insights about how the system should work by connecting these insights to types of actions that can be taken by actors in the system. As an internal tool, service principles are a way to articulate organizational best practices and help everyone in the organization understand how to enact them (Burton et al., 2015). Useful service principles must balance abstraction and specificity in order to allow staff “freedom to have their own working practices and at the same time have a clear direction” (Bharosa et al., 2015, p. 13). Service principles typically include a short summary of the principle, description of the purpose of the principle (the behavior or characteristics it defines,) key examples of the principle in use, and the intended outcomes or implications

of the principle (Bharosa et al., 2015; Burton et al., 2015; Tollestrup, 2012). These intended outcomes may include Key Performance Indicators (KPIs), or qualitative or quantitative metrics for evaluating the effective application of the principle.

The service principles for RISE aim to create the conditions for a service ecosystem that enacts RISE's organizational values, where these values can serve as the fuel for care-ethical interactions. The principles apply Care Ethics as the lens through which values are prioritized, ensuring that the relationships between clients and frontline workers are centered in decision-making. Expressed as a set of guidelines and affirmative statements, the principles also include values drawn from EU declarations, Finnish government and RISE organizational statements, and RISE employees' own values. Tronto's concept of care as an ever-renewing process of attention, responsibility, competent action, and responsiveness (1998) formed the core structure. Hamington's explication of accurate empathy in care and recommendations on how to teach empathy (2017, 2019), and White and Tronto's considerations of care in relation to justice (2004) contributed a baseline of recommended practices. Insights derived from data gathered in interviews and the prototype workshop were used to ground the principles in RISE's best practices and internal requirements. Data from RISE interviews and the prototype workshop also informed the evaluative measures recommended.

Value-Centered Service Principles for Hämeenlinna Prison are intended to be used by management as guidelines for creating and evaluating client development services. They translate values into design requirements that guide service strategy and service development, and aid in decision-making about where to focus resources and how to create conditions for effective service interactions throughout the system. Used consistently, they can foster organizational transformation at all levels by transferring important values into actionable operational guidelines.

The principles proposed here address internal RISE practices and are meant as a starting point; the synthesizing process from which they result should remain ongoing, and these principles should be viewed as a living, changing tool that exists within the cycle of care it outlines. As exemplars of the system of care they codify, these principles should listen, take responsibility, take competent action, and respond to feedback from the ecosystem they shape. Further development of these principles requires that they be validated with

frontline staff and clients, perhaps after the majority of officers and clients have experience with the implementation of the new Vastuuvirkamies role. (See **APPENDIX A: Value Sensitive Service Principles.**)

6.3 Values Mapping Tools

This proposal was developed based on the hypothesis that a design intervention which used existing organizational tools and competencies would be more effective and easier to implement than something completely new. Workshops and service maps are tools already in fluent use at RISE, and so these forms were chosen to deliver a values-sensitive design intervention with front-line workers. Based on the outcomes of the prototype workshop, three values mapping activities are proposed as tools to be used in training workshops to put the Value-Sensitive Service Ecosystem model into practice in RISE prisons

The activities are designed to build on each other, creating an experiential learning path from personal values mapping, to co-creating an avatar for working with values in a small group, to using the avatar to imagine values scenarios and map them into spatial imagination of the new prison.



Figure 20. Tyypillinen päiväsi personal values mapping worksheet (front and back).

Activity 1: Seeing your values in your day (40 minutes)

Map your typical day and then reflect on the values that influence your choices.

Instructions for Participants:

- Tell about Your Day: Fill out the visual map “Tyypillinen päiväsi” – what activities you do, who you interact with, how you feel about it:
- Using the “Map your typical day” worksheet and the values chart, look at your day and note which values influence the choices you make. Write examples of how your values show up in your day in the bottom box of your “Map your typical day” worksheet.
- Look over the map – where are places where you feel good about your values in action? Where are places in your day where you see conflicts with your values and your daily activity? Write three activities that you feel illustrate your values well, each on a separate post-it note. Write three activities where you feel in conflict with your personal values, each on a separate post-it note. Put them on your map in the boxes for these and set your map aside for later. We’ll come back to this at the end of the day.

Activity 2: New Officer Avatar (1 hour)

Small group conversation (3-5 participants) to create a “values portrait” of an officer.

Instructions for Participants:

- “What values would you teach a new officer to help them be successful in the role of Vastuuvirkkamies?” Think about this question as you look over your own values from Activity 1. Select 3-5 that you feel are most important for a new officer to have, and place them on the values sheet next to your New Officer Avatar poster. You can also decide to select different values than the ones from your map.
- Each share your own top 3-5 values. As a group discuss the prompt question and select four values to “give” to the officer. Rank the values 1-4, with 1 as the most important to the officer’s success at work. Imagine some examples in this officer’s work or personal life that might illustrate the values this officer holds. Give the officer a name, and describe (write or draw) some personal qualities that will help them in their job.

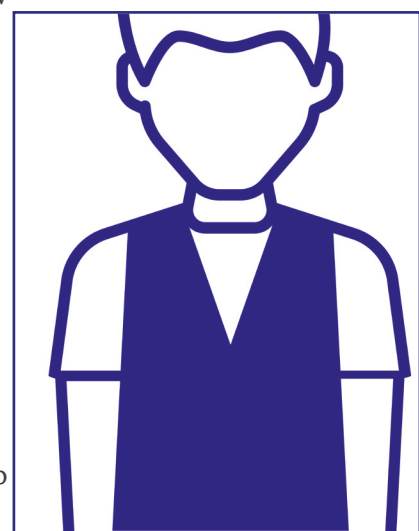


Figure 21. New Officer Avatar poster for Activity 2.

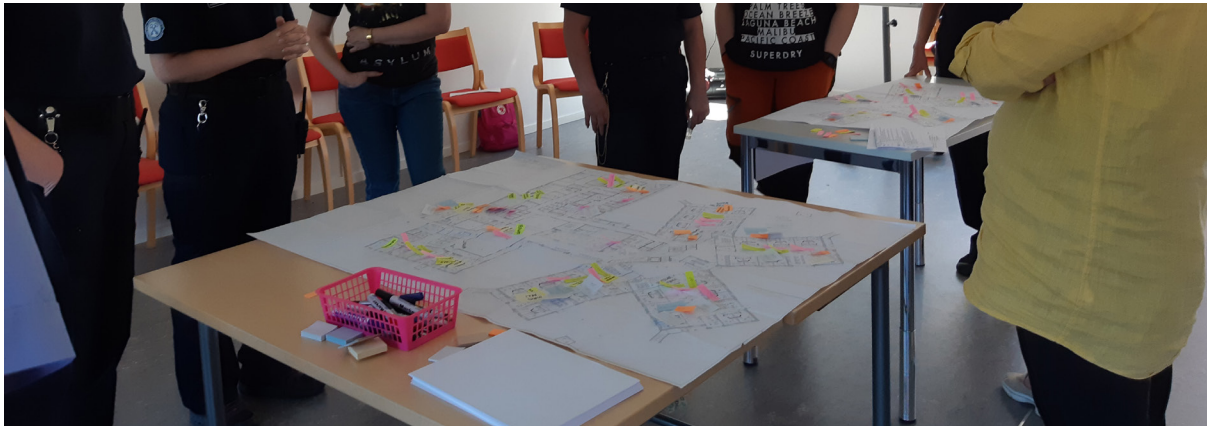


Figure 22. Mapping Values in the New Prison in progress with RISE officers.

Activity 3: Mapping Values in the New Prison (2 hours)

Small groups map values harmony and conflict in the service environment, then the whole group discusses the map.

Instructions for Participants:

- Take an imagination tour of the new building: Start at the beginning of the shift and “walk through” the building together to get familiar with the new features and the building floorplan.
- Using the ranked values from the New Officer Avatar, locate them on a diagram of the new prison. For each value, locate the places in the prison where this value might be supported, and where it might be in conflict with what is happening in that area. To mark these locations:
 - Write a value on a flag, selecting colors to indicate if value is supported or in conflict
 - Place the flag on the map to locate where this value is showing up
 - Describe on a post-it the activity happening in this location, and place it next to the flag
 - Repeat for all values in the portrait.
- Once all of the flags have been placed, the small groups each report out, giving a tour of their flags to explain how their values are supported or in conflict, and the context of each situation. At the end of each small group report, the whole group discusses what they’ve seen: how might the conflict flags be resolved?
- After the small group reports are finished, the whole group sits down to discuss what they’ve noticed. Prompts for this discussion include: Where are the values

on the map? Are they clustered? Are there locations with no values displayed, if so what's happening there? Where do the clients fit in this values discussion? Where does RISE as an organization? Where does Finnish society? What are barriers to enacting these values? What barriers are there to resolving the conflicts you've identified? Looking at the map, where do you feel conflict or support with the other values you listed in Activity 1?

- Discussion is documented and action steps are made for continuing conversations that need resolution or require follow-up. Cool-down: Individual reflection/questions, and one word that describes the day.

07 DISCUSSION

7.1 Relevance

Transformation

The project with RISE started as an investigation of family visitation services, and was initially focused on the user experience of family members who visit their loved ones in the new Hämeenlinna prison. However, in probing who the stakeholders are in visitation services, and how values operated in this context, other areas of the organization came into focus. Values were discovered to be a key motivation for frontline staff working with clients. At the same time, when asked about values in service design at RISE, other participants told stories of how values were active in RISE's organizational transformation. Following both threads through further interviews and primary documents (workshop plans, source materials for trainings) led to the discovery of the presence of values conflicts in frontline service delivery that negatively impacted organizational transformation.

In a recent presentation Sarah Drummond, Co-Founder and CEO of service design agency Snook, described how she approaches a design engagement with organizational change. Drummond uses the idea of a “macguffin,” a term coined by filmmaker Alfred Hitchcock for a story device key to moving the plot along but not in itself essential (Drummond, 2016). In the RISE project, the initial access point of examining family visiting services was the macguffin that led to the uncovering of RISE's organizational transformation underway, and how that transformation goes hand in hand with values and benefit co-creation. The proposal designed in this project addresses each of the organizational layers identified in RISE, and in the operations layer, where the project started, the tools proposed are intended to positively impact the experiences of families visiting their loved ones in prison, as well.

This thesis sought to address the disconnect between the change goal of an organization and its day-to-day practices through an innovative combination of design approaches that use social values as a material of design. At the onset of the project, this thesis posited that Design for Service as an approach is particularly suited to addressing this disconnect because of its human-centered focus on ecosystems and its emphasis on designers as

intervening agents at multiple organizational layers through a “zoom-in/zoom out” practice.

The RISE project shows that adopting a Design for Service approach combined with Value Sensitive Design methods and tools to guide service innovation can open new possible tactics to get change resistant parts of an organization “unstuck” and support successful transformation. In the context of public sector services, Care Ethics as a basis for applying VSD is a good fit for the particular requirements of ethical benefit co-creation demanded by both public sector obligations and by human-centered design. The choice was made in this project to center research on Value Sensitive Design because the projects that sparked its inception (informed consent online, data privacy and security) speak to the researcher’s sense of what is most needed in a values-centered approach — relevance to people’s lives, and concretely re-shaping technology design processes to hold space for humanity, nuance and “moral imagination.”

Empathy

Empathy is a central theme in this proposal, and in the research that backgrounds it. In Wetter-Edman et al.’s (2014) article “Design for Value Co-Creation: Exploring Synergies between Design for Service and Service Logic,” the authors note that together, these two service approaches allow for deeper understanding of service context and actor’s experiences in that context. Empathy shows up in this practice, however “how empathy is actually used in Design for Service, [is] largely unknown” (Wetter-Edman et al., 2014, p. 118). This thesis’ research brings more data into the conversation by showing practice-based ways that empathy can be considered and formally used in Design for Service. This is done through the application of Care-Centered Value Sensitive Design to public sector services, which forefronts care as a designable process that includes a rigorous application of empathy. Further discussion of how empathy is used and what it brings to designing for public sector service ecosystems can open new pathways to enacting organizational, and thereby social, transformation through design.

Making Values Visible

In *Design, When Everybody Designs*, Ezio Manzini points to making things visible as the first step toward beneficial system transformation.

“The possibility of steering one’s life project toward ways of being and doing other than those dominant, and to opt for active, collaborative behavior, depends first and foremost on what one is able to see from one’s own vantage point: how one interprets the state of things and what opportunities one recognizes. So the first stage of our journey starts here: how can we make sense of the complexity of the present and the dynamics that stir it? How can we make viewpoints and wishes explicit? How can we imagine what doesn’t exist but could? In short: how can we feed social conversation about the future?” (2015, p. 121).

Values are the principles we each hold about what is most important in life. These are the ideas that underpin what is desirable about potential futures, and making them visible helps us understand what we ourselves want, what others want, and where those desires clash to create the conflicts we must deal with in order to produce wellbeing in society. The tools we can use to create this visibility include empathy, systems thinking, and design.

7.2 Limitations

7.2.1 Project Constraints

Conducting Research in High Security Conditions

Security, and along with it safety and privacy, are central concerns of RISE. Gaining physical access even to administrative sites was a lengthy process that required permissions and approvals from several administrators. For example, scheduled interviews and conversations with RISE managers were held offsite in cafes, libraries, at the RISE training institute in Vantaa, and online. Multiple staff told the story that even the consultant advising on the security plan for the new prison didn’t have security clearance to be allowed inside the RISE Central Administration Unit offices in Helsinki. Visits to interview staff of the Western Division’s Administration Unit were allowed in the conference room at the offices in Hämeenlinna, and there we were able to see physical copies of training materials and understand the work context of the staff who plan services for clients in Hämeenlinna prison. However, permission was not granted for the thesis to include images of the new prison’s floor plan or layout, and the researcher was only able to look briefly at the layout

as it was shown in an interview.

Several design choices were made in response to these constraints. Firstly, the research plan allowed ample time and resources for a fuzzy front end of exploration and discovery. Time was allocated to discovering new information resources during interviews and gaining permission to access them. Frontline staff were recruited through their managers so that organizational permission to interview was already granted before the participants were engaged directly. Periodic “checking in” with several participants on thesis insights and progress kept the conversation going over holiday breaks, permissions processing, and busy intervals between project milestones.

Language Barriers

The difference in working languages was another constraint that required special consideration. RISE’s primary working language is Finnish. The majority of primary documents are in Finnish, and the research participants’ primary language is Finnish, while the researcher’s working language is English. The language barrier was addressed by engaging an Aalto B.A. Design student, Heidi Kulmula, as research assistant. Heidi traveled to Hämeenlinna for two interviews and provided translation support during the interviews, which were conducted in English, with Finnish filling in where English fell short. Despite this solution, the language barrier meant that an additional layer of interpretation was applied to the case data.

Co-design during a Global Pandemic

A key design decision to address several constraints was to engage RISE development staff in co-designing the workshop prototype. This decision activated the expert-level facilitation skills of the staff and their relationships with both the subject matter and participants. It also helped surmount limitations of language barriers, access to participants and secure sites, and allowed for a design that engaged participants in hands-on work with the restricted-access floorplan to the new prison.

The co-design process of the prototype workshop was conducted entirely through online video meetings and shared digital documents (Microsoft Lync and Google Docs.) Co-design

was a multi-month process that responded to changing conditions brought about by the COVID-19 pandemic. March for an online ideation session in which we crystallized the goals for a values workshop, Pia and Taina showed examples of other workshops they've been developing to meet these goals, and gave feedback on my sketches of potential values activities for the prototype workshop. We decided on a rough facilitation plan and a project timeline, setting March 26, 2020 as the date for the workshop, titled Values at Work, to take place. At that time it was agreed that we would all co-facilitate the workshop in person in Hämeenlinna.

The prototype co-design process unfolded alongside the COVID-19 pandemic. A week after our kickoff meeting RISE began pivoting resources to organize a pandemic response and Aalto University issued a guidance against non-essential travel for students. The prototype project was thrown into uncertainty. In the following days the Finnish government banned travel, schools closed, childcare was limited to essential workers, and work-from-home became the norm. Each of the co-designers saw our work capacity reduced by the pandemic uncertainty and the sudden limitations on childcare and school.

We initially moved the workshop online to cope with the new limitations. In a rapid pivot, the activities were redesigned to be done online, materials were redesigned for digital-only use, and the facilitation plan was rewritten for a half-virtual, half-inperson facilitation team. However in the following weeks, as the pandemic situation escalated and the scale of the disruption set in, the workshop was indefinitely canceled amid RISE's urgent actions to focus on the health and safety of their employees and incarcerated clients. The next six weeks were spent re-assessing the design of the project to refocus on existing data and complete the thesis proposal without the prototype. Work during this time was limited by pandemic conditions, particularly the lack of childcare resources, and progressed slowly.

In early May 2020, RISE began to return to working on the development trainings. The co-design team, now including participation from Hämeenlinna Prison Deputy Director Jarmo Haavisto, agreed that we could proceed to prototype an in-person, all-day values workshop with a small group of Hämeenlinna officers on 10 June, 2020.

7.2.2 Limitations of Findings

Timescales of change

The main limitation to this thesis' findings is the long timescale of change involved, compared to the short timescale of a masters thesis research project. A one-year project aimed to develop and propose design interventions that support a 30+-year organizational transformation that is rooted in societal-level attitudes and morals about justice, and an institutional history intertwined with the formation of the modern Finnish state, is not going to produce conclusive results about the effectiveness of supporting change in such a short time. This is why co-design with RISE managers was essential to the project — they were able to use their deep institutional knowledge to evaluate the design proposal in context of what they each had experienced and understood about the organizational transformation, and were each in some way responsible for moving it forward. At times co-design as a critical requirement of the design was in itself a barrier, since RISE is under-resourced to fully support the kind of lengthy engagement required for full co-design. To address this, we adopted a hybrid co-design and “inspired-by” design process, which meant that many iterations of the prototype design were created to keep pace with the unfolding requirements and constraints, and allowed for maximum area expert participation in design decisions in a limited amount of time.

Client values out of scope

Another important limitation to consider in this research is the lack of representation of client perspectives (inmates of Hämeenlinna Prison.) This research focuses exclusively on the perceptions and motivations of RISE leadership, managers and frontline staff. Despite concern for the asymmetrical power dynamic created by giving expression of values to RISE service providers and not RISE service users, this was an intentional choice by the researcher. There are significant challenges to gathering data from RISE clients, topmost among these are acquiring access permission to interview incarcerated people, and language limitations on the part of the researcher. However these barriers were technically possible to overcome if the research design had necessitated it. The decision to not include clients' perspectives in this research was based on the assessment of the opportunities to affect organizational transformation through working with organizational and staff values first.

This project lays new groundwork in RISE for accepting values as valid concerns in planning and delivery of client development services. Once that acceptance becomes more commonplace in the organization, the scope of values work in RISE should be expanded to focus on, and appropriately treat with care and respect, client values in the context of service delivery. Therefore this thesis recommends future development of values-sensitive service provision in RISE to include work with clients to bring their values directly into service planning, and to provide opportunities to address conflict with the values already identified that influence frontline staff, management and training, organizational and societal level values.

Because clients are in the most vulnerable position in the organization, in a care ethical context it makes sense to develop some organizational capacity for meaningful engagement with client values before engaging them. This recommendation doesn't suggest that all of the conditions for engagement with client values need be perfect before beginning; rather that RISE should move quickly to establish a baseline of competence in the organization for addressing values so that appropriate care may be taken with clients' participation in co-development of further capacity without too much delay. This baseline is best set by the RISE Client Development staff using the same methods they have created for other such "happotestit" ("acid tests") of baseline achievement in service delivery.

"Did it work?" How to Assess Transformation

At some point in the future it may happen that everyone at RISE turns and looks at each other and exclaims "We've transformed!" However it is far more likely that in the future the organizational mindset will in fact be different than it is now, and yet will still be in process of becoming something else. That new "something else" will be based on new societal norms, new systemic conditions, and new actors in the system. Complex adaptive systems are always changing; transformation is never finished. And the ways that transformative leaps occur are often surprising, outside of our control. What we're left with, Donnella Meadows (2001) reminds us, is "doing our best," and the rigorous triangulation of what it means to do our best must include ethics and values in our efforts to shape the systems that comprise our world.

Transformation is intended to positively affect performance, so we can attempt to look

for evidence of an increase in positive organizational performance as a way to evaluate transformation. In private sector organizations this would usually be measured in profit; in public sector organizations we must look for ways to measure performance according to organizational goals and mission. The most common top-level metric for criminal sanctions organizations is the recidivism rate, or the rate at which people who have entered and exited the carceral system re-enter it. Year over year the recidivism rate in Finland has been slowly dropping. Yet the context in which people decide to commit crimes is complex and ever-changing as well, let alone the multiple different systems (court remand, probation, open prison, closed prison) actors (demographic diversity, first time offenders, repeat offenders) and crimes (financial crimes, violent crimes, etc) reflected in that single number. However we can also monitor positive performance closer to the point of service, using service design tools such as service interaction design, service blueprint tools, and journey maps.

To match the scale of performance metrics to the scope of direct influence of this project, qualitative and quantitative metrics that focus on frontline staff experience were selected as a starting point. RISE managers intend to survey workshop participants to gather reflection on their perceived change in awareness of values and changed perception of work as a result of participation. A value proposition in this project has been that increased capability to address values conflicts could lead to increased job satisfaction for officers. To measure the effect of the proposed shift in thinking about values, RISE development managers intend to add questions about values and the new Vastuuvirkamies role to the annual job satisfaction survey RISE conducts. Responses from officers who have been through the values workshop could be compared to those who haven't in order to find out if there has been an increase in reported job satisfaction that could be attributed to the workshops and the emphasis on values in subsequent trainings. A similar digital survey could be sent to clients in Hämeenlinna, since the new digital facilities in the new prison mean that more frequent email communication between clients and RISE staff will be possible.

If values elicitation and addressing values conflict become widely adopted parts of the service planning process, then RISE will need new ways of appropriately evaluating these processes and their outcomes in the wider organizational context. The values that influence services created to support rehabilitation may come in even sharper conflict with values that have established metrics meant to measure outcomes of punishment and containment.

Evaluation frameworks and metrics for public services will therefore need to become more value-sensitive as well, in order to accurately capture the benefit created by these processes.

Researcher as Embedded, Values-Laden Subject

This project aimed to uncover something hidden: how values influence action in RISE. Making these previously-unspoken values visible to the people using them meant that the research activity changed the user relationship to the data through the collection process. This makes it very difficult to understand values as they are; what is presented in this thesis is an exploration of RISE ecosystem values as they are interpreted. This interpretation happens not only from the participant perspective as values are consciously expressed, but also from the researcher perspective as values are interpreted again as data, and yet again as design insights. Through those interpretive iterations, the researcher's own values and implicit bias influence decisions and shape interpretation. Reflexive methodology asserts this isn't something that can be solved in data collection; rather it is something to be addressed through reflection on reflection (Alverson & Skoldberg, 2000).

As part of a reflexive practice, I regularly reflected on my role as a designer embedded in the system I was examining. I used sketching and reflective writing kept in project notebooks, online values assessments, and regular reflective discussion with the RISE co-designers, CoID colleagues, artistic colleagues, and thesis advisor. In the process of writing the thesis, I reflected on the reflection process. Here again values and implicit bias came into view. Despite using data collection tactics that focused on participant-led identification of values, I recognize that my desire for this work to be transformative, and my deeply-held values of human dignity, equality, and universalism have likely increased the extent to which I was inclined to identify these values and intentions in the statements and inferences of research participants.

Reflexive practice gives designers a way of grappling with the subjectivity of ourselves as human beings in context. By explicitly working with values, and understanding ourselves as value-laden subjects of our designing, we can equip ourselves with tools to approach the ethical responsibility of design's impact, and indeed act with "moral imagination."

CONCLUSION

Personal, organizational, and cultural values all entangle to motivate and shape behavior, yet values remain hidden by complex power structures and social norms unless we uncover and share them. Service ecosystems that make values visible, empower actors to use values to co-create benefit, and support resolution of values conflicts, have the potential to create benefit at every level of the organization.

Though not well understood, psychologists and management researchers generally agree that values can motivate decision-making and goal setting through both rational (cognitive) and intuitive (emotional) processes in the human mind (Parks & Guay, 2009). Parks and Guay propose that values are more influential on decisions about which goals to pursue rather than in determining the intensity and manner in which goals are pursued. “If values impact motivation, then understanding that process may be beneficial to, for example, managers trying to increase goal commitment. Aligning those goals with the individual’s values could yield higher performance” (Parks & Guay, 2009, p. 677).

In uncovering the hidden values at work in service interactions between officers and clients, this research demonstrates that centering values in design of RISE services can positively contribute to changes in working culture, and potentially to transformation goals of the organization. Bridging Value Sensitive Design with Design for Service at RISE opens new possible design capabilities and gives Client Development staff new tools to create beneficial public services.

Trust is a value that is conspicuously absent in values data gathered in interviews, primary documents, or in the workshop prototype artefacts from RISE. However with adoption of these value-sensitive, care-based practices — especially those that realize the agency clients have in creating benefit in the system — it is possible that this value becomes important to develop, and in future could become a RISE organizational value as the rehabilitation mindset becomes more established throughout the organization.

There are several approaches to designing with values, but more important than the details of how they differ is their collective call to make values visible in design process, and the documented benefits of working with values to design products, services and

systems that contribute to more ethical outcomes, and ultimately, to increased well-being of stakeholders. Based on the growing evidence supporting VSD as an effective approach to working with values, organizing service ecosystems so that actors in the system can authentically and effectively draw on their most powerful internal motivations — their values — can increase benefit to all stakeholders.

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APPENDICES

Appendix A. Value Sensitive Service Principles for RISE

Appendix B. Values at Work facilitation Guide

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Value Sensitive Service Principles for RISE

Themes based on Toronto's four-phase care cycle	Statements of what values-sensitive, care-based service will look like in action	Values drawn from RISE official values + values key to successful work from each organizational layer	Operational implementation of Service Principle; these can continue to be added as principles are adopted in RISE	Management implementation of Service Principle; these can continue to be added as principles are adopted in RISE	Metrics that indicate increased success in making values visible and increased capacity to address values conflicts
Service Theme	Service principle	Values expressed in this principle	How can we implement this principle in service delivery?	How can we support this principle in service planning?	How will we know that we're succeeding?
Attention	<ul style="list-style-type: none"> We seek to identify and understand points of view of all stakeholders in a service (clients, staff, clients' support network, RISE, and others as applicable) including self-defined needs and perceived rights We seek to discover and hold awareness of stakeholders' values We listen to clients in ways that they recognize as "being listened to" We notice and document values conflicts within and between stakeholders 	Respect for human dignity Belief that people can change Equality Wellbeing Social inclusion Justice Coherence (professionalism, ordered process)	Intake conversations between Vastuuvirkamies and new clients can include values discovery and co-creating ground rules for listening Regular client-officer check-in meetings can use values as discussion prompts	Service design processes can include stakeholder analysis Sentence plans can include client input on values as part of goal-setting	Quantitative: <ul style="list-style-type: none"> Number of reported values conflicts <i>increase</i> over time (indicates discovery and documentation is occurring, not necessarily that conflicts are increasing) Qualitative: <ul style="list-style-type: none"> Sentence plan progress reports regularly include values and listening documentation

Value Sensitive Service Principles for RISE

<p>Responsibility</p>	<ul style="list-style-type: none"> ● We build accurate empathy with clients that allows authentic relationships while maintaining professional standards of conduct (pro-social modeling of healthy boundaries) ● We consider stakeholder values in decision-making ● We define care collaboratively within the client-staff dynamic ● We harmonize care for clients with other agencies and legal requirements 	<p>Respect for human dignity</p> <p>Belief that people can change</p> <p>Safety</p> <p>Just-ness (Fairness)</p> <p>Self-Governance (Freedom)</p> <p>Meaningful work</p>	<p>Officers can use FMI techniques in client interactions (goal-orientation in interactions)</p> <p>Officers can model healthy emotional boundaries in caring for clients</p> <p>Vastuuvirkamies can support client in interactions with other stakeholders</p>	<p>Officer trainings can include skill development in accurate empathy</p> <p>Supervisors can support officers to regularly discuss how they are using accurate empathy and pro-social modeling</p>	<p>Quantitative:</p> <ul style="list-style-type: none"> ● Numbers of negative officer performance reviews decrease <p>Qualitative:</p> <ul style="list-style-type: none"> ● Sentence plans become more transparent to clients
<p>Action</p>	<ul style="list-style-type: none"> ● We act with care toward clients ● We set the conditions for successful care in the client-staff interaction ● We organize resources to support values expressions by clients and staff ● We resolve values conflicts as they arise ● We share decision-making about clients' rehabilitation with clients in accordance with their capabilities, goals, values, and to the fullest extent allowed by law ● We organize resources to support successful interactions between each client and their Vastuuvirkamies ● We organize resources to support successful interactions between clients and other stakeholders 	<p>Meaningful work</p> <p>Respect for human dignity</p> <p>Belief that people can change</p> <p>Safety</p> <p>Wellbeing</p> <p>Efficiency</p> <p>Positivity</p> <p><i>Trust*</i></p>	<p>Vastuuvirkamies can interact with client according to agreed-on ideas of what is care, what is listening, and what the sentence plan means</p> <p>Officers discuss values conflicts with supervisors/coaches as soon as they come up</p>	<p>Supervisors and trainers can keep track of officer reports on client progress and respond with more frequent coaching as needed</p> <p>Supervisors can model the same care agreements and listening groundrules with officers</p>	<p>Quantitative:</p> <ul style="list-style-type: none"> ● Decline in number of staff sick days taken ● Increase in client participation in rehabilitative services <p>Qualitative:</p> <ul style="list-style-type: none"> ● Officers describe care as central to their job description

Value Sensitive Service Principles for RISE

<p>Responsiveness</p> <ul style="list-style-type: none"> ● We maintain meaningful feedback channels for clients to use that consider their capabilities and goals ● We maintain meaningful feedback channels for staff to use ● We listen to client and staff feedback on our actions and we apply it to our work ● We take time to reflect on the outcomes of our work ● We keep track of milestones and use them to set goals to improve our work 	<p>Respect for human dignity</p> <p>Belief that people can change</p> <p>Coherence (professionalism, ordered process)</p> <p>Innovation</p> <p>Wellbeing</p> <p><i>Trust*</i></p>	<p>Officers can report back to clients on actions taken in a timely way</p> <p>Officers can creatively change the conditions of the interaction (location, time of day, activity) to help make the interaction more productive</p> <p>Officers can keep client interaction diaries</p>	<p>Service evaluations should include assessments of the design and feedback processes</p> <p>Values conflicts and resolutions discussed in development team meetings to revise trainings and service plans as needed</p> <p>Officer training can include practicing creative adaptation to client feedback</p>	<p>Quantitative:</p> <ul style="list-style-type: none"> ● Response rates of employee wellness survey increase ● Response rates of clients to survey <p>Qualitative:</p> <ul style="list-style-type: none"> ● Annual survey to clients (new) asking about personal progress toward goals and satisfaction with services ● Values questions in existing annual RISE employee satisfaction survey
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Date: 10 June 2020

9:00-15:00 with lunch break

Schedule

- 9:00 Arrive, get coffee + snacks, greetings
- 9:15 Welcome to workshop
Agenda for day
Warm-up (whole group)
- 9:30-10:15 Part 1 Activities — individual work (seated at tables)
- 5 min: Instructions for Part 1
 - 15 min: Map your day
 - 15 min: Reflect on values
 - 10 min: Top Values/ Successes/ Challenges
- 10:15-10:20 short bio break
- 10:20 Part 2 Activities — small group work (standing at wall)
Break into 3 groups
- 5 min: Instructions for Part 2
 - 5 min: Post top 4 values to wall poster
 - 30 min: New Officer Values Portrait
- 11:00-12:00 Lunch Break
- 12:00-12:20 Part 3 Intro — whole group
- 5-10 min: check-in/ stretches, reflections on morning — new ideas came up at lunch?
 - 10 min Imagination “Walking Tour” of new building
- 12:20 Part 3 Activities — small group work on big prison plan
Return to groups from Part 2
- 20 min: Map values in new prison — where do values **help** the new officer?
 - Write value on flag and place on map
 - Write post-it to describe situation
 - 20 min: Map values in new prison — where are values **in conflict**?
 - Write value on flag and place on map
 - Write post-it to describe situation
- 1:00-1:10 Bio break
- 1:10 Part 3 Discussion — small groups report out
- 10 min/ group: explain help flags and conflict flags (30 min)
 - 5-10 min/ group: how could conflict flags be resolved? (15-30 min) — *
****facilitators document conversation with postits or big paper on the wall****
- 2:10 Part 3 Wrap — whole group conversation
- 2:30 Conclusions/ Thank you
- ~10 min: Individual reflection/ questions
 - ~10 min: whole group — sharing questions
 - ~5 min: whole group — one word that describes today
- 3:00 End

Materials

Part 1: Journey Map “Tell about your day” worksheet

Arvot chart
post-it notes
pens

Part 2: A2 Values Officer portrait template,

tape
post-it notes,
pens

Part 3: Table-sized map of new prison floorplan

Writeable flags
post-it notes
pens

Workshop Activities:

10 min Warm-ups: Organize ourselves (participants + facilitator) in space relative to where we were born, with center of room as the center of Hämeenlinna and extending to all directions based on geographic location. Once organized, say name and where you were born. Next, participants make a line in the order of the year they came to work in prison. In the line, they discuss the values that they learned when they started their jobs. This activity focuses on noticing values and reflecting on values at work, with an open, observing mindset.

5 min Brief introduction to what we will do today, what are values, instructions for Part 1 activities

1 hour Part 1: Individual reflection time on values

→ **15 min: Tell about Your Day:** Fill out the visual map “Tyypillinen päiväsi” — what activities you do, who you interact with, how you feel about it:

→ **15 min:** Seeing your values in your day —

- ◆ Using the “Map your typical day” worksheet + the Arvot chart, look at your day and note which values influence the choices you make. Write examples of how your values show up in your day in the Arvot section of your “Map your typical day” worksheet.

→ **10 min:** Seeing your values in your day —

- ◆ Look over the map — What are the most important values in your life, values that guide your life? Write up to 6 on post-its and put them in the values boxes on the other side.
- ◆ Where are places where you feel good about your values in action? Where are places in your day where you see conflicts with your values and your daily activity? Write **three** activities that you feel **illustrate your values well**, each on a separate post-it note. Write **three** activities where you feel in **conflict**

with your personal values, each on a separate post-it note. Put them on your map in the boxes for these and set your map aside for later. We'll come back to this at the end of the day.

5 min Instructions for Part 2

1 hour Part 2: Group conversation with an outcome: create a "values portrait" of an officer. "What values would you teach a new officer to help them be successful in the role of Vastuvirkkamies."

- i. As a group, each share your own top 3-4 values from your typical day worksheet. Place your post-its on the poster, ranking from 1-4 which are most important to you.
- ii. As a group discuss the prompt question and select 4 values to "give" to the officer. Imagine some examples in this officer's work or personal life that might illustrate the values this officer holds.
- iii. To wrap the conversation, give your new officer a name. The officer can be any nationality, religion or gender you choose. If you want, you can draw things on the poster that symbolize his/her values or personality.

2 hours Part 3: Mapping Values in the New Prison

- b. **10 min:** Take an imagination tour of the new building: Start at the beginning of the shift and "walk through" the building together to get familiar with
- c. Using the values from the portraits, locate them on a diagram of the new prison
 - i. Write a value on a flag
 - ii. Place the flag on the map to indicate where this value is happening in the prison
 - iii. Describe on a post-it the activity happening in this location, and place it next to the flag
 - iv. Repeat for all values in the portrait
 - v. Next, place flags where there are challenges to acting on these values. Write postits describing the conflict.
- d. Whole group conversation: Where are the values? Are they clustered? Are there locations with no values displayed, if so what's happening there?
- e. What are challenges to enacting these values? Looking at the map, where do you feel conflict with the values you listed in the beginning? write resolution ideas on postits and add to map
- f. Discussion: where do the clients fit in this? Where does RISE as an organization? Where does Finnish society?

Closing Down:

Writing individually 1-2 minutes, what' questions do have? What's on your mind? What do you take with you from this? What do you reflect on your challenges and successes at the beginning of the day? Choose a word that represents your experience of this day.

TURVALLISUUS

yhteiskunnallinen järjestys,
kansallinen turvallisuus, perheen
turvallisuus, palvelusten
vastavuoroisuus, puhtaus, terveys,
yhteen kuulumisen tunne

YHDENMUKAISUUS

tottelevaisuus, itsekuuri,
kohteliaisuus, vanhempien ja
vanhojen ihmisten
kunnioittaminen, nuhteettomuus

PERINTEET

perinteiden kunnioitus, maltillisuus,
nöyryys, oman elämänsä
hyväksyminen, rauhallisuus,
kohtuullisuus

HYVÄNTAHTOISUUS

kypsä rakkaus, tosi ystävyys,
uskollisuus, rehellisyys, avuliaisuus,
vastuullisuus, luotettavuus,
anteeksianto, avoimuus

UNIVERSALISMI

tasa-arvo, sisäinen tasapaino,
maailman rauha, yhteys luontoon,
viisaus, luonnon ja taiteen kauneus,
sosiaalinen oikeudenmukaisuus,
laajakatseisuus, ympäristön
suojeleminen, suvaitsevaisuus

VALTA

yhteiskunnallinen valta,
varakkuus, arvovalta, julkisen
kuvan säilyttäminen

SUORIUTUMINEN

kunnianhimo, vaikutusvalta,
kyvykkyyks, menestys,
lahjakkuus

ELÄMÄSTÄ NAUTTIMINEN

mielihyvä,
elämästä nauttiminen

VIRIKKEISYYS

jännittävä elämä, monipuolinen
elämä, uskalaisuus,
muutoshakaisuus

ITSEOHJAUTUVUUS

luovuus, vapaus, omien tavoitteiden
valitseminen, uteliaisuus,
riippumattomuus, älykkyys,
itsekunnioitus

Arvot