PARTY
PARTICIPATORY DEVELOPMENT WITH THE YOUTH

D3.2 NEW PRACTICES BETWEEN YOUTHS AND STAKEHOLDERS; AND OUTLINE FOR NEW SERVICE STRUCTURES

WP3: Analysing existing service structures

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1. Introduction

When considering new services for a community and stakeholders, context is a crucial factor. Bradshaw (2000:136) explains that any community project may involve between one and many varieties of complexity. He lists three main types:

1. multi-organizational collaboration among intervention organizations contributing resources and capacity
2. multi- functional or comprehensive objectives, integrating efforts to solve several problems at the same time
3. multi-jurisdictional coalitions of diverse and even conflicting communities to work on a project of mutual interest."

This complexity develops in several ways; between the existing societal complexity of a community, and the opportunities and restrictions that become apparent, as a service provider tries to attain their goals. With this in mind, designing services in underserved communities becomes an exercise in navigating complexity. The organization, !Khwa ttu, provides many lessons to be learnt from the field. !Khwa ttu, a San Culture and Education Centre that offers training for young San men and women of Southern Africa, will therefore be used as a case study of complexity (Khwattu.org, 2017).

2. Social design and Wicked problems

Rittel and Webber (1973) were the authors to begin to use the term wicked problems to describe ill defined problems or unsolvable problems. Their landmark article landmark article: "Dilemmas in a General Theory of planning", lists ten points that a problem could be defined as a wicked problem (ibid.). The Table 1. explains each one of these issues, for example that the planners haven't go the the right to be wrong, as there are consequences. Also, wicked problem solvers or tamers, as the problems are not possible to be solved, should understand that the solutions to wicked problems are not true or false, but good and bad.

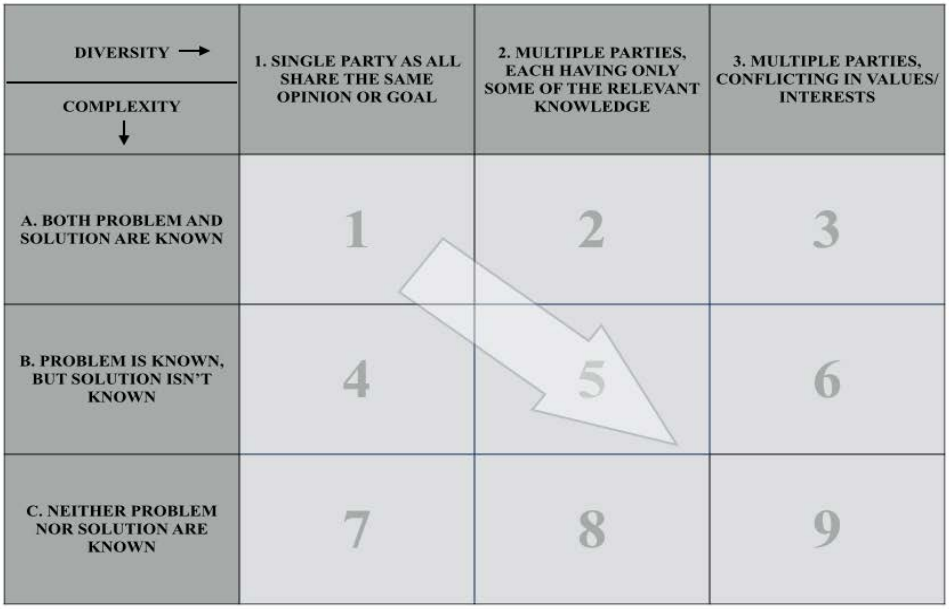
Table 1. Resume about the ten problem points adapted from Rittel and Webber (1973)

POINTS	DEFINITIONS
1.	There is no definitive formulation of a *wicked* problem.

2.	*Wicked* problems have not got a “final solution” as it is always possible to improve the resolution.
3.	Solutions to *wicked* problems are not true-or-false, but good-or-bad.
4.	There is no immediate and no ultimate test of a solution to a *wicked* problem.
5.	Every solution to a *wicked* problem is a "one-shot operation" and every attempt counts significantly.
6.	*Wicked* problems do not have an enumerable (or an exhaustively describable) set of potential solutions, nor is there a well-described set of permissible operations that may be incorporated into the plan.
7.	Every *wicked* problem is essentially unique.
8.	Every *wicked* problem can be considered to be a symptom of another problem.
9.	The existence of a discrepancy representing a *wicked* problem can be explained in numerous ways. The choice of explanation determines the nature of the problem's resolution.
10.	The planner has no right to be wrong.

Another important point is that wicked problems are in essence social as the complexity of a problem raises the more stakeholders there are involved and how their values and interests come into conflict (Ritchey 2013; Head and Alford 2008). Heifetz (1994) was an author to define difficult problems in their complexity and diversity. Diversity comes in situations where the interests of stakeholders are divergent, and the complexity when the problem is not known or the solution. Table 2. created and adapted from Head and Alford (2008) illustrates these difficult situations, how problems grow in complexity.

Table 2. Typology of problems adapted from Head and Alford (2008)



Since the wicked problems cover divergent opinions of stakeholders, collaboration is essential and mainly all the visual tools used to tame wicked problems are all collaborative (Suoheimo 2016) and service design's essence is empathetic and thus collaborative (Miettinen & Koivisto 2009). Many of the tools and methods introduced in the Party project's Handbook are to tackle these issues in collaborative ways (D4.1 Handbook, 2017). Also, the designers are being seen as individuals that don't present themselves, but other stakeholders that might not be present in a wicked problem project (Blyth & Kimbel 2011). As Blyth and Kimbel (2011, p. 14) state:

"Designers should be willing to examine themselves as agents in a change process and uncover their own values, motivations and commitments and begin to see how this shapes how they frame and reframe issues. The focus on using empathy as an approach to doing design – trying to imagine yourself as the user – has masked the ways that designers necessarily design their values into a project."

Also, as the Party's Handbook describes not all that participate a service design project needs to be a designer, but normally people discover in the process to have capacities to practice creativity and possibilities to influence and be an agent of change in their community. To make design doesn't necessarily need to be a designer. Designers in the process have the role of facilitators, enable that the participants have the necessary methods to proceed. (D4.1 Handbook, 2017)

2.1. Social

Create social innovations are important in service design as they create new ideas, products and services to meet the social needs and enhance the society's capacity to act (Murray et al. 2010; Cipolla & Reynoso 2017). Manzini (2015) has described social innovations as a society

where everybody designs. Service design has used and adapted methods from social sciences to tackle social issues (Koskinen et al. 2011).

Using 'top-down' corporation methods has not been seen that beneficial in social design implementations as they often lack the engagement of the locals in the end (Reynoso et al. 2015). According to Reynoso and Cipolla (2017, p. 148-149) "Social innovations (also known as indigenous services in low-income segments) in turn can constitute new service models, in which interactions strongly reflect local cultural values and social networks". Collaboration is essential that commonly shared values and goals would be achieved (ibid.). It is also important to note that experiences of academic studies in low-income communities the normally applied public policies don't have the same rationality as we are used in the "western" context (Pereira & Bartholo 2015).

2.2 Cases in the world

Before starting a new project is good to benchmark and study ways that other similar projects have taken place in Europe and sites with similar conditions that San youth have.

Great Britain

In England, there was performed a project to improve services of Dunstable Hospital Head and Neck Cancer Center. There is no argument against that designing better services could improve people's lives in hospitals. The designers began the process by asking "Why's" and this way finding three areas to improve. It was learned in the project that considerable change takes time as it doesn't happen overnight. The team also noticed that it is frustrating process since the "capacity of creating meaningful change is limited" (Thurston 2009, p. 151). They had experience that only by engaging the end users there would be gained meaningful change in the service. The service design team spent 12 months in working with the staff and patients and then stepped back when the people in hospital continued. (Thurston 2009)

The project resulted in 43 changes including improving the layout of the waiting hall and redesigning outpatient clinic times. The people in the hospital learned how to use observation methods, experience capture, and emotional mapping. Since they had the tools, it enabled the approach to spread across the whole Dunstable Hospital Head and Neck Cancer Center. As Thurston (2009, p. 152-153) explains: "Designers bring energy, we are hungry for change, and want to make things work better. A fresh pair of eyes can give services important insights but in order for the change to happen staff must see this for themselves". Another interesting point was that service designs rarely begin from zero, since they are designed, innovated above an existing service. Cooperation between these people that make the service is the key issue. (ibid.)

Brazil - Rio de Janeiro

There was performed a case of service design in the the Rio de Janeiro's slums in Brazil. The aim there was through service design to tame social problems. Before the project, it was necessary to consider things like illiteracy, sicknesses due to lack of infrastructure and hygiene common in the area. Before going there, there was build a relationship of trust with people and organizations that worked in the slums previously as well as with the locals. Only after knowing better the needs in the place that the service designers were able to create new alternatives to tackle wicked problems concerned hygiene. Also, besides talking with the locals, it was necessary to observe the people, as they often acted differently from what they said or expressed as their needs. (Koskinen et al. 2011)

Observation is a design method and according to Fulton Suri (2005) ethnographic-style observation provides a platform for innovation and design.

Before creating new alternatives, it is good to benchmark what has been done before. This avoids of making the same thing twice and learning from the tentatives made before that necessarily did not work. Another extremely central issue in service or in any design project is to co-create with the locals, as they are the experts that know what the reality is like at the place they live. (Koskinen et al. 2011)

Mexico - Nahua indigenous group

In Mexico Nahua indigenous group has been historically oppressed like many other indigenous people in the world, unfortunately. They haven't had rights or conditions to take part in power decisions of their own well-being. To empower and create working and business opportunities to the Nahua's people, microbusinesses of tourism were began. The Nahuas are located in a region of Mexico that has a wast biodiversity, which also is an appealing aspect for the tourists, let alone the rich culture of Nahua people. All the businesses are today created on top of eight principles that all microbusinesses agree on. They are also actively involved in the network of decision making as a group. It was seen also necessary that the microbusinesses suppliers would also be local so that the local identity would be enforced. (Cipolla & Reynoso 2017)

RITA the network of microbusinesses of Nauhua people has benefit 3 500 families, created more than 18 000 jobs and around 150 businesses in Mexico. Today Rita has an influence on public policies and has caught attention in nature conservation. This success model has been disseminated and adapted in Argentina, Peru, and Bolivia. (ibid.)

2.3 Analysing the cases in the perspective of San youth unemployment

The case of Rio is quite similar to the Party, as there were made previous contacts and research with the institutions already in the field and with the indigenousness youth. Through the conversations and process of creating of trust between the locals and designers, it was possible to detect specific issues to handle. It was also important to understand the need to observe and confirm, if the discussions had raised the correct problems, before starting to

handle them. Codesign was essential in all the three cases written here and the locals were in the center how they could improve their own conditions.

The similarities in Rio, Mexico and Great Britain were the empathetic approach and observation of the end users. The end-users were trained to use the service design tools and now themselves become the agents that would make their own change. Codesign or participatory design was and is crucial. The aim was to engage the community and that they would be the ones to implement and possibly disseminate the good tools and methods for other communities later. The Nahua peoples Rita network is an exemplary case of this.

Like the Party's Handbook begins with the values of the designers is to be in the role of a facilitator, an enabler to share knowledge and make people relieved with themselves and others (D4.1 Handbook, 2017). Before starting a project there is a phase of to get to know the area locally that a project begins. Also, it is important not to forget observing as sometimes the questions raised can be different what the people actually do. As Gong (2009) after performing social design projects in China, they recognized that sometimes the given problem was something else after the field research. Beside it, working in low-income communities the system can differ a lot from the background what people have that come to work there and doesn't make sense in similar ways. The existing challenges os San youth is the lack of electricity to use IT solutions and that the San people are a group that is spread in different countries South Africa, Namibia, and Botswana. These are issues of social complexity as the policies in these countries are different.

3.Methods

!Khwa ttu: lessons in complexity

Following the Double Diamond model of design (see Figure 1 below), the iterative design process begins with the Discovery phase. The purpose of the Discovery phase is to gather insights about the situation and evaluate existing services before even defining the problem/s (Design Council, 2017). Studying existing behaviours and needs, empathising with the users and providers of the service/s, identifying areas of services that work well or worse, all contribute to a broader, better understanding of the existing situation. It is only after a thorough investigation in the Discovery phase that the problems can even be defined (Define phase). The Development phase follows this, where ideas or solutions are developed, tested and iterated. The last phase is the Delivery phase, where a tested service would be finalised and launched (Design Council, 2017).

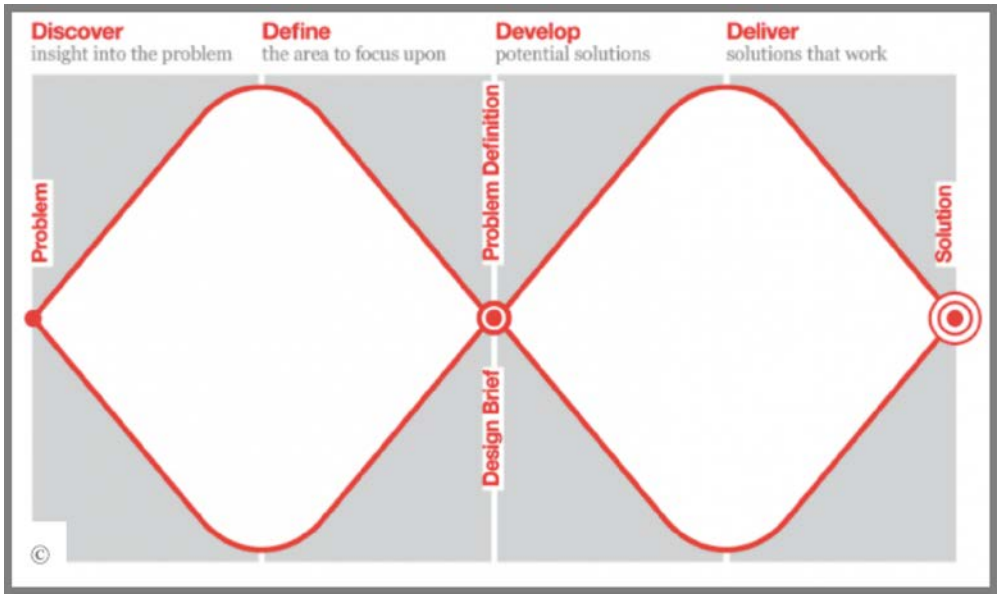


Figure 1: The Double Diamond Design Model (Design Council, 2017)

Because !Khwa ttu aims to boost the "social and economic well-being of San communities in Southern Africa" through the training of young San men and women (Khwattu.org, 2017), it is essential to identify suitable applicants for the training programme. In addition, the trainees are fully funded for the duration of their training, so it is crucial that they are motivated to complete the approximately 8 months of training.

3.1 Dissemination

Recruitment for !Khwa ttu

Without suitable candidates to train, the training centre cannot function. Therefore, one needs to look at recruitment for the programme as an essential part of the whole. However, the broad service situation within the context requires examination. The !Khwa ttu recruiting team travel to San communities within South Africa to provide information about the training available, answer questions and encourage application by the youth. They also then interview potential trainees, and check their credentials (school results etc.) to support their applications. These visits are of utmost importance: to not only understand the context, but also to identify any needs within the communities. In Namibia, there are individuals (known as "pioneers") who assist in the recruitment. Some of these pioneers are graduates from the !Khwa ttu training programme, and they provide information to applicants, as well as assisting with the actual application process. In Botswana, there are also "pioneers", as well as a school, who assist in the recruitment. The school is able to advance money to the applicants for visa costs, which are then reimbursed by !Khwa ttu.

There are several layers of complexity that have developed in this one aspect of recruitment for the !Khwa ttu training programme:

1. Physical geographical distances to communities:

The !Khwa ttu recruiting team travel to many San communities within South Africa. However, there are also San communities within the neighbouring countries of Botswana and Namibia. All of these communities can be very remote and underserved with services (electricity/ mobile network coverage), which presents many challenges.

2. Access to the right applicants:

The !Khwa ttu recruiting team need to identify and develop relationships with the gatekeepers of the communities to access applicants. They also need to be able to interview the applicants and check their credentials.

3. Communication with applicants:

The communication with applicants can be challenging. Apart from possibly being remote geographically, the added challenge can be limited forms of communication. Email, for example, relies upon access to mobile networks as well as reliable electricity. Apart from the application process itself, how to communicate with potential trainees about acceptance/ rejection onto the trainee programme and visa confirmations can be limited by logistical barriers.

4. Visa requirements and applications:

There are many challenges related to visa applications for potential trainees. The governments of Namibia, Botswana and South Africa have varying visa requirements. Simply getting the visa application process started can present problems. The applicants, who may be in remote areas, need to get photographs, need to print documents, need to pay upon application, and in addition: applicants may need to travel to consulates/ visa application offices.

One of the causes of complexity within the recruitment process, is the need to function in so many unique settings (South Africa, Namibia and Botswana). The solutions to some of these challenges have simply evolved organically, but the question remains as to their sustainability. Because of the vast geographical distances between communities, the recruitment team relies heavily upon the "pioneers" to facilitate and vet the process of recruitment.

Why does this work?

Kretzmann & McKnight (1996:23) support a discovery phase which focusses on "discovering a community's capacities and assets", in order to support assets-based community development. The !Khwa ttu recruiting team have drawn upon past experience, in order to develop human-centred service solutions. A solution to a problem of recruitment in Namibia may well provide a solution to a similar issue in Botswana.

4. Outcomes

What are the constraints?

1. Stakeholders are powerful:

Because the governments of the three countries (South Africa, Namibia Botswana) are major stakeholders in the recruitment process (with respect to visas and applicant access to the training site near Cape Town), it is not possible to implement a solution that impacts their behavior/ requirements. This is simply one reason that visa issues remain a challenge to the !Khwa ttu recruiting team.

2. Response to the specific context:

Making progress in complexity relies on agility and resilience – to be responsive to the specific context. Bovaird (2007:858) describes several case studies illustrating a variety of forms of coproduction in local public services. It is however important to note that, "they are also specific to particular contexts, which may not be widely generalisable." With this in mind, some issues resolved in one context, may not provide an appropriate solution for a similar setting.

3. Technology is not necessarily the solution:

In our connected world, the assumption is that a technological solution may be the best solution. However, the use of appropriate technology is only useful in contexts where it makes sense. In this study of the complexity surrounding the !Khwa ttu recruitment process, issues immediate present themselves. For example, some San communities are more connected than others. "Connected" in this sense means technologically and digitally, as opposed to socially (although both factors can impact social connected). Any technological solution proposed would most likely depend upon consistent access to electricity, mobile network coverage, as well as financial resources to facilitate access to mobile data or electricity. In fact, technology could also hinder the process. An example cited in an interview, an email of acceptance may be sent to a training applicant and there may be no response. This does not, however, necessarily indicate a lack of interest, but rather it could mean that the applicant had no financial resources, and therefore a lack of data or airtime/ electricity to charge a phone.

As previously mentioned, the huge complexity of the recruitment process means that any proposed service solution cannot run successfully in all contexts. What is needed is a highly responsive human-centred response. As early as 1996, Kretzmann & McKnight call for an internal looking community development system that relies upon relationship for sustained success:

Thus, one of the central challenges for asset based community developers is to constantly build and rebuild the relationships between and among local residents, local associations, and local institutions. Skilled community organizers and effective community developers already recognize the importance of relationship building. (Kretzmann & McKnight, 1996:27)

Bradshaw, in reviewing several community case studies, also asserts that complexity is almost inevitable (but not desirable in itself), as it is a "response to the realities of societal complexity" (Bradshaw, 2000:143). The response, therefore, in taking this exploratory phase further, is to consider developing responsive, human-centred service proposals (not necessarily technological), that consider the multi-layered complexity of the context of the !Khwa ttu recruitment process.

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